

MINUTES OF THE SENATE EDUCATION COMMITTEE

The meeting was called to order by Vice Chairman John Vratil at 1:45 p.m. on January 24, 2007, in Room 123-S of the Capitol.

Committee members absent: Senators Apple, McGinn, and Steineger

Committee staff present: Sharon Wenger, Kansas Legislative Research Department  
Michele Alishahi, Kansas Legislative Research Department  
Theresa Kiernan, Revisor of Statutes  
Shirley Higgins, Committee Secretary

Conferees appearing before the committee: Dr. Andy Tompkins, Chairperson, At-Risk Education Council  
Larry Isaak, President, Midwestern Higher Education Compact (MHEC)

While awaiting the arrival of the Chairman, Vice Chairman John Vratil called the Committee's attention to the minutes of the January 16 committee meeting.

Senator Teichman moved to approve the minutes of the January 16 meeting, seconded by Senator Lee. The motion carried.

Dr. Andy Tompkins, Chairperson of the At-Risk Education Council, discussed the At-Risk Council's December 2006 report to the 2010 Commission. (Attachment 1) At the outset, he commented, "After hearing the testimony, we essentially affirmed what you have done with some suggested improvements." He went on to summarize the current formula for at-risk students and highlighted the At-Risk Council's conclusions and recommendations included in the report to the 2010 Commission.

Larry Isaak, President of the Midwestern Higher Education Compact (MHEC), presented a report entitled, "MHEC in Kansas". (Attachment 2) He explained that, each year, he visits the eleven states that are members of MHEC to report on the state's participation in the compact. He noted that each state passed a statute to become a member of MHEC and that the overall mission of MHEC is to enhance cooperation and collaboration in education. He called attention to two spreadsheets on cost savings programs for the states that participate in the compact. (Attachment 3) In addition, he distributed copies of a MHEC publication prepared in January 2007 entitled, "MHEC in Kansas 2005-2006 – Responding to Constituents' Needs in a Changing Climate". He went on to discuss his report on MHEC in Kansas, which included information on the MHEC Commission in Kansas and the duties of the MHEC officers, cost savings programs, student access, MHEC workshops, MHEC forums, and the MHEC on-line resource library. He called attention to the tables in the Kansas MHEC report which compared Kansas to other MHEC states and the national average with regard to demographic indicators, leading financial indicators, postsecondary preparation, benefits of higher education, affordability of higher education, and higher education funding. In conclusion, he discussed significant Kansas education facts, and he pointed out that the major issue for Kansas for continued economic success is to increase the proportion of its population with college degrees.

The meeting was adjourned at 2:30 p.m.

The next meeting is scheduled for January 25, 2007.

**SENATE EDUCATION COMMITTEE  
GUEST LIST**

DATE: January 24, 2007

NAME	REPRESENTING
<i>L. Denton</i>	<i>DoB</i>
<i>R Chronister</i>	<i>2010</i>
<i>V. DeFenu</i>	<i>SQE</i>
<i>Paul Johnson</i>	<i>Ks. Cath Conf</i>
<i>Kathie Gribausk</i>	<i>Kearney &amp; Associates</i>
<i>Amy George</i>	<i>Olathe School District</i>
<i>Jim Edward</i>	<i>KASB</i>
<i>Mike Reecht</i>	<i>K12 Inc.</i>
<i>MICHAEL LAWE</i>	<i>ESU</i>
<i>BILL REARDON</i>	<i>USD 500</i>
<i>John Breiner</i>	<i>Rep. Ward</i>
<i>Diane Gjerstad</i>	<i>Wichita Public Schools</i>
<i>Ron Harbaugh</i>	<i>USD - 501 Topeka</i>
<i>Pam Schutt</i>	<i>MHEC</i>
<i>Larry Isaac</i>	<i>MHEC</i>
<i>Howard Smith</i>	<i>PITTSBURG STATE UNIVERSITY</i>
<i>Kip Peterson</i>	<i>KBOR</i>
<i>John Dougherty</i>	<i>ESU</i>

Report of the  
At-Risk Education Council  
to the  
2007 Kansas Legislature

**CHAIRPERSON:** Dr. Andy Tompkins

**OTHER MEMBERS:** Mr. Dale Cushinberry, Ms. Deloyce McKee, Mr. Bud Moore, Mr. Dave Self, and Mr. Bob Corkins

**STUDY TOPICS**

The Council is to:

- Identify those conditions or circumstances that contribute to making a student at-risk of not succeeding in school;
- Develop and recommend public school programs and services which meet the needs of at-risk students and help close the achievement gap;
- Develop and recommend tools to assess and evaluate the effectiveness of approved at-risk programs;
- Recommend funding alternatives for approved at-risk programs; and
- Make a report on its activities to the Governor and to the 2010 Commission by October 1, 2006. The Council must make a final report, including recommendations, to the Governor and the 2010 Commission by October 1, 2007. The Council will terminate June 30, 2007.
- Review new at-risk weighting added by 2006 Legislature.

December 2006

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Senate Education Committee  
L-24-07  
Attachment 1

# At-Risk Council

## REPORT TO THE 2010 COMMISSION

### CONCLUSIONS AND RECOMMENDATIONS

The At-Risk Council draws the following conclusions and makes the following recommendations:

#### Conclusions

- The Council continues to believe that the best state proxy for identifying at-risk students is poverty, whether that be measured by free, or free and reduced price lunches.
- The Council notes that student achievement on state assessments has improved in elementary and middle schools, but little at the high school level. The Council believes that there needs to be a better understanding of the achievement gap at the secondary level to include examination of dropout, graduation, and attendance rates.
- The Council believes that a single tool, such as state assessment scores, is too narrow to determine if a child is at risk.
- The Council believes that the Kansas State Department of Education criteria for serving at-risk youth that are required for school district plans are appropriate, but need periodic adjustment based on new research.
- The Council affirms the work of the Kansas Legislature and Governor in differentiating at-risk funding with the core funding being decided on poverty and the second level of funding which takes density into account. The Council believes that the third level of funding at-risk students based only on student proficiency as determined by the state assessments for those who are not on the free lunch program is an interesting and potentially effective approach that needs further study.
- The Council concludes that at-risk students need the most qualified teachers and that this is not occurring in many schools, especially at the secondary level.
- The Council concludes that there is a teacher shortage in selected subjects and geographic areas and that the problem of recruitment and retention must be addressed.
- The Council supports the state database project being developed by the Kansas State Department of Education to include both student and teacher information.
- The Council concludes that periodic studies of effective at-risk programs and strategies need to be conducted at the recommendation of the 2010 Commission.
- The Council believes that comprehensive social support is vital to ensure the success of at-risk students and that the statute requiring an integrated social support system must be implemented and maintained in an effective and efficient manner in all districts.

- The Council believes that an evaluation of charter schools is needed to determine lessons learned and areas in need of improvement. A part of the new federal charter school grant recently received by the Kansas State Department of Education requires such an evaluation. Therefore, the Council hopes that the 2010 Commission will utilize the results to identify what has been learned in the operation of charter schools that might be informative for all public schools and to determine needed adjustments in charter school statutes or policies.
- The Council believes that at-risk students should be encouraged to seriously consider continuing education after high school and be provided access to programs that will enable the students to pursue a career path, whether it be vocational, technical, community college or university, which will allow the students to be successful members of society.

### **Recommendations**

- The Council recommends that the second level of funding for at-risk students, which is the high density formula, be based on the prior year's data and implemented using a linear transition calculation. The Council believes that the density formula needs to be reviewed periodically to ensure that it is taking into account all areas of the state and that it is adding value to student learning.
- The Council affirms that the third level of funding, Non-Proficient At-Risk Weighting, be for students who are below proficiency and not on free lunch. Also, the Council recommends that the 2010 Commission study the impact of this provision and the formula which distributes the funding should be simplified if the weighting remains in effect beyond its current statutory termination date of June 30, 2007. Further, the Council notes that the student improvement team practice currently utilized in the schools should be helpful in identifying the results of this initiative.
- The Council recommends the continued support of the data system being developed and implemented by the Kansas State Department of Education as a critical component in the ongoing understanding of the achievement gap of at-risk students. Furthermore, the Council supports the implementation of 2006 SB 549 which requires the State Department of Education to provide performance and financial accountability for the use of at-risk funding. Additionally, the Council recommends that the Kansas State Department of Education be supported in its efforts to be a resource for schools in identifying successful programs of Education and strategies for helping at-risk students.
- The Council recommends that the Department of Education periodically reevaluate the existing criteria for the determination of a student to be in need of at-risk services to include consideration of the use of at-risk funds on specific professional development to serve at-risk students such as behavior management training.
- The Council recommends that the 2010 Commission authorize follow-up studies on early career teachers who leave the profession to determine what factors contribute to their leaving, as well as, successful practices needed to recruit and retain highly qualified teachers.
- The Council recommends that the 2010 Commission authorize a study to determine the factors contributing to the achievement gap and lack of progress in student achievement at the high school level.

***Proposed Legislation:*** None.

## BACKGROUND

The 2005 Legislature created the At-Risk Council, which is composed of six members, five appointed by legislative leadership and the Commissioner of Education. The statutory duties of the Council include:

- Identifying those conditions or circumstances which contribute to making a student at-risk for not succeeding in school;
- Developing and recommending programs and services which meet the needs of at-risk students;
- Developing and recommending programs and services which help close the achievement gap;
- Developing and recommending tools to assess and evaluate the effectiveness of at-risk programs; and
- Recommending funding alternatives for at-risk programs.

The Council is to submit a report on its activities to the 2010 Commission and the Governor on or before October 1, 2006, and its final report is due on or before October 1, 2007.

