

MINUTES OF THE SENATE COMMITTEE ON EDUCATION.

The meeting was called to order by Chairperson Senator Dwayne Umbarger at 1:40 p.m. on February 7, 2001 in Room 123-S of the Capitol.

All members were present except:

Committee staff present: Ben Barrett, Legislative Research  
Avis Swartzman, Revisor of Statutes  
Judy Steinlicht, Secretary

Conferees appearing before the committee: Dr. John Morton, Superintendent, USD 373, Newton  
Mr. Winston Brooks, Superintendent, USD 259, Wichita  
Dr. Milt Pippenger, Superintendent, USD 457, Garden City  
Mr. John Severin, Superintendent, USD 415, Hiawatha  
Mr. Jerry Cullen, Superintendent, USD 220, Ashland

Others attending: See Attached List

**Continued hearings on School Finance on Base State Aid Per Pupil, Local Option Budget, At-Risk Weighting, Special Ed and Correlation Weighting**

Dr. John Morton, Newton School District, offered his testimony ([Attachment 1](#)). Dr. Morton pointed out the disparities in funding that exist between school districts, questioning how all could be held to the same standard. It was discussed that if the formula for funding was to be changed, maybe we should look at the threshold for low enrollment weighting and try to determine realistically what constitutes the minimum level of programming. His district has not discussed a tax increase, but he believes this is a probable answer to raising more money for education and he believes that an increase would be supported in his district.

Mr. Winston Brooks, Superintendent, Wichita School District, gave testimony in ([Attachment 2](#)). The district has a strong commitment to school improvement and student achievement. This can be backed up with the number of awards and recognitions the schools have received in the recent years. Mr. Brooks stated that 10 percent of all students in Kansas attend the Wichita Public Schools. They also have problems; their free and reduced lunch population has increased by 2 percent and the special education population has skyrocketed. Mr. Brooks gave some examples of specific problems in classrooms; different languages, number of special ed students, family problems, the difficulty in communicating with non-English speaking parents and one-parent homes. The parents are struggling as well as the children. Many are illiterate, non-English speaking, unemployed and they cannot help the children with school work. Addressing the disparity in the current formula, Mr. Brooks said that the local option budget has simply maintained the spending gap. He is not suggesting that the formula be changed at this time. He believes the formula that we have now needs to be adequately funded and then we need to get a group together to talk about how the formula could be changed so that it would be more equitable.

Dr. Milt Pippenger, Superintendent, Garden City, gave testimony found in ([Attachment 3](#)). In 1995, they began a program to become more fiscally responsible. They initiated curriculum driven budgeting, which involved approximately 150 people, operations audit where they asked the business people to come in and audit the school district and cost accounting procedures have been implemented. Since then they have made significant changes in their budget reallocating priorities. They have also worked toward student achievement and they also have awards and recognitions to back that up as Wichita does. Their basic concern is finding teachers. They were 18 short at the beginning of the school year. They see a big need to get teacher salaries up as they are losing teachers to the business sector. Their dream is to develop a career ladder making teaching an attractive career concept. They have developed before and after school

## CONTINUATION SHEET

February 7, 2001

programs, summer school and hired social workers to assist families. Their drop out rate has lowered from 13 to 8 percent. Their special education population has increased and it is difficult to get teachers to take on the added responsibility of teaching these children. They want to be able to provide a higher salary for teachers who go into Special Education.

Mr John Severin, Superintendent, Hiawatha School District offered his testimony outlined in (Attachment 4). This is a rural area and they have had a declining enrollment and have had to reduce programs and personnel. They feel a great need for increase in base salary for teachers as they are no longer competitive with surrounding schools. They have also had an increase in special education students.

Mr. Jerry Cullen, Superintendent, Ashland gave testimony outlined in (Attachment 5). His school district has the same problems, but also being in a rural setting, it costs more for travel expenses and repairs because of the mileage involved to get services. His district does not want a tax increase either, but would support a tax increase if that is what it takes to continue excellence in K-12 education.

Chairman Umbarger thanked all the conferees for coming and assured them that their testimony would be studied and not taken lightly.