## COMMITTEE ACTIVITIES

The Council began meeting during the 2005 Interim and continued through the 2006 Session. All items considered by the Council during the 2005 and 2006 meetings are reviewed in the following material, along with Council conclusions and recommendations.

### History of the Recent Kansas Supreme Court Ruling

Staff briefed the Council on the recent school finance litigation case before the Kansas Supreme Court. Recent history of

school finance litigation in Kansas goes back to the 1970s, when the prior school finance act, the School District Equalization Act (SDEA), was enacted in 1973, in response to a district court decision which found the prior act deficient because the state had not provided enough aid to offset disparities among school districts in taxing efforts and per-pupil expenditures.

The SDEA was challenged in 1990 and 1991, in lawsuits that were consolidated in Shawnee County District Court before Judge Terry Bullock. Judge Bullock announced a series of principles he would apply in deciding the pending case and the legislature responded by enacting a new school finance act in 1992, the current School District Finance and Quality Performance Act.

The new law was immediately challenged and, in an opinion issued in December 1993, by Shawnee County District Court Judge Marla Luckert, was found to have two constitutional infirmities:

- The uniform school district general fund tax levy was construed to be a state property tax and, as such, subject to a constitutional provision which limits such levies to two years in durations; and
- The low enrollment weight was found constitutionally deficient because it perpetuated inequities caused by the previous school finance law and the enrollment eligibility was set at too high a level.

The decision was appealed to the Kansas Supreme Court, which, in December 1994, overruled Judge Luckert's finding that the low enrollment weight was constitutionally deficient and upheld the constitutionality of the act. (The property tax provision had been corrected by the legislature, which, in 1994, began the practice of subjecting the tax to renewal every two years.)

With regard to the most recent litigation, staff told the Council that the cases had been brought by essentially the same parties and are represented by the same attorney as in the previous 1990 and 1991 lawsuits. The federal case, *Robinson, et. al v. State of Kansas, et. al*, was filed May 21, 1999, by 32 students from USD 305 (Salina) and USD 443 (Dodge City) who represented protected groups. They argued that mid-size school districts do not receive the same amount of school funding per student as the smaller enrollment school districts, a fact that has a discriminatory impact on minority and disabled students in larger districts.

The state court case, *Montoy, et. al v. State of Kansas, et. al*, was filed December 14, 1999, by USD 305 (Salina) and USD 443 (Dodge City) and by 31 students from those districts who represent various protected classes, including African-American, Hispanic, Asian-American, students with disabilities, and those of non-United States origin. The plaintiffs brought all of their claims under the Constitution of the State of Kansas, including a challenge as to whether the legislature has made, "suitable provision for finance of the educational interests of the state as required by Article 6."

When *Montoy* first reached the court, Judge Bullock determined that there was no issue for the court to decide, because educational interests properly were in the jurisdiction of the legislature and the State Board of Education. The Kansas Supreme Court disagreed and remanded the case to him. Judge Bullock found for the plaintiffs and the case was appealed to the Kansas Supreme Court. On January 3, 2005, the Kansas Supreme Court rendered its opinion in which it held that the legislature had failed to "make suitable provision for finance" of the public school system as required by the Kansas Constitution. As funded, the statutory formula failed to provide adequate funding to middle-sized and large districts with a high proportion of minority, at-risk and special education districts as an increased funding should be required. The Court stated among the

critical factors for the legislature to consider in achieving a suitable formula for financing education were the equity with which the funds are distributed and the actual costs of education. Without specifically directing the legislature how to do so, the Court gave the legislature until April 12, 2005, to cure the defects in the law.

During the regular session of 2005, the legislature passed House Bill No. 2247 and Senate Bill No. 43 which increased the amount of the base state aid per pupil, increased the at-risk and bilingual weightings, increased the local option budget authority, increased funding for special education, created additional local funding authority, directed the Legislative Division of Post Audit to conduct a cost study, created a school district audit team within Post Audit, and created the 2010 Commission.

On June 3, 2005, the Supreme Court issued a supplemental opinion to its January decision citing a "continuing lack of constitutionally adequate funding" and "inequity-producing local property tax measurers." The Court told the legislature that it had until July 1, 2005, to increase the \$143 million in funding already appropriated for school year 2005-2006 by an additional \$142 million. The amount was equal to one-third of the estimated \$853 million cost of implementing the recommendations of the 2002 Augenblick and Myers study which the Court stated was "the only analysis resembling a legitimate cost study before us."

The Court stated that funding beyond the 2005-2006 school year would be contingent upon the results of the cost study done by the Legislative Division of Post Audit. The court also stated that the cost study would have to include the determination of the costs of outcomes required by rules and regulations adopted by the State Board of Education which requires achievement of measurable standards of student proficiency.

During the Special Session that was called in response to the June 3 decision, the Legislature passed Senate Bill No. 3. The bill addressed the specific concerns of the Court with the local option budget and the extraordinary declining enrollment by equalizing them and by expanding which districts could qualify for what is now called the declining enrollment weighting.

Senate Bill No. 3 also increased the amount of base state aid per pupil, increased the at-risk weighting, created the At-Risk Council, increased funding for special education, provided for capital outlay state aid, reinstated the correlation weighting, allowed for the appointment of a legislative education counsel to represent the legislature in school finance litigation, required Post Audit to provide for an input cost study and an outcome-based cost study and established a policy goal that at least 65 percent of the moneys provided by the state be used for the classroom or for instructional purposes. Additional state aid in the amount of \$148.4 million was provided by the bill. On July 8, 2005, the Supreme Court ruled that Senate Bill No. 3 was in substantial compliance with its June 3rd Order and approved it for interim purposes.

### **At-Risk Students In Kansas**

Dale Dennis, Deputy Commissioner of Education, explained that students who face certain conditions such as not working on grade level, having a high rate of absenteeism, having repeated suspensions or expulsions, or being identified as an English Language learner are defined as at-risk because, statistically, students in these categories are more likely to be among the lowest achievement groups or drop out of school altogether. In Kansas, as evidenced by the 2005 state assessments results, there continues to be a significant achievement gap between advantaged and disadvantaged students, majority and minority students, and English proficient students and English language learners.

KSA 72-6407 defines "at-risk pupils" as pupils who are eligible for free meals under the National School Lunch Act and for whom a district maintains an approved at-risk pupil assistance plan. While the number of pupils who qualify for free lunch determines the additional dollars a school district receives, the school district must have a plan in place that has been approved by the State board of Education identifying which at-risk students will be served and the services they will receive. According to guidelines established by the State Board of Education, an at-risk student can be defined by one or more criteria. Predominantly, a student who is not working on grade level in either reading or mathematics is the major to determine an at-risk student definition. An at-risk student is one who exhibits one or more of the following characteristics:

- Is not working on grade level in mathematics or reading or both;
- Is not meeting the requirements necessary for promotion to the next grade;
- Is failing subjects or courses of study;
- Is not meeting the requirements necessary for graduation from high school and is a potential dropout;
- Has insufficient mastery of skills or is not meeting state standards;
- Has been retained;
- Has a high rate of absenteeism;
- Has repeated suspensions or expulsions from school;
- Is homeless or migrant or both; or
- Is identified as an English Language Learner.

Services provided by school districts with at-risk pupil funds include tutoring services, alternative schools or classes, programs designed for make-up courses or credits, additional instructional services for reading and math, extended day and year programs, English as a Second Language, and counseling services.

Mr. Dennis pointed out that during the 2003-2004 school year, at-risk programs served 142,778 students across the state.



These programs have made a significant difference in the lives of students by helping them improve their grades, obtain graduation credits, stay in school, attend school regularly, and improve their chances for success in life.

#### **Four-Year-Old At-Risk Program**

The four-year-old at-risk program was established approximately nine years ago to help students prepare for entering kindergarten, according to Mr. Dennis. The program is half-day and is patterned on the three- and four-year-old Head Start Program.

In prior years, the Legislature placed a limit on the number of students that could be served by the program. The 2005 Legislature amended the law to eliminate the cap and make it subject to appropriation. During the 2005-2006 school year the estimate is that 5,603 students will be funded for the program. The number of students that remain to be served would probably not exceed 897 additional students.

Mr. Dennis listed some of the advantages of the program as follows:

- At-risk students, and in many cases students living in poverty, begin school behind and never catch up. This program gives those students a much better advantage to be successful.
- By funding this program it saves school districts and society money in the long run. The savings comes about in a reduced need for special education as well as increasing the chances of a student's success.
- The at-risk students who participate in this program have had higher test scores, are absent from school less often, and are more likely to be promoted to the first grade.
- Investing in early childhood education has a positive impact on the students as well as economic development.

#### **2005 Trends in Kansas Education**

Dr. Alexa Posny, Assistant Commissioner, State Department of Education, says Kansas is a state:

- Scoring second highest in the nation in math on the National Assessment of Education Progress (NAEP) for 4th graders;
- Scoring 10th highest in the nation on math on the NAEP for 8th graders;
- Scoring a grade of 99 for the proportion of students who go on to college, the 2nd highest score in the country;
- Being one of the top six states in the percentage of high school graduates going on to college;
- Being one of the top nine states in the proportion of high school graduates with scores in the top 20 percent nationally on either the ACT or SAT;
- Rising ACT college entrance examination scores since 1994, five times faster than the national average;
- Having the 8th highest average Advanced Placement (AP) exam scores in the nation;
- Having 70 percent of public high school students taking AP exams earning a score high enough to qualify for college credit;
- Improving graduation rates (87 percent);
- Decreasing dropout rates (2 percent or less);
- Increasing significantly the number of students taking advanced mathematics and science classes;
- Sustaining high attendance rates (95 percent);

- Increasing “dramatically” the number of schools reaching the standard of excellence; and
- Narrowing the achievement gap, especially in the last five years.

### **Kansas Charter Schools**

Dr. Tom Foster, Kansas State Department of Education, provided the following information from the 2004-2005 Kansas Charter School Annual Report.

There were 27 charter schools in Kansas during the 2004-2005 school year. They were distributed geographically throughout the state; however, they are located primarily in rural settings spanning grades K-12. Of the 27 charter schools operating in 2004-2005, only 25 will continue operations in 2005-2006 school year and two new charter schools were approved by the State Board in March of 2005. However, only one of the new approved charter schools began operation. Almost 2,000 students attended Kansas charter schools during the 2004-2005 school year. The demographics for the population attending were: 48 percent female, 17 percent minority, 34 percent low socio-economic status (federally defined term), 9 percent disabled; and 3 percent English Language Learners.

According to the annual report, charter schools provide educational opportunities focusing on academics. The use of individualized instruction and technology is incorporated in the majority of the schools. The grade division of charter schools was: 18 high schools; 13 middle schools; and 11 elementary schools. In addition, 83 percent of charter high schools are alternative or credit recovery programs and low socio-economic status students in charter high schools is almost double the state average. Reading scores for 5th grade were higher than the state average in 2004, and equal in 2005. Reading scores for the 8th grade in charter schools were higher than the state average in 2004, and slightly higher than the

state average in 2005. However, the 11th grade reading scores were approximately half of the state average in 2004 and 2005.

### **Legislative Post Audit Cost Study Analysis of Elementary and Secondary Education in Kansas: Estimating the Costs of K-12 Education Using Two Approaches**

Barbara Hinton, Legislative Post Auditor, Legislative Division of Post Audit, reviewed the at-risk sections of the report for the Council. She reported that beginning with the 2005-06 school year, the Department of Education’s guidelines require districts to use some form of diagnostic assessment or evidence-based educational criteria to identify at-risk students. These could be things such as results of state or local assessment tests, or records of academic performance. In addition, special education students became eligible that year for at-risk services, so long as those services are not the same services being funded with special education funds. The 2005 Legislature increased the at-risk weighting from 0.1 to 0.193 for school year 2005-06 and this additional funding means that the weighting generated approximately \$822 in state funding for each free lunch pupil or approximately doubled the total funding for the program between the 2004-05 school year and the 2005-06 school year from \$52.0 million to \$110.7 million.

The at-risk portion of the study employed a sample of 11 school districts: USD 326 Logan, USD 217 Rolla, USD 349 Stafford, USD 404 Riverton, USD 253 Emporia, USD 480 Liberal, USD 457 Garden City, USD 512 Shawnee Mission, USD 443 Dodge City, USD 500 Kansas City, and USD 259 Wichita which were reviewed in detail. The findings by Legislative Post Audit were as follows:

- Districts have not reported the number of students served in a uniform, consistent basis. According to the study, some reported the number of students eligible for free lunch, others reported

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- students participating in state funded at-risk programs only, and others reported students participating in all at-risk programs.
- The state's basis for funding at-risk services has little relationship to the number of students who receive at-risk services. According to the study, poverty serves as the basis for funding; however, lack of academic progress is the basis for receiving services and during 2003-04, 129,885 students were eligible for free lunches, while 143,000 at-risk students were served. The study found that small districts in its sample provided at-risk services to far fewer students than the number of students counted for funding purposes, and they tended not to be the same students. Several of the larger districts identified all students who qualify for free lunches as being eligible for and receiving at-risk services.
  - Variations in at-risk services provided also occurred within the sample districts reviewed. The most common types of at-risk services included after-school activities, special reading and math programs, alternative school settings, and counseling services. However, there were unique services being provided by the sample districts, such as the Therapeutic Education Center which serves at-risk students before and after a stay at Larned State Hospital; Kid Zone in Kansas City, for children that have no safe place to go before and after school; transportation for migrant students to and from after-school programs held at El Centro, in Kansas City; free lunch during the summer for children in Stafford whether or not they are enrolled in school; and junior ROTC in Wichita which is described as a character-building and leadership program. Some districts also used at-risk moneys to serve all students in school buildings with a significant number of students considered to be at-risk. Two major examples of such programs are class-size reduction and full-day kindergarten.

- The report found that the sample districts spent much more than they received in state at-risk funding, in providing at-risk services. Approximately 93 percent of at-risk expenditures reported to the State Department were labeled as salaries and benefits and most of the sample districts indicated that they would spend any additional at-risk funding they received to initiate or expand current at-risk services.

The study states that the current funding formula is set at 0.193 and the cost function analysis performed by consultants hired by Post Audit to assist in the study was set at 0.484. In addition, the consultants' analysis added a new weighting for urban-poverty weight to meet an estimate of the significantly higher costs incurred by high-poverty, inner-city school districts, which would apply to Kansas City, Kansas City-Turner, Topeka, and Wichita districts, set at 0.242 for a total for those four districts of 0.726 for school year 2006-07.

### **Closing the Gap for At-Risk Students**

Dr. Alexa Posny, Assistant Commissioner, explained that the gap between the academic achievement of students who are disadvantaged and students who are not disadvantaged has been decreasing at the elementary and middle school level in Kansas; however, at the secondary level, the gap remains the same. While Kansas students have made "tremendous gains" over the past five years, lower scores for disadvantaged students at the high school level reflect either a decline in their scores or a rise in affluent students' scores. In all subjects and at all grade levels, students who are disadvantaged perform behind others.

A paper prepared by the National Center for Education Statistics (NCES) entitled, "Understanding the Learning Gap of Disadvantaged Students: Findings from National Survey Research Studies,"

highlights effective strategies to close the achievement gap. NCES found that many home environments of disadvantaged students did not contain books or places to study and that parents tended to have less participation in educational activities as well as lower expectations for educational achievement. In terms of school environments, the report pointed out that every child must be ensured access to the best educational opportunities including being held to high challenging standards, having quality teachers, and being held accountable for their achievement.

The study points to a series of straightforward strategies schools can and should use to close the gap. While these strategies include most of the programs already offered in Kansas schools – early learning opportunities, professional development, extended time – important complexities and pitfalls sometimes curtail their overall effectiveness and none is easy to carry out. Some are more costly than others, and many others require changes in knowledge, skills, and ways of thinking that are hard to bring about, especially on the scale of a whole state's education system.

The following are examples of recommendations from the NCES study to school districts to close the achievement gap:

- High quality early childhood programs that focus on academic preparation for school can reduce the gap sharply, and their effects last well into the schooling process. One of the primary recommendations in the report, calls for expanding and improving preschool programs for 3- and 4-year-old children. "Affluent families typically provide preschool learning opportunities for their children. This advantage must be provided to all children who typically under-perform in school."
- The Southern Regional Educational Board (SREB) analyzed teaching practices using a statistical model that

controlled for the effects of poverty, race and gender. Four teaching practices were linked with higher student achievement in reading, science, and math. The more often these practices occurred in classrooms, the higher students' scores on the assessment. The following curricular and instructional practices were recommended:

- Amount and quality of work needed to earn an A or B on assignments was clearly specified; teachers who provided specific guidelines for assignments and examples of quality work, translated content standards into concrete performance standards for students.
- High standards for students were expected and included help in meeting these standards.
- Subject and content are known well and teachers are "always asking about the how's and whys. These teachers ask students to compare and contrast and they challenge..." the content of courses is challenging, accurate and up-to-date.
- The curriculum prepares learners for the future.
- Dr. Posny pointed out that for over the past 20 years, research has shown that teachers form expectations for students' achievement that influences the actual achievement of individual students, including the decision to drop out of school. The nature and degree of this effect are likely to vary based on teachers' beliefs about teaching and learning as well as specific characteristics of the teacher and his or her students. Searching for students' talents and strengths, for reasons to regard every student as a valuable person, enables students to tap into more of their potential. The following are some effective examples:

- High performing schools have higher expectations for all students and have leaders who listen to what students and teachers say about their schools, raise expectations, and understand how effective instructional practices and deeper knowledge of content can improve student achievement.
- High performing schools have and use knowledge of human development and cultural norms and traditions, learner-centered practices, cultural socialization, and learning styles.
- High performing schools use the unique abilities, skills, talents, and strengths of all students to expand and extend their learning and achievement, used in culturally appropriate ways questioning strategies, critical thinking, and the application of knowledge.
- Accountability is needed for both students and schools. Both school accountability and student accountability programs must be instructionally relevant and used to change practice. Schools can be held accountable by taking a snapshot of a subgroup's or school's percent of students at proficient or above at one point in time and comparing that percent with an established target. Progress is defined by the percentage of students at proficient or above and whether the group met or did not meet the target.

Student accountability can be based on tracking the achievement scores of individual students or students in the same group such as grade level from one year to the next or over multiple years to determine if the students have made progress. The change in scores is usually compared to a standard of expected growth. The following characteristics are often part of a well developed accountability system:

- Learner outcomes are specified and they form the basis for assessment.
- Outcomes are consistent with the vision and goals of the school.
- Outcomes are developed with broad community involvement and refer to the skills students needs to succeed in college, at work, or other post-secondary endeavors.
- Outcomes include a combination of intellectual processes, skills and content knowledge that provide a clear framework within which assessment can occur.
- Outcomes are cumulative throughout a child's education, from kindergarten through graduation. Benchmarks provide the acceptable ranges of performance at various ages.
- Good school level leadership is the common thread found in a successful school turnaround in performance. Good leadership shares the responsibility, holds everyone mutually responsible, has a set of common goals for the good of the organization, and enables and sustains organizational change. Slightly more than half of teachers in high performing schools, as compared to only one-third of low performing schools, say their schools' goals and priorities are clear.