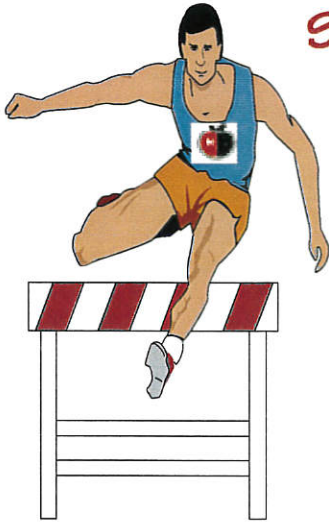
Meeting was adjourned 2:37 p.m. The next meeting is scheduled for February 8, 2001 at the regular time, 1:30 p.m.

**SENATE EDUCATION COMMITTEE GUEST LIST**

DATE - 2/7/01

<u>NAME</u>	<u>REPRESENTING</u>
Mark Tallman	KASB
Bill Truck	Shawnee Mission Public Schools
Jim Allen	KEC & KFHC
Dave Kirkbride	KNEA
Reg Dunlap	KNEA
Don Thomas	USA
Brilla Sott	USA
Jacque Dukes	SAE
John Swanson	USD 415
PAT HURLEY	PAT HURLEY & CO. / KEC
Chip Gramke	USD 259
Winston Brooks	"
Milt Pippenger	USD 457
Bill Brady	Schools for Fair Funding
Jenny Cullen	USD 220
Andy Henry	

# In the race for educational success, some have more hurdles to overcome.



Newton USD 373 has an average enrollment of 3,500 students and employs over 700 people. The current per pupil expenditure is \$4,914 compared to the state average of \$5,546 per pupil. USD 373 is among the many districts experiencing enrollment declines; projected loss is \$230,000 for 2001-2002 based upon an enrollment loss of approximately 60 students.

## At-Risk Funding

- USD 373 would need a weighting of at least .15 to cover the cost of current program efforts in this area.
- Having free lunch applications serve as the lowest common denominator for determining at-risk students does not begin to cover additional students who are at risk and who need additional services.
- Most districts, including ours, are seeing increased numbers of students with at-risk behaviors and needs which far exceed the free lunch numbers.

## Base State Aid

- Across-the-board increases do not narrow the financial gap between districts.
- While an increase allows districts to address fixed costs such as utilities, it does not reflect equity for students in our district and across the state.

## Special Education Funding

- The incredible growth of programs for children age birth to five years has added a new dimension to special education funding.
- The need for increased services, such as assistive technology, transition programs and Early Childhood Special Education, has made special education an expensive proposition.
- While the state average for special education funding is 85 percent, USD 373 is currently funded at 77 percent, according to the most recent Kansas State Department of Education report.
- Districts such as Newton, with more special education students, generally receive less funding proportionally than districts with fewer special needs students.
- The increase in medically-based identification of students with more significant learning needs has had a dramatic impact on the program and its cost.

## Supplemental General Fund

- The current process serves to widen the funding gap between school districts.
- Smaller communities, with lower income levels and more retired persons on fixed incomes, are less able to finance and less willing to support needed improvements.
- The education of our students should not place undue burden on citizens who are already paying significant amounts of taxes to support education and other state functions.

## Correlation Weighting

- An increase in funding for some school districts is critical if the funding gap is to be narrowed.
- For each dollar increase to the base, according to the current formula, Newton receives \$1.06 while the smallest district in the state receives \$2.14, a difference of over 100 percent in funding levels.

Regardless of the resource base, all school districts are held to the same standards set forth by the state of Kansas. If students do not have equal learning opportunities because of disparities in funding, how can they all be held to the same standard?

Let's level the field.