Additionally:

- In high performing schools, teachers and school administrators work together to improve the achievement of students in their schools.
- Leaders in high performing schools encourage teachers to teach more rigorous content and maintain a demanding yet supportive environment that pushes students to do their best.

- Teachers in high performing schools report that their principal consults with them before making decisions that affect teaching and learning.
- Teachers are also encouraged to experiment with teaching practices that engage more students in learning.
- Schools that have been successful at reducing the achievement gap have several practices in common, including such practices as being developmentally responsive and focusing on small learning communities. Additionally, staff members have stable, close and respectful relationships amongst themselves as well as with students and provide comprehensive guidance services. Finally, successful schools ensure that students talk with counselors several times about which classes to take to ensure they reach their future goals and provide teacher mentors who assist students in determining their educational goals and educational plans for high school and beyond.
- Successful schools have all children being taught by able, well-prepared, experienced teachers. The quality of teachers assigned to students may be the most powerful influence on student achievement. Yet minority and disadvantaged students are regularly assigned less qualified, less experienced teachers than are white or more affluent students. Some studies suggest that equalizing teacher assignment patterns could eliminate nearly all of the gap not attributable to poverty and its correlates.
- Involving families in school has a positive effect on student achievement and the research for effective ways to involve families is ongoing. Race, ethnic

group, and class are among the identified major historical barriers to effective family involvement.

- Students who are at-risk often come to school academically behind their peers. Students must be provided more time to be taught what they have not already learned. Several choices exist: provide extended time programs once the students are in school—such as before or after school time, summer school, or even weekend school—and/or preventive programs such as early childhood, four-year old at-risk, preschool or other daycare programs that enable each child to enter kindergarten literate and ready to learn. Finally, time should be viewed as a variable with the expectations and standards for all students the constant. Effective practices include such strategies as there are no grade levels; students progress at their own pace; schools open at varying times; graduation is based on academic attainment not course credit; there are longer and varied blocks of instructional time; and there are transitional years of schooling.

#### **Funding Systems of At-Risk Programs in Other States**

Dale Dennis presented the following information about how other states fund at-risk programs. The information was compiled by the Education Commission of the States. The following tables describe the funding systems of at-risk programs in 19 randomly selected states. The data in the first table indicate if a state includes funding for at-risk programs in the state's foundation formula and how students are identified. The second table lists the various programs in these states, the level of funding and how students are deemed eligible.

**At-Risk Student Funding Systems in  
Selected States State Categorical Aid**

State	Program Name	Categorical Funding Level	Identification for Categorical Funding
California	Economic Impact Aid	\$426,928,000	Children age 5-17 receiving AFDC and LEP Students
Florida	Supplemental Academic Instruction	\$662,632,143	Funds for projects targeted to "help students gain at least a year of knowledge for each year in school"
Georgia	Special Instructional Assistance Program	This program was discontinued	K-3 students likely to have problems in maintaining grade-level performance.
Georgia	Remedial Education Program	\$71,447,992	Students in grades 2-5 and 9-12 who are deficient in reading, math or writing.
Indiana	Early Intervention Program	\$3,990,000	Provides grants to school districts to fund reading programs for students who are at risk of not learning to read.
Massachusetts	Essential Skills Grants	\$0	Students from families on AFDC
Massachusetts	Academic Support Grants	\$18,930,700	Students with low test scores
Michigan	At-Risk Pupils	\$304,000,000	Students receiving free/reduced lunch
Missouri	Children At-Risk in Education	\$333,000,000	Students receiving free/reduced lunch
Missouri	Remedial Reading	\$11,096,925	Students with low test scores
New York	Extraordinary Needs Aid	\$677,700,000	Students receiving free/reduced lunch or students with low test scores (grades 3 and 6)
New York	Educationally Related Support Services Aid	\$70,900,000	Students are referred for services by school building administrator
New York	Aid for Summer School Programs	\$35,100,000	The program must provide help to students in required academic subjects or on the Regents exam
New York	Attendance Improvement/ Dropout Prevention	\$55,500,000	Districts with attendance in the bottom decile for the state

New York	Compensatory Education	\$262,500,000	Districts that are in the top quartile of need, based on state testing
North Carolina	At-Risk Student Services	\$186,313,299	Students in treatment, poverty and ADM
North Carolina	Improving Student Account.	\$39,015,255	Students with low test scores (grades 3-8)
North Dakota	None	NA	NA
Ohio	Disadvantaged Pupil Impact Aid	\$305,367,571	Students with families enrolled in the "Ohio Works First" (the state's welfare program)
Oregon	None	NA	NA
Pennsylvania	None	NA	NA
South Dakota	None	NA	NA
Tennessee	None	NA	NA
Texas	Compensatory and Accelerated Instruction	\$9,600,000	Low academic achievement, pregnant/parent, LEP and abused
Washington	Learning Assistance Program	\$62,276,834	Students with low test scores (grades 4 and 8 based on a five-year average)



**At-Risk Student Funding Systems in Selected States  
State Foundation Formulas**

State	At-Risk Funding in the Foundation Formula	Identification for Foundation Formulas	Distribution for Base Funding
California	None	NA	NA
Florida	None	NA	NA
Georgia	Yes	Students in remedial education programs	Identified students are provided with an extra .2918 weight
Illinois	Yes	Percent of students in poverty living in the district	Per-student funding ranges from \$800 to \$2,050 based on the percentage of students living in poverty
Indiana	Yes	Families with children below poverty level, single-parent families and adults who are high school drop-outs	Funded at \$3,522 per student
Massachusetts	Yes	Per-student based on free and reduced lunch	Additional per-student funding of \$2,228 -elementary, \$1,794-high school
Michigan	None	NA	NA
Missouri	Yes	Per-student based on free and reduced lunch	\$655 per identified student
New York	Yes	Percentage of students below minimum competency on 3rd and 6th grade test	Identified students are provided with an extra .25 weight
North Carolina	None	NA	NA
North Dakota	None	NA	NA
Ohio	None	NA	NA
Oregon	Yes	Pregnant and parenting, students in poverty, neglected and delinquent and students in foster homes all receive additional weights	Additional weights: P&P (1.00), S in P (.25), N&D (.25) and S in FH (.25) max weight 2.0

Pennsylvania	Yes	If more than 10% of students age 5-17 are on AFDC	\$50 per AFDC student
South Dakota	None	NA	NA
Tennessee	None	NA	NA
Texas	None	NA	NA
Washington	None	NA	NA

Prepared by Michael Griffith, ECS policy analyst.

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### Public Comments

The At-Risk Council took public comments about the Council's responsibilities at the April 2006 meeting. Senator John Vratil quoted the Legislative Post Audit study that questioned the relationship between funding and services, and the finding that the state's basis for funding at-risk services has little relationship to the number of students who receive at-risk services. Senator Vratil explained that he believes the definition of at-risk students should be changed to one who is not proficient in either reading or math, which would be an objective standard.

A representative of rural Kansas schools pointed out that all the districts cited by Legislative Post Audit were spending more on at-risk students than the state provided in at-risk funding. In addition, the representative requested that rural schools not be penalized but that larger districts be helped to close the achievement gap.

A representative of USD 500, Kansas City, Kansas, mentioned that it is a disturbing fact that the State of Kansas is currently not adequately meeting the education needs of larger numbers of poor children. Implementation of the Post Audit Report would result in thousands of Kansas kids realizing their individual potential. The representative explained that the district supports a broadening of the definition of an at-risk child for the purpose of securing state

funding; however, the endorsement was contingent on retaining the current method based on qualification for free lunch and then adding other students who are in need of at-risk services. A representative of USD 259, Wichita, encouraged support for the Post Audit Report on at-risk recommendations; requested expansion of the current definition to include reduced lunch students; and requested maintenance of the current weighted driven distribution of funds.

The Superintendent of USD 305, Salina, noted that there is a high correlation between the economic status of a child and his or her academic success. He also stated that the current at-risk programs are yielding solid results; however, they need to be expanded, not reduced. An Associate Superintendent of USD 501, Topeka, noted that it is known that there are failing students everywhere; however, there is a higher rate of failure in those schools and districts with a predominance of students on free and reduced lunch.

A representative of the Kansas Association of School Boards provided the following list of recommendations:

- Include funding for all-day kindergarten in the finance formula;
- Significantly increase funding for at-risk programs, to a weighting of at least 0.25;

- Broaden the criteria for providing at-risk funding to factors in addition to poverty;
- Allow greater flexibility in using at-risk funds, as long as acceptable outcomes are met;
- Base accountability on results;
- Support professional development for teachers, administrators, and school board members;
- Repeal the "65% for instruction" state goal;
- Encourage best practices and innovation; and
- Encourage outstanding teachers to work with at-risk students.

### **Additional Information**

At the Council's May meeting, Commissioner Corkins indicated that he would be sending information relating to charter schools as a good delivery system for serving at-risk students. The Commissioner submitted a report that included information from the U.S. Department of Education describing the purpose of charter schools, the focus that many charters provide in serving at-risk students, and the rubric used by the U.S. Department of Education in evaluating the effectiveness of charter schools. Finally, he included tables and graphs describing the status of Kansas charter school funding with some context explanations.

### **CONCLUSIONS AND RECOMMENDATIONS**

The At-Risk Council draws the following conclusions and makes the following recommendations:

#### **Conclusions**

- The Council continues to believe that the best state proxy for identifying at-risk

students is poverty, whether that be measured by free, or free and reduced price lunches.

- The Council notes that student achievement on state assessments has improved in elementary and middle schools, but little at the high school level. The Council believes that there needs to be a better understanding of the achievement gap at the secondary level to include examination of dropout, graduation, and attendance rates.
- The Council believes that a single tool, such as state assessment scores, is too narrow to determine if a child is at risk.
- The Council believes that the Kansas State Department of Education criteria for serving at-risk youth that are required for school district plans are appropriate, but need periodic adjustment based on new research.
- The Council affirms the work of the Kansas Legislature and Governor in differentiating at-risk funding with the core funding being decided on poverty and the second level of funding which takes density into account. The Council believes that the third level of funding at-risk students based only on student proficiency as determined by the state assessments for those who are not on the free lunch program is an interesting and potentially effective approach that needs further study.
- The Council concludes that at-risk students need the most qualified teachers and that this is not occurring in many schools, especially at the secondary level.
- The Council concludes that there is a teacher shortage in selected subjects and geographic areas and that the problem of recruitment and retention must be addressed.

- The Council supports the state database project being developed by the Kansas State Department of Education to include both student and teacher information.
- The Council concludes that periodic studies of effective at-risk programs and strategies need to be conducted at the recommendation of the 2010 Commission.
- The Council believes that comprehensive social support is vital to ensure the success of at-risk students and that the statute requiring an integrated social support system must be implemented and maintained in an effective and efficient manner in all districts.
- The Council believes that an evaluation of charter schools is needed to determine lessons learned and areas in need of improvement. A part of the new federal charter school grant recently received by the Kansas State Department of Education requires such an evaluation. Therefore, the Council hopes that the 2010 Commission will utilize the results to identify what has been learned in the operation of charter schools that might be informative for all public schools and to determine needed adjustments in charter school statutes or policies.
- The Council believes that at-risk students should be encouraged to seriously consider continuing education after high school and be provided access to programs that will enable the students to pursue a career path, whether it be vocational, technical, community college or university, which will allow the students to be successful members of society.

### Recommendations

- The Council recommends that the second level of funding for at-risk students, which is the high density

formula, be based on the prior year's data and implemented using a linear transition calculation. The Council believes that the density formula needs to be reviewed periodically to ensure that it is taking into account all areas of the state and that it is adding value to student learning.

- The Council affirms that the third level of funding, Non-Proficient At-Risk Weighting, be for students who are below proficiency and not on free lunch. Also, the Council recommends that the 2010 Commission study the impact of this provision and the formula which distributes the funding should be simplified if the weighting remains in effect beyond its current statutory termination date of June 30, 2007. Further, the Council notes that the student improvement team practice currently utilized in the schools should be helpful in identifying the results of this initiative.
- The Council recommends the continued support of the data system being developed and implemented by the Kansas State Department of Education as a critical component in the ongoing understanding of the achievement gap of at-risk students. Furthermore, the Council supports the implementation of 2006 SB 549 which requires the State Department of Education to provide performance and financial accountability for the use of at-risk funding. Additionally, the Council recommends that the Kansas State Department of Education be supported in its efforts to be a resource for schools in identifying successful programs of Education and strategies for helping at-risk students.
- The Council recommends that the Department of Education periodically reevaluate the existing criteria for the determination of a student to be in need of at-risk services to include consideration of the use of at-risk funds on specific professional development to

serve at-risk students such as behavior management training.

- The Council recommends that the 2010 Commission authorize follow-up studies on early career teachers who leave the profession to determine what factors contribute to their leaving, as well as

successful practices needed to recruit and retain highly qualified teachers.

- The Council recommends that the 2010 Commission authorize a study to determine the factors contributing to the achievement gap and lack of progress in student achievement at the high school level.

## **MHEC in Kansas**

January 24, 2007



# **MIDWESTERN HIGHER EDUCATION COMPACT**

Cost Savings ♦ Student Access ♦ Policy Research

Larry Isaak

1



## **MHEC in Kansas**



### **MHEC's MISSION**

Advancing Midwestern higher education through  
interstate cooperation and resource sharing

#### **CORE FUNCTIONS:**

- Cost Savings
- Student Access
- Policy Research

2

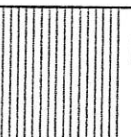
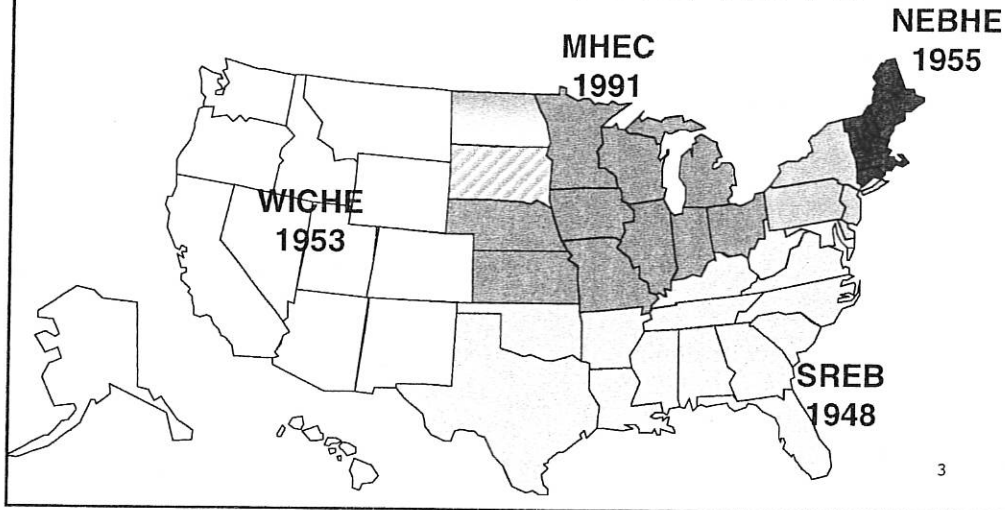
Senate Education Committee  
1-24-07  
Attachment 2



## MHEC in Kansas



# INTERSTATE COMPACTS



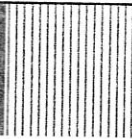
## MHEC in Kansas



# THE MIDWEST

- 22.4% of the nation's population (Census Bureau, 2004)
- 20.8% of the nation's two-year college enrollments (IPEDS, 2003)
- 23.4% of the nation's four-year college enrollments (IPEDS, 2003)
- 22.9% of the nation's Associates degrees awarded (IPEDS, 2002-03)
- 25.6% of the nation's Bachelors degrees awarded (IPEDS, 2002-03)





## THE COMMISSION

- Governs the Compact
- Five Commissioners from each member state
- Acts as an instrumentality of state government in each of the eleven member states
- Serves all sectors of public and private higher education and state government



## MHEC OFFICERS



**Chair**  
 William Napier  
 Cleveland State University (OH)



**Vice Chair**  
 Senator Charlie Shields (MO)

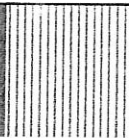


**Treasurer**  
 Bill Goetz  
 Office of the Governor (ND)



**President**  
 Larry Isaak





## MHEC in Kansas



### COMMISSIONERS SERVING YOUR STATE

**James L. Barone**, State Senator

**Janice B. DeBauge**, Member - Kansas Board of Regents

**Lana Oleen**, Governor's Designee

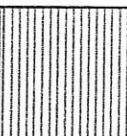
**Reginald L. Robinson**, President and CEO - Kansas Board of Regents\*\*

**Tom Sloan**, State Representative\*\*

*(Alternate)* **Barbara W. Ballard**, State Representative

*(Alternate)* **Jean Schodorf**, State Senator

\*\* Executive Committee Members



## MHEC in Kansas



### COST SAVINGS

Computing Hardware Programs

NOVELL/MHEC Higher Education Collaborative

MHEC/Office Depot Program

MHEC ATAlliance Programs and Services

Insurance Programs

Other Initiatives

2-4



## MHEC in Kansas



	<i>05-06 Savings</i>	<i>Cumulative</i>
<b>Cost Savings Programs</b>		
Hardware Program	\$160,734	\$268,874
Software Program	\$71,673	\$258,281
Property Insurance Program	\$41,184	\$231,500
Office Products Program	\$8,194	\$8,801
Telecom & Technology	\$65,788	\$2,563,051
Other Initiatives	N/A	\$291,264
<b>Sub-Total</b>	<b>\$347,573</b>	<b>\$3,621,771</b>
<b>Student Access</b>		
Midwest Student Exchange Program	\$2,664,353	\$27,006,293
<b>Total Savings</b>	<b>\$3,011,926</b>	<b>\$30,628,064</b>
Member State Obligations	\$90,000	\$925,500
<b>Net Savings</b>	<b>\$2,921,926</b>	<b>\$29,702,564</b>

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## MHEC in Kansas



# STUDENT ACCESS

Midwest Student Exchange Program  
 Student Access Advisory Committee

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## MIDWEST STUDENT EXCHANGE PROGRAM

- Provides reduced tuition for students from KS, MI, MN, MO, NE, ND & WI (Illinois joins in 2007)
- State approval required for institutions to participate
- Institutions' participation voluntary
- 140 campuses open their doors to MSEP students
- Since 1994, 17,000+ students have participated and those students & families have saved \$70.4M



### MSEP 2005-06 School Year Campus Participation

State	Total MSEP Enrollment for all Institutions
<b>Kansas</b>	270
<b>Michigan</b>	24
<b>Minnesota</b>	437
<b>Missouri</b>	1,051
<b>Nebraska</b>	140
<b>North Dakota</b>	167
<b>Total</b>	2,089

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## MHEC in Kansas



**Program Enrollment at Kansas Institutions  
by Students Home State of Residence, 2005-06 School Year\***

<i>Kansas Institutions</i>	<i>MI</i>	<i>MN</i>	<i>MO</i>	<i>NE</i>	<i>ND</i>	<i>Total Enrollment</i>
Fort Hays State University	1				1	2
Kansas State University		14	19	98	4	135
Pittsburg State University			11	2	1	14
University of Kansas, Lawrence	2	14	34	39		89
Wichita State University		3	12	15		30
<b>Kansas Institution Totals</b>	<b>3</b>	<b>31</b>	<b>76</b>	<b>154</b>	<b>6</b>	<b>270</b>

Enrollment between North Dakota and Minnesota is not calculated because of the existing reciprocity agreement between the states.