Senate Education  
2-7-01  
Attachment 1





**Board of Education for the Wichita Public Schools  
2001 Legislative Session**

***A framework connecting the impact of school finance on students and schools***

<b>Wichita has a dynamic school system, meeting the academic needs of a wide range of students.</b>	
<i>Commitment to school improvement and student achievement.</i>	<ul style="list-style-type: none"> <li>• Six consecutive years of increased student achievement.</li> <li>• Wichita Benchmarks measure student knowledge in the core academic subjects of reading, writing and math.</li> <li>• The BOE set the performance level at the <b>highest</b> academic standard, setting rigorous and challenging expectation for all students.</li> <li>• Students are making gains across the district in the core academic subjects.</li> <li>• Students from poverty improved, yet lag behind their peers.</li> </ul>
<i>National and state awards.</i>	<ul style="list-style-type: none"> <li>• Kansas Teacher of the Year, 2000.</li> <li>• Kansas Foreign Language Teacher of the Year, 2000.</li> <li>• Kansas Physical Education Teacher of the Year, 2000.</li> <li>• New American High School award winner – one of 16 nationwide.</li> <li>• National Blue Ribbon School – one of only 32 nationwide.</li> <li>• National Award for Model Professional Development – one of 3 districts nationwide.</li> </ul>
<i>“Above-average” public schools at “below-average” cost.</i>	<ul style="list-style-type: none"> <li>• Wichita spends less per pupil than the other large districts in Kansas.</li> <li>• Wichita exercises only 2/3<sup>rd</sup> of local option tax authority.</li> <li>• Wichita spends less per pupil than the average of Sedgwick County school districts.</li> </ul>
<b>The strong Wichita Public Schools are threatened by four challenges.</b>	
<i>The student achievement gap.</i>  <i>All student groups have increasing test scores.</i>  <i>Yet, students from poverty score below their classmates.</i>	<ul style="list-style-type: none"> <li>• Significant differences in achievement based primarily on family income.</li> <li>• Disadvantaged children start school behind, struggle to catch up, and are more likely to drop out.</li> <li>• 49% of students live in two-parent homes.</li> <li>• Wichita has experienced a 31% increase in children from poverty in ten years.</li> <li>• Wichita’s English as a second language population has grown 486% in twelve years.</li> <li>• Mobility—students moving many times during the school year.</li> <li>• Fund preschool programs for at-risk four-year-olds and all-day kindergarten programs.</li> </ul>
<i>Educator recruitment and retention.</i>	<ul style="list-style-type: none"> <li>• Funding affects salaries, which affect staff quality, which affect school quality.</li> <li>• Wichita is falling behind other districts in teacher salaries.</li> <li>• The wage and benefit gap – school salaries are falling behind other private and public sector salaries. The district competes for labor with private industry.</li> <li>• Shortage in critical areas including special ed, math, science, technology.</li> </ul>
<i>The digital divide.</i>	<ul style="list-style-type: none"> <li>• Technology is a powerful teaching tool and a critical employment skill.</li> <li>• Only 40% of Wichita computers are Internet accessible.</li> <li>• 12% are antiquated, yellowed Apple IIe’s.</li> <li>• Ratio of students to computers is 16:1 in elementary, goal is 4:1.</li> <li>• District is spending about \$150 per student on technology.</li> </ul>
<i>Special education cost.</i>	<ul style="list-style-type: none"> <li>• Special education population has grown 43% in ten years.</li> <li>• Closure of state hospitals has moved high cost, high need children to public schools.</li> <li>• Last year 653 ‘walk ins’ came from other districts and states.</li> <li>• \$20M is transferred from the general fund to fund the gap. Or \$500 per regular ed student.</li> </ul>

*Senate Education  
2-7-01  
Attachment 2*



**STATE OF SCHOOL FINANCE**  
**USD 457 Garden City**  
**Milt Pippenger, Superintendent**  
**1205 Fleming Street**  
**Garden City, KS 67846**  
**(620) 276-5100**

**Fiscal Efficiency Initiatives:**

- **Curriculum Driven Budget** - Seventeen department committees are responsible for setting the district budget, by developing individual departmental budgets. Approximately 100 people are involved in the process, including parents, business patrons, certified and classified personnel. Final budget priorities are determined by a community committee of approximately 50 people.
- **Operations Audit** - Members of the local business community perform an audit of departmental operating procedures and measure them against standard business practices.
- **Cost Accounting** - Cost accounting procedures have been implemented to measure program efficiency relative to cost.