## MHEC in Kansas



### e-TRANSCRIPT INITIATIVE

- The MHEC ETI is a comprehensive intraregional electronic transcript initiative available to all secondary and postsecondary schools, both public and private. **Docufide** was selected as the providing vendor through a full RFP process.

#### – Core Services

- HS transcripts from member high schools to member colleges
- HS transcripts between member high schools
- college transcripts between member colleges

2-7



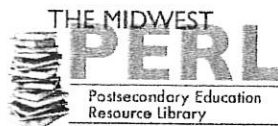
## **ROUNDTABLES AND FORUMS**

- Annual Midwest State Higher Education Executive Officers (SHEEO) Workshop
- The Midwestern Higher Education to Workforce Policy Initiative: Seamless Development of Talent for the 21<sup>st</sup> Century, October 27-29, 2005
- 2<sup>nd</sup> Annual Policy Summit: Spellings Commission Report, A Catalyst for Action, November 13-14, 2006
- 3<sup>rd</sup> Annual Policy Summit, November 5-6, 2007 (Des Moines)

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## **POLICY RESOURCES**



The Midwest PERL <http://perl.mhec.org>

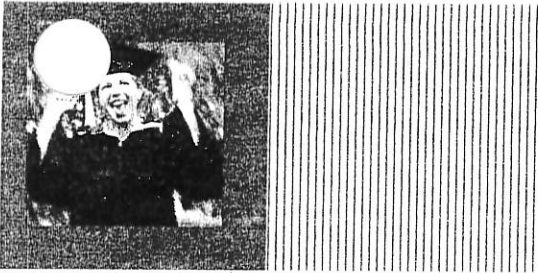
(Postsecondary Education Resource Library)

- Two user-friendly and complementary online databases
- State-level data searchable by state
- Policy resources database searchable by issue, sector & institutional type

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# MHEC in Kansas



## Leading Demographic Indicators: Kansas Compared to other MHEC states and the National Average

	Projected change in total population 2005-2030 <sup>1</sup>	Projected change in under-18 age group 2005-2030 <sup>1</sup>	Projected change in 18-64 age group 2005-2030 <sup>1</sup>	Projected change in over 64 age group 2005-2030 <sup>1</sup>	Population 25 years and over with less than a high school diploma or equivalent (2005) <sup>2</sup>	Population 25 years and over with a bachelor's degree or higher (2005) <sup>2</sup>	Residents enrolling in college for the first time who do so in other states (2004) <sup>3</sup>	Net migration of all first-time degree-seeking undergraduate students (2004) <sup>3</sup>
KS	6.9%	1.0%	-3.1%	65.6%	11.3%	28.2%	14%	7.1%
US	23.0%	16.4%	11.5%	94.7%	15.8%	27.2%	17%	3.5%
IA	-0.6%	-8.0%	-10.4%	52.2%	10.4%	23.8%	11%	18.2%
IL	5.8%	1.0%	-2.4%	58.6%	14.3%	29.2%	20%	-9.2%
IN	9.0%	6.6%	-0.3%	60.8%	14.7%	21.3%	12%	10.6%
MI	4.8%	-4.8%	-3.5%	67.0%	13.0%	24.7%	10%	-0.4%
MN	21.9%	17.9%	9.9%	93.4%	9.1%	30.7%	20%	-3.0%
MO	11.5%	5.6%	1.5%	69.1%	15.0%	24.0%	16%	4.0%
ND	-4.5%	-14.1%	-17.0%	62.7%	11.8%	25.5%	29%	18.4%
NE	4.3%	2.5%	-7.3%	61.1%	10.5%	27.3%	17%	0.5%
OH	0.6%	-6.3%	-8.2%	54.9%	13.7%	23.3%	14%	-1.0%
WI	10.7%	2.3%	-0.7%	82.0%	11.2%	25.0%	17%	-1.9%

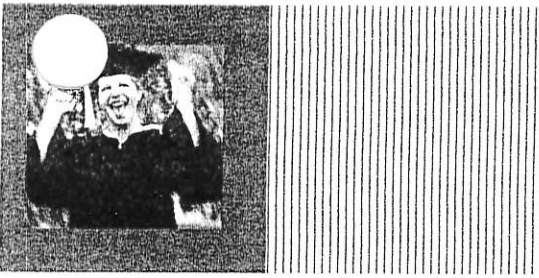
<sup>1</sup>National Center for Higher Education Management Systems. Data from the U.S. Census Bureau

<sup>2</sup>U.S. Census Bureau, 2005 American Community Survey

<sup>3</sup>U.S. Department of Education, National Center for Education Statistics, Integrated Postsecondary Education Data System (IPEDS), Spring 2005

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# MHEC in Kansas



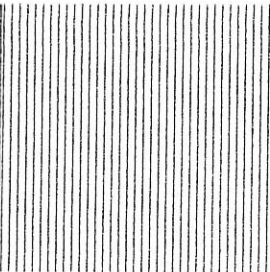
## Leading Financial Indicators: Kansas Compared to other MHEC states and the National Average

	Average income of poorest 20% of the population (2003-05) <sup>1</sup>	Effective Tax Rate, 2003 <sup>2</sup>	Effective Tax Rate, 1993 <sup>2</sup>	Tax revenue per capita (2003) <sup>2</sup>	Tax revenue per capita for each 1% of effective taxation <sup>2</sup>	% increase in tax revenue, 1993 to 2003 (adjusted for inflation) <sup>2</sup>	Children in poverty (2005) <sup>4</sup>
KS	\$12,848	7.8%	8.7%	\$3,079	\$395	12.9%	15%
U.S.	\$12,168	7.8%	9.0%	\$3,235	\$415	8.0%	19%
IA	\$13,500	7.4%	9.7%	\$2,891	\$391	0.5%	14%
IL	\$12,500	7.7%	8.4%	\$3,200	\$416	10.0%	16%
IN	\$13,374	7.8%	8.2%	\$2,970	\$381	18.6%	17%
MI	\$12,156	8.3%	9.6%	\$3,098	\$373	2.1%	19%
MN	\$16,728	8.5%	10.2%	\$3,672	\$432	9.7%	12%
MO	\$12,799	7.1%	7.4%	\$2,705	\$381	20.0%	19%
ND	\$12,111	7.7%	8.9%	\$2,881	\$374	17.4%	13%
NE	\$13,409	8.1%	8.6%	\$3,312	\$409	21.9%	15%
OH	\$12,319	8.6%	8.4%	\$3,268	\$380	23.7%	19%
WI	\$14,000	8.8%	10.5%	\$3,424	\$389	6.2%	14%

<sup>1</sup>National Center for Public Policy and Higher Education, *Measuring Up 2004*.

<sup>2</sup>State Higher Education Executive Officers, *State Higher Education Finance, FY 2004*. Tax revenue per capita includes revenue generated through taxation by both state and local governments. The Effective Tax Rate is equal to a state's actual tax revenue divided by its total taxable resources.

<sup>3</sup>Annie E. Casey Foundation, *Kids Count*, <http://www.aecf.org/kidscount/>.



# MHEC in Kansas



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## Postsecondary Preparation: Kansas Compared to other MHEC states and “Top Performing” States in the Nation<sup>1</sup>

	18-24 year-olds with a high school credential (2002-2004)	9 <sup>th</sup> to 12 <sup>th</sup> graders taking at least one upper-level math course (2003-04)	9 <sup>th</sup> to 12 <sup>th</sup> graders taking at least one upper-level science course (2003-04)	7 <sup>th</sup> to 12 <sup>th</sup> graders in <i>math</i> courses taught by teachers with a major in their field (1999-2000)	7 <sup>th</sup> to 12 <sup>th</sup> graders in <i>science</i> courses taught by teachers with a major in their field (1999-2000)	7 <sup>th</sup> to 12 <sup>th</sup> graders in <i>academic core</i> courses <sup>3</sup> taught by teachers with a major in their field (1999-2000)
KS	88%	n/a	n/a	56%	77%	70%
Top performing states <sup>2</sup>	94%	64%	40%	84%	88%	81%
U.S.	87%	53%	31%	65%	73%	70%
IA	90%	57%	43%	70%	90%	80%
IL	87%	n/a	n/a	63%	87%	70%
IN	89%	47%	30%	71%	82%	79%
MI	90%	35%	23%	63%	78%	66%
MN	92%	46%	29%	88%	88%	92%
MO	88%	54%	35%	51%	70%	66%
ND	95%	53%	34%	76%	81%	73%
NE	90%	61%	37%	84%	82%	80%
OH	86%	60%	28%	75%	65%	61%
WI	91%	61%	38%	69%	86%	81%

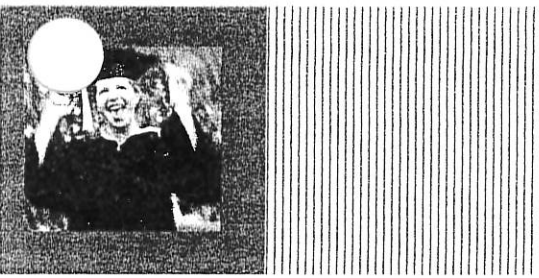
<sup>1</sup>All data in the table are from the National Center for Public Policy and Higher Education, *Measuring Up 2004*. Data are from the U.S. Census Bureau, the Council of Chief State School Officers, and the U.S. Department of Education's National Center for Education Statistics.

<sup>2</sup>For this and all subsequent tables, the benchmark for “top performing states” is the median performance level of the top five states on a given indicator (i.e., the third highest scoring state).

<sup>3</sup>Core courses include: English, Math, Social Studies, and Science.



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# MHEC in Kansas



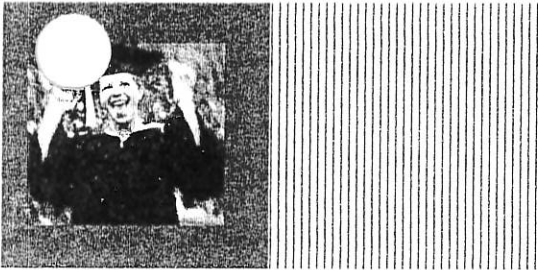
## Postsecondary Participation, Persistence, and Completion: Kansas Compared to other MHEC states

	Chance for college by age 19 (2002) <sup>2</sup>	18-24 year-olds enrolled in college (2002-04)	25-49 year-olds enrolled part-time in any type of postsecondary education (2003)	First to second year persistence of full-time students at two-year institutions (Fall 2004)	First to second year persistence of full-time students at four-year institutions (Fall 2004)	First-time, full-time students earning a bachelors within 6 years of enrollment (2003-04)	Certificates, degrees, and diplomas awarded at all institutions per 100 undergraduates (2003-04)
KS	50%	38%	4.0%	50%	74%	53%	18
Top performing states	52%	41%	5.1%	62%	82%	64%	20
U.S.	38%	35%	3.9%	53%	77%	55%	17
IA	51%	35%	3.5%	48%	75%	64%	19
IL	42%	35%	4.9%	51%	76%	58%	17
IN	42%	29%	3.2%	54%	76%	55%	18
MI	38%	42%	4.4%	57%	74%	55%	15
MN	53%	38%	3.7%	50%	78%	57%	20
MO	39%	33%	4.0%	51%	73%	56%	18
ND	62%	41%	2.9%	48%	71%	48%	18
NE	48%	37%	4.0%	55%	75%	55%	17
OH	41%	35%	3.2%	51%	73%	54%	17
WI	46%	35%	3.8%	57%	79%	57%	20

<sup>1</sup>Information in this table is from the National Center for Public Policy in Higher Education, *Measuring Up 2006*, with data from Thomas Mortenson and *Postsecondary Education OPPORTUNITY*, the U.S. Census Bureau, the National Center for Higher Education Management Systems, and the National Center for Education Statistics.

<sup>2</sup>"Chance for college" is defined as the relative probability that a student entering ninth grade will finish high school in four years and proceed directly to college.

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# MHEC in Kansas



## Benefits of Higher Education: Kansas Compared to other MHEC States and the National Average

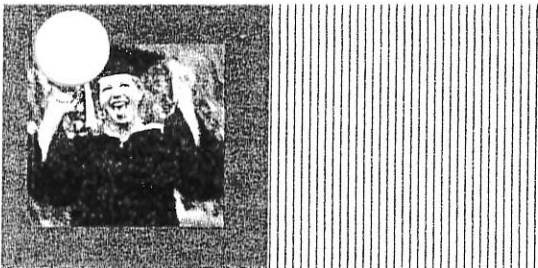
	Population 25-64 years old with a bachelors degree or higher (2002-2004 average) <sup>1</sup>	Difference in unemployment rates for individuals with a bachelors degree vs. a high school credential (2004) <sup>2</sup>	Net gain/loss of associates degree holders for every 100 degrees produced in the state (2001-03 average) <sup>3</sup>	Difference in median earnings, workers age 25-65 with some college vs. a high school credential (2002-04 average) <sup>1</sup>	Net gain/loss of bachelors degree holders for every 100 degrees produced in the state (2001-03 average) <sup>3</sup>	Difference in median earnings, workers age 25-65 with a bachelors degree vs. a high school credential (2002-04 average) <sup>1</sup>	Increased likelihood of volunteerism for individuals with some college or higher vs. a high school credential (2003-05 average) <sup>1</sup>
KS	31%	-4.1%	-1	\$3,500	-5	\$17,000	71%
U.S.	30% <sup>4</sup>	-2.8%	NA	\$5,000	NA	\$21,000	85%
IA	27%	-3.1%	-5	\$2,000	-19	\$14,000	62%
IL	32%	-2.5%	-4	\$6,000	+7	\$21,800	82%
IN	23%	-2.8%	+9	\$3,000	-12	\$21,000	89%
MI	27%	-7.2%	+3	\$6,000	+1	\$23,000	80%
MN	33%	-2.6%	+10	\$2,200	+15	\$19,000	64%
MO	31%	-3.6%	+14	\$7,000	+2	\$18,000	82%
ND	28%	-2.2%	-11	\$3,000	-34	\$13,000	50%
NE	29%	-3.1%	-2	\$4,000	-6	\$15,000	60%
OH	26%	-2.4%	+2	\$7,000	-5	\$22,000	84%
WI	28%	-5.1%	+2	\$2,000	-7	\$17,000	75%

<sup>1</sup>National Center for Public Policy in Higher Education (Data from the U.S. Census Bureau and the U.S. Bureau of Labor Statistics).

<sup>2</sup>Institute for Higher Education Policy, *The Investment Payoff* (Data from the Current Population Survey, 2004).

<sup>3</sup>National Center for Higher Education Management Systems (Data from the U.S. Census Bureau).

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# MHEC in Kansas



## Affordability of Higher Education: Kansas Compared to Other MHEC States and the National Average

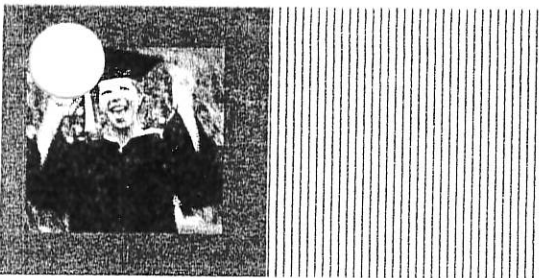
	% of average annual family income needed to pay for public 2-year college expenses after financial aid, 2005-06 <sup>1</sup>	% of average annual family income needed to pay for public 4-year college expenses after financial aid, 2005-06 <sup>1</sup>	% of average annual family income needed to pay for private 4-year college expenses after financial aid, 2005-06 <sup>1</sup>	Family share of public higher education operating revenues (2005) <sup>2</sup>	Family share of public higher education operating revenues (1995) <sup>2</sup>	% of average income needed for the poorest 20% of families to pay listed tuition in the states' lowest-priced colleges, 2005-06 <sup>1</sup>	Average annual per student borrowing of federal undergraduate education loans, 2004-05 <sup>1,3</sup>
KS	20%	26%	47%	38%	30%	15%	\$3,377
U.S.	24%	31%	72%	37%	31%	16%	\$3,619
IA	26%	30%	59%	49%	34%	23%	\$3,112
IL	24%	35%	69%	28%	20%	17%	\$3,770
IN	24%	30%	66%	50%	41%	19%	\$3,549
MI	24%	36%	48%	52%	44%	17%	\$3,120
MN	22%	26%	54%	45%	30%	24%	\$3,234
MO	23%	31%	54%	40%	38%	18%	\$3,407
ND	24%	28%	34%	44%	36%	25%	\$3,110
NE	21%	27%	50%	36%	27%	14%	\$3,447
OH	30%	42%	67%	50%	44%	25%	\$3,552
WI	21%	26%	61%	37%	28%	21%	\$3,277

<sup>1</sup>National Center for Public Policy and Higher Education, *Measuring Up 2006*. Data from National Center for Higher Education Management Systems, National Center for Education Statistics, and the U.S. Census Bureau.

<sup>2</sup>State Higher Education Executive Officers, *State Higher Education Finance, FY 2005*.

<sup>3</sup>Figures include both student and parent subsidized and unsubsidized loans, but do not include loans originating from state sources or private loans (including credit card debt). The figure therefore not an accurate measure of total student borrowing, which is higher than the figures listed. According to College Board, students at all levels in 2005-06 borrowed a total of \$16 billion in private bank loans, compared to \$69 billion in federal loans.

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# MHEC in Kansas



## Higher Education Funding: Kansas Compared to Other MHEC States and the National Average

	Total State Grant Expenditures (Need and Merit Based) as a Percentage of Higher Education Operating Expenses (2004-05) <sup>3</sup>	Percentage of Total Grant Aid Awarded Solely on the Basis of Need (2004-05) <sup>3</sup>	State and Local Appropriations for Public Higher Education Operating Expenses per FTE <sup>1</sup>		State and Local Appropriations for Public Higher Education Operating Expenses per capita <sup>1</sup>		State and Local Appropriations for Higher Education as a Percentage of Tax Revenue and Lottery Proceeds (2003) <sup>2</sup>		State Need-Based Grant Aid Awarded by Sector, 2004-05 (in millions) <sup>3</sup>	
			2005	1995-2005 change	2005	1995-2005 change	2003	1993	Public In-State	Private, Not-for-Profit In-State
KS	2.2%	94.3%	5877	-1.3	319	-3.3	10.1	11.5	n/a <sup>4</sup>	n/a <sup>4</sup>
U.S.	11.0%	73.5%	5833	-8.9	243	1.7	7.6	7.6	2,987.1	1481.9
IA	6.9%	99.2%	5069	-31.1	264	-13.7	9.7	10.4	3.4	40.96
IL	13.8%	92.0%	6747	1.7	260	5.3	8.0	7.7	174.1	147.50
IN	19.5%	95.9%	4845	-12.1	226	7.1	7.7	8.3	198.4	62.16
MI	10.3%	46.7%	5297	-18.0	240	-4.8	8.3	8.2	30.0	66.1
MN	10.3%	99.9%	5362	-18.8	248	-14.8	7.1	8.6	73.0	37.6
MO	6.6%	42.5%	5916	-4.0	185	0.5	6.9	7.4	8.4	15.9
ND	0.9%	77.9%	4413	-17.2	317	0.3	11.8	14.3	1.1	0.3
NE	1.6%	100%	5755	-1.6	340	-2.0	11.0	12.3	4.8	2.2
OH	11.4%	66.8%	4365	-14.0	194	0.5	5.9	6.5	91.0	38.6
WI	7.5%	96.1%	5840	-23.1	265	-13.4	8.1	9.1	54.0	24.26

<sup>1</sup>State Higher Education Executive Officers, *State Higher Education Finance, FY 2005*. Data is adjusted for regional cost of living, the relative mix of enrollments by institutional type, and 2005 dollars.