**Base State Aid Per Pupil:**

- There has been a critical shortage in the number of teacher applicants in Garden City over the past few years, and applicant numbers are declining (456 in 1997, compared to 304 in 2000 -- when we had 90 positions to fill). We started the current school year short eighteen (18) teachers, in the areas of Special Education, math, language arts, business, orchestra, family and consumer sciences, and bilingual elementary. This problem is not isolated to Garden City; indeed, it has become a critical national concern.
- Teacher salaries must be significantly increased, if school districts hope to compete with industry. Major corporations actively recruit graduates of schools of education, to employ them in the business community. School districts from other states offer signing bonuses of \$4,000 or more at teacher recruiting fairs, both inside and outside the state. And staff members are recruited right out of current positions, in both certified and classified areas of expertise. We lost one employee recently to an \$80,000-plus salary.
- Increases in the base budget over the past few years have been used primarily to meet the rising costs of textbooks (two to three times the rate of inflation), utility costs, and insurance.
- With the continued increase in the cost of basic items needed to run the district, we will have to reduce staff to keep our spending in check. This will mean an increase in pupil-to-teacher ratios.
- Since 1995, we have made several reductions in department budgets, as a result of our program budgeting process. District wide administration has been reduced by about 10%, by significantly reducing expenditures for telephone, clerical personnel, supplies, and copier expense. Inservice education has been reduced by approximately the same amount, as well as curriculum and assessment and other areas. These cuts were essential to cover increased personnel expenses, as the district reduced class size in grades kindergarten through third and provided salary/wage increases.
- **Dream:** Our goal is to move to a career ladder concept, to make teaching an attractive career concept. Teachers will be able to continue teaching, and earn higher salaries as they assume more responsibility. They will also be able to receive bonuses for increased student achievement. **Target** - 2002-2003 school year. **Cost** - Between 10% and 20% increase in salary costs per building.

**Correlation Weighting/Local Option Budget**

- Weighting factors and local option budget have both been a blessing to this district. Without them we would not have been able to maintain a general fund budget that is even close to keeping up with cost of living increases. They have allowed us to give our teachers annual raises of three to four percent over the last few years. Raises at this level must continue and increase for us to be competitive with the local community college, which has already committed to a 4% raise for next year, and with other school districts.
- The LOB has also been increased, to lower the pupil-teacher ratio in grades kindergarten through second, from 24/1 to 20/1. Grade three has remained at 26/1, while grades 4 through 12 rate 28 or more students per teacher. Without increased funding we will not be able to lower the third and fourth grade classroom size as planned for 2001-02. Cost of this change will be \$140,000.00.
- Holcomb USD 363, seven miles to the west, maintains a classroom maximum at the k-4 level of 15 to 1. We cannot come close to affording this class size.

*Senate Education*  
*2-7-01*  
*Attachment 3*

### **At-Risk:**

- The at-risk population in Garden City has increased significantly since 1993, when we had 42% minority; 35% free and reduced meal eligibility; 550 non/limited English students; and 850 active Individual Education Plans (IEP). Today's numbers are 62% minority, 50%+ free and reduced, 1,700 NEP/LEP, and 1,200 active IEPs.
- At-Risk funds have been used to provide before and after school programs, tutoring, jump-start (two weeks of instruction prior to the start of school in the fall), and k-12 summer school. An example of the success of this program is that our second graders have moved from 59% to more than 90% of students reading at grade level. Other examples are that our ACT scores have increased by 1.3 points and our dropout has gone from 13% to 8%.
- We have established a day treatment program in conjunction with the juvenile justice authority for suspended and court supervised students. Long term suspensions have dropped dramatically.
- **Dream:** It is our goal to provide all high school students with 90 minutes of math daily, for the 2001-2002 school year. **Cost** - Approximately \$100,000.00.
- **Dream:** Another goal for 2002-03 is to move to an environment of smaller learning communities within the larger high school, to reduce dropouts and improve achievement. **Cost** - Unknown at this time.

### **Special Education:**

- The number of students receiving services has increased from approximately 850 in 1993 to just under 1,200 in 2000. For this fiscal year we will be transferring 2.7 million dollars from the general fund to the Special Education fund, for a total of 6 million dollars. As Special Education costs continue to rise we will have to increase the amount of funds transferred from the General Fund to the Special education Fund. Special Education needs to be funded at 100% of excess cost.
- The number of students with severe disabilities has increased even faster than the remainder of the Special Education population. These youngsters require one-on-one paraprofessionals and other special accommodations.
- There is an extreme shortage of teachers for this area, and we have not been able to negotiate a differential to make entering this field attractive. We need state intervention to make Special Education financially attractive for teachers. Each year good teachers leave the field to go back to regular education.
- Increased exercise of student and parental rights, as defined by the Individuals with Disabilities Education Act, has brought a dramatic increase in legal fees, as districts interact more with the United States Office of Civil Rights and other advocacy entities.
- **Dream:** We would like to be able to provide a salary incentive for a teacher who goes into Special Education. Under present conditions there is no way to get this negotiated. There needs to be a state mandated differential like the one we do for Nationally Board Certified teachers, only larger. Also it would be good to have state sponsored scholarships for students interested in Special Education and other critical teaching areas.



**DATE:** February 7, 2001  
**TO:** Senate Education Committee  
**FROM:** John Severin, Superintendent of Schools, Hiawatha USD 415

Mr. Chairman and Members of the Senate Education Committee, my name is John Severin and I am Superintendent of Hiawatha USD 415. I would like to address the areas of base budget per pupil and special education funding today.

**Base Budget Per Pupil**

Hiawatha USD 415 General Fund Budget 1992-93 through 2000-01

<u>Year</u>	<u>General Fund</u>	<u>Supp. Gen.</u>	<u>Total</u>	<u>FTE</u>
1992-93	\$5,980,680	0	\$5,980,680	1230.7
1993-94	\$5,961,240	0	\$5,961,240	1231.9
1994-95	\$5,942,160	0	\$5,942,160	1207.5
1995-96	\$5,989,789	0	\$5,989,789	1215.1
1996-97	\$6,038,899	0	\$6,038,899	1195.0
1997-98	\$6,033,847	0	\$6,033,847	1146.9
1998-99	\$5,950,140	\$ 90,000	\$6,040,140	1095.8
1999-00	\$5,846,139	\$277,752	\$6,123,891	1027.0
2000-01*	\$5,708,608	\$497,876	\$6,206,484	1037.5
2001-02	\$5,651,690 (computed using \$3,820)			1024.5

\* The 2000-01 budget will be republished. These figures will be the republished amount.

- a. With such a small increase in general fund since the new formula, most increases in cost were obtained through reduction in force and eliminating programs. Reductions since 1995-96 include:

<u>Number of Positions</u>	<u>Position</u>
6	Certified Teachers (kindergarten, first grade, second grade, third grade, fourth grade, secondary English/social science) The elimination of the English/social science position caused many high school social science classes to be in the 25 to 30 students range per classroom.
11	Paraprofessional Positions
2.5	Secretaries
13	Supplemental Coaching Positions
1	Bus Driver
2	Food Service (equivalent of)
.6	Assistant Superintendent

Program Reductions

Sixth grade after school intramural volleyball, basketball, and wrestling  
 Middle school cheerleading  
 Reduction of many classes from the summer school program  
 High school drama classes  
 High school forensics classes

Cuts Being Considered for 2001-02

Fifth Grade Teacher  
 Sixth Grade Teacher  
 Part Time Band Teacher  
 High School Tutor  
 Custodian

Effects of Considered Cuts

When cuts are made to the 5<sup>th</sup> and 6<sup>th</sup> grade levels, the pupil teacher ratio for grades 5 and 6 will go from 20/1 to 25/1. We will have an 80 to 90 member band with one teacher handling all aspects of the program. The high school at risk students will lose an opportunity of 1-on-1 tutoring.

*Senate Education  
 2-7-01  
 Attachment 4*



- b. We need a major increase in the base salary. With a base of \$23,750 we are no longer competitive with surrounding school districts. Teachers have accepted small pay increases in order to keep teacher and support staff cuts to a minimum. We cannot hire beginning teachers with our base salary. Teachers hired in the last two years are experienced teachers who were interested in moving from a small to a medium size school.
- c. A 3% or \$700 increase to the base salary would cost the school district \$59,500 for the base increase + \$43,350 for the experience increase + approximately \$20,000 for additional college hours = \$122,850. A 3% classified employee pay increase would cost the school district approximately \$30,000. If we keep the present staff we would need \$122,850 (teacher raises) + \$30,000 (classified raises) + \$56,818 (drop in general fund) = \$209,668. With a projected 1,479.5 weighted enrollment for 2001-02, it would take a base budget per pupil increase of \$142 to fund raises. This leaves nothing for other increasing costs such as utilities or funds for much needed technology.
- d. Twelve of our 85 teachers can retire at the age of 62 within the next 5 years. Twenty-three can retire at age 62 within the next 10 years. The 2000-01 average teacher's salary for those who will not retire within the next 10 years is \$32,395. This same group of teachers have an average of 11.2 years of experience.