<sup>2</sup>State Higher Education Executive Officers, *State Higher Education Finance, FY 2004*. Adjusted to 2003 dollars.

<sup>3</sup>National Association of State Student Grant and Aid Programs.

<sup>4</sup>Data by sector not available. Total need-based student aid awarded in Kansas in 2004-05 was \$15.1 million.



## **SIGNIFICANT KANSAS FACTS**

- Third highest percentage of adults with a bachelors degree in the region
- Net gain of enrolled first-year college students, but net loss of degree earners.
- 18-24 year olds enrolled in college at high rates regionally and above national average.
- Effective tax rate equal to the national average in 2003; tax revenue generated per capita per 1% of tax rate below average (\$395 vs. \$415).
- High school credentialing rate declined from 93% in 1992 to 88% in 2004.
- Kansas high school math and science teachers at the low end in the region when considering completion of a college majors in their teaching subject.
- Future population growth slower than the nation; almost zero growth in under-18, and a slight decline in 18-64.

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## **SIGNIFICANT KANSAS FACTS**

- Community college retention and six-year college graduation rate on the low end for the region.
- Near the high end of the region in percent of adults aged 25-49 in college indicating a good system geared to these individuals and/or the need for these individuals to get more education to succeed.
- Individuals in Kansas with a bachelor's degree have 2.0% unemployment rate compared to 6.1% rate for individuals with a high school diploma.
- Kansas public two-year and four-year colleges are the most affordable in the region. Private colleges more affordable in Kansas than in most MHEC states.
- Kansas is a "low tuition, low aid" state.
- Second highest appropriations per FTE in region (after Missouri) and per capita (behind Nebraska).

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## **POLICY IMPLICATIONS**

- The major issue for Kansas for continued economic success is to increase the proportion of its population with college degrees.
  - Requires maintaining affordability, with financial aid matching any increase in tuition.
  - Requires adequate high school preparation, especially in core academic subjects.
  - Requires improved college retention and completion rates.
  - Requires increased college participation by Kansas adults.
  - Requires an economy for young people to remain in Kansas after graduation.



## MHEC Program Savings for 12 Months

State	What States Pay 2005-2006	What States Save		Where States and Citizens Save					
	Member State Annual State Commitment to MHEC	Total Annual Savings	Net Annual Savings	Computing Hardware Program <sup>2</sup>	Computing Software Program <sup>3</sup>	Master Property Insurance Program <sup>4</sup>	Office Products Program	Telecom & Technology ATAAlliance Program <sup>5</sup>	Midwest Student Exchange Program <sup>6</sup>
Illinois	90,000	6,688,884	6,598,884	4,714,652	414,377	1,073,454	105,530	380,871	NP <sup>7</sup>
Indiana	90,000	3,648,450	3,558,450	3,055,199	177,212	NP <sup>7</sup>	85,283	330,756	NP <sup>7</sup>
Iowa <sup>1</sup>	90,000	248,605	158,605	96,119	27,139	NP <sup>7</sup>	91,814	33,533	NP <sup>7</sup>
Kansas	90,000	3,011,926	2,921,926	160,734	71,673	41,184	8,194	65,788	2,664,353
Michigan	90,000	6,642,456	6,552,456	3,123,360	269,368	499,713	15,418	1,425,407	1,309,190
Minnesota	90,000	1,807,956	1,717,956	299,927	178,986	644,655	23,179	17,964	643,245
Missouri	90,000	3,952,662	3,862,662	867,113	95,193	1,035,894	36,423	145,966	1,772,073
Nebraska	90,000	4,411,603	4,321,603	174,352	41,012	778,231	78	81,067	3,336,863
North Dakota	90,000	220,574	130,574	14,721	52,200	NP <sup>7</sup>	307	0	153,346
Ohio	90,000	3,850,098	3,760,098	2,015,285	395,229	NP <sup>7</sup>	184,008	1,255,576	NP <sup>7</sup>
Wisconsin	90,000	845,230	755,230	720,901	25,023	NP <sup>7</sup>	1,596	97,710	NP <sup>7</sup>
<b>Program Totals</b>	<b>\$990,000</b>	<b>\$35,328,443</b>	<b>\$34,338,443</b>	<b>\$15,242,363</b>	<b>\$1,747,412</b>	<b>\$4,073,131</b>	<b>\$551,830</b>	<b>\$3,834,638</b>	<b>\$9,879,069</b>

**Footnotes:**

<sup>1</sup> Iowa became a member of MHEC on June 6, 2005.

<sup>2</sup> Hardware program savings include those from Dell, Gateway, MPC, and Xerox.

<sup>3</sup> Software program savings are from the Novell/MHEC Collaborative Program.

<sup>4</sup> Based on premium & loss information as of June 30, 2006

<sup>5</sup> ATAAlliance estimated savings for joint programs with the three other regional higher education compacts and MICTA

<sup>6</sup> Student tuition savings for the academic year 2005-2006

<sup>7</sup> Non-participating state for 2005-2006

Senate Education Committee  
 2-24-07 Attachment B

# Cumulative Cost Savings

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## Cumulative Savings for MHEC Member States through June 2006

Member States	Cost Savings Programs						Student Access	Savings		
	Computing Hardware Program <sup>2</sup>	Computing Software Program <sup>3</sup>	Master Property Program (Insurance) <sup>4</sup>	Office Products Program <sup>5</sup>	Telecom & Technology ATAlliance Program <sup>6</sup>	Other Initiatives <sup>7</sup>	Midwest Student Exchange Program (Reduced Tuition) <sup>8</sup>	Cumulative STATE GROSS SAVINGS	Cumulative State Commitment Paid through 11/01/2006	Cumulative STATE NET SAVINGS
<b>Illinois</b> IL August 20, 1991	12,148,358	1,640,629	6,633,582	156,846	8,804,474	6,055,215	NA	35,439,104	924,659	34,514,445
<b>Indiana</b> IN March 14, 1996	8,047,473	654,848	NA	121,722	4,523,271	273,308	NA	13,620,622	751,500	12,869,122
<b>Iowa<sup>1</sup></b> IA June 6, 2005	96,119	27,139	NA	91,814	33,533	NA	NA	248,605	90,000	158,605
<b>Kansas</b> KS April 25, 1990	268,874	258,281	231,500	8,801	2,563,051	291,264	27,006,293	30,628,064	925,500	29,702,564
<b>Michigan</b> MI April 24, 1990	7,021,298	981,240	5,572,777	26,701	38,331,815	2,457,168	8,617,771	63,008,770	925,500	62,083,270
<b>Minnesota</b> MN April 26, 1990	835,306	469,501	6,319,654	35,712	7,051,706	3,743,565	3,355,958	21,811,402	925,500	20,885,902
<b>Missouri</b> MO May 9, 1990	3,118,528	387,002	7,721,415	42,151	3,807,239	1,399,463	10,800,026	27,275,824	925,500	26,350,324
<b>Nebraska</b> NE June 5, 1991	819,087	122,602	4,057,990	195	1,916,663	115,132	20,252,285	27,283,954	925,500	26,358,454
<b>North Dakota</b> ND April 22, 1999	70,250	109,779	NA	499	971,326	28,800	406,216	1,586,870	577,500	1,009,370
<b>Ohio</b> OH January 9, 1991	4,046,329	1,119,138	45,000	276,308	27,684,910	3,151,531	NA	36,323,216	925,500	35,397,716
<b>Wisconsin</b> WI April 18, 1994	1,189,510	64,182	NA	2,859	5,923,040	620,887	NA	7,800,478	785,000	7,015,478
<b>TOTAL</b>	<b>\$37,661,132</b>	<b>\$5,834,341</b>	<b>\$30,581,918</b>	<b>\$763,608</b>	<b>\$101,611,028</b>	<b>\$18,136,333</b>	<b>\$70,438,549</b>	<b>\$265,026,909</b>	<b>\$8,681,659</b>	<b>\$256,345,250</b>

**Footnotes:**

<sup>1</sup> Iowa became a member of MHEC on June 6, 2005.

<sup>2</sup> Hardware program savings include those from Dell, Gateway, MPC, and Xerox.

<sup>3</sup> Software program savings are from the Novell/MHEC Collaborative Program.

<sup>4</sup> Based on premium & loss information as of June 30, 2006

<sup>5</sup> Office Products Program began January 2005

<sup>6</sup> ATAlliance estimated savings for joint programs with the other regional higher education compacts and MICTA

<sup>7</sup> Sunsetting Programs: Academic Position Network, Academic Scheduling, Equipment Maintenance Management, Natural Gas, and MHEC Interactive Video

<sup>8</sup> Student tuition savings through the academic year 2005-2006