**Special Education Funding - Interlocal 615 Horton and Hiawatha**

<u>Plan or Year</u>	<u>State Aid</u>	<u>USD 415</u>	<u>USD 430</u>	<u>Total</u>
2001-02	\$1,286,242	\$324,703	\$242,233	\$1,853,178
Gov. Task Force	\$1,615,860			
Governor	\$1,373,481			

- a. Under the Governor's Task Force plan, Horton and Hiawatha would still share \$237,318 plus increases from their general funds. Under the Governor's plan, Horton and Hiawatha would share \$479,697 plus increases from their general funds. The costs associated with foster students moving into our district during the school year, would be the responsibility of the USDs under the two-tiered pupil weighting system.
- b. Foster care impacts the cost of special education in USD 415 and USD 430. Eighteen of the foster care children that have moved into our districts throughout this school year are special education students. Most of these student are brought to our district from other communities by Kaw Valley, Lutheran, Catholic, and Pottawatomie placement. Nineteen adoptions of special needs students have occurred in our districts. While this is great to see parents do this, it does impact special education costs.
- c. Because of the closing of group homes and the state hospital we have had to start a severe behavior disorder program. This program employs 2 teachers and 5.5 paraprofessionals. Over a third of our class size reduction money goes to help pay for this program. They work with approximately 21 students.

SCHOOL FUNDING FOR EXCELLENCE  
ASHLAND/ENGLEWOOD USD 220  
JERRY CULLEN

District Makeup

- Covers 660 sq. miles
- 268 Students
- 42% At Risk
- 14% Special Education
- Good Test Scores
- Met Standard of Excellence in Jr. High Math and was close in other tested areas
- Average ACT composite of 23.7 (98% of seniors taking test)
- One of 50 schools identified by boundary line study
  - \* closest neighbor about 30 miles
  - \* \$11.00 within predicted cost

Financial Information

- 25% Lifetime LOB - Using 16% at this time
- Trying to stay below the lid on LOB
- 4 mill capitol outlay (\$79,907)
- Entered into performance contract for \$260,000
- High School (1962), Elementary (1937) - Good condition
- Work needs to be done on elementary and bus barn roofs
- Try to keep buses in good shape for 20 years
- Try to maintain other vehicles for 125,000 miles
- 75% of computers in elementary lab are LCII or LCIII
- High School computer lab has some I Macs but also some lower end computers.
- Few teachers have classroom computers
- First time for JH/SH summer school (JJA Grant)
- Cut spending for all purchases.
- 25% increase in special education spending since 1995
- Cut .5 library position last year
- Elementary principal teaches some classes
- We don't have directors for personnel, budget, QPA, Transportation, Food service, and public relations nor do we have a Grant writer or Profile Mgr.

Goods and Services

- Gas cost 10 cents more than in Dodge City which is 50 miles
- Milage and travel expense cost more than repairs
- Pint of milk at least 4 cents less in urban areas
- Technical analysis will cost us 5 cents more per square foot in our area
- Travel expense higher
- Must take buses 50 miles to Dodge City or 80 miles to Liberal for repair

Base State Aid Per Pupil

- BSAPP increased 5.6% since 1995
- Consumer Price Index increased 14.8% from 1995

*Senate Education  
2-7-01  
Attachment 5*

## Ashland/Englewood starting teacher

- \* Makes \$17.48 per hr.
- \* Individual with similar degrees makes \$22.00 - \$32.00 per. hr.
- \* Individual with 18 mo. of training can start at \$35,000 per yr.
- \* Ashland starting teacher could qualify for reduced lunches

## Recommendations

- Don't want a tax increase but willing if that is what it takes for continued excellence in K-12 education.
- Recommend a sales tax or income tax increase
- Raise BSAPP to \$4,353 (more in line with consumer price index)
- Raise at-risk weighting to 25% (boundary line study)
- 85% funding for Special Education and don't include federal funds in increase
- Tie BSAPP to consumer price index

## Results if we don't fund K-12 education adequately

- School districts are losing quality teachers and will continue to lose them.
- School districts are finding it hard to hire quality teachers.
- Larger classes
- Fewer curriculum choices offered
- Fewer before and after school programs offered
- Fewer activities for our students
- Higher drop out rate
- Fewer teacher aids
- Less technology
- Fewer books and supplies

## • Business leaders feel that teachers hold the key to our future, and we must pay them a competitive salary

- **Quality Teachers = Quality Education**