

# Kansas Student Achievement, Funding and Leadership

Presentation to the House and Senate  
Education Committees

Mark Tallman

Kansas Association of School Boards

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## Introduction

### Kansas Association of School Boards

- KASB's members are local school districts and cooperative organizations composed of school districts. Some community and technical colleges join for services.
- Members decide annually whether to join and pay dues. Currently, all but one USD belongs. Members elect board of directors and set advocacy positions.
- In addition to two full time lobbyists, we have legal, professional development, strategic planning, research, communications, insurance and energy services.
- Our advocacy role: represent our members based on their formal and informal input; inform our members about state and federal issues, policy choices and political development; help our members interact with their elected officials.
- Our goal is to give you: first, honest, accurate and unbiased information; and second, the recommendations of our members on policy choices to help you make the best decisions for Kansas.
- Contact me at [mtallman@kasb.org](mailto:mtallman@kasb.org). You can subscribe to our free e-mail updates; follow my twitter account (@tallman\_mark), or blog ([tallmanKASB.blogspot.com](http://tallmanKASB.blogspot.com)). Weekly Friday Webinars during session for a fee.

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Introduction  
**Today's Presentation**

- Review the state constitution's education article, by which the people have established the central purpose of public education and assigned responsibility for achieving that goal.
- Summarize information about Kansas educational achievement and funding, compared to other states, over time, and to future needs.
- Share the vision of school board members across Kansas on how to meet those needs, based on over two years of research, public engagement and deliberations by school district leaders.

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**Kansas Constitution Provisions**  
 Article 6, adopted by voters in 1966:

What does the Kansas Constitution say?	What does it mean?
Legislature is to establish a system of public schools to provide "intellectual, educational, vocational and scientific improvement." (Sec. 1)	Continuous improvement of educational outcomes.
Elected State Board of Education has "general supervision" of public schools. (Sec. 2)	General state oversight to set standards and expectations, but not state control.
Public schools under the general supervision of the State Board "shall be maintained, developed and operated by local elected boards;" may participate in cooperative agreements. (Sec. 5)	Local boards – not the state – are responsible for public school management, but must meet standards set by the State Board.
The Legislature shall make suitable provision for finance of the educational interests of the state. (Sec. 6)	Only the state can ensure every child has access to education programs that meet state standards.
No public education funds may be controlled by religious sects. (Sec. 6)	Separation of church and state in public education finance.

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## Why Focus on Student Achievement?

Through the Constitution, the people expect it.	Article 6, Section 1: Legislature shall provide for educational improvement through public schools.
The Legislature has requested it.	Since 1993, state law requires accreditation of schools to be based on measurable improvement in student achievement.
The State Board of Education is promoting it.	The federal waiver under No Child Left Behind requires new, higher academic standards for college/career ready students, new tests based on those standards, and measures schools on those tests.
Local school boards have embraced it.	KASB members adopted a resolution to make Kansas first in the nation in educational outcomes, focusing on college and career-readiness.
Our economy and standard of living requires it.	Expanding employment in high wage jobs to support a middle-class life requires continuing to increase the number of students with postsecondary skills.

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## How Can We Measure Achievement?

What	Why	How
<b>Basic reading and math skills</b>	Foundational skills for completing high school and preparing for postsecondary education.	National Assessment of Education Progress: 4 <sup>th</sup> and 8 <sup>th</sup> grade math and reading tests
<b>High school completion</b>	Required for 90% of jobs and almost all postsecondary programs	3 national reports of 4-year graduation rates; high school completion by young adults
<b>Preparation for college</b>	Indicates readiness to success in two- or four-year academic programs.	ACT or SAT scores, adjusted for percent of graduates tested and graduation rate.
<b>Adult educational attainment</b>	End goal of education system: higher education levels lead to higher income, more employment.	Percent of population 25 and older completing high school, 4-year college and advanced degrees

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## Why Use Multiple Measures?

Provides more complete information	For example, NAEP tests only a small sample of students in just two grades. The more data considered, the better the conclusions will be.
Allows real comparisons of states and state policies.	National measures allow comparison of actual results by states, which can then be evaluated by differences in student needs, funding and other policies.
Looks at both the foundation skills and the results.	NAEP, ACT and SAT scores are indicators, but not perfect predictors on high school and college completion.
Provides some uniform standards across states.	High school completion rates alone do not reflect different requirements or standards.
Adult education levels are the most important outcomes, but the hardest to measure by state.	Many people in a state have moved after learning K-12 skills; many graduates of a state system move to other states.

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### Measurement 1

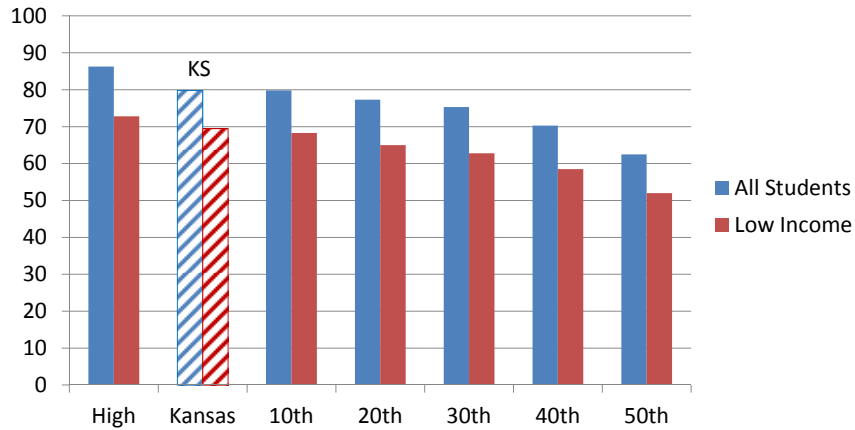
## Basic Reading and Math Skills

- NAEP – “the nation’s report card” – is a federal test given to a small sample of students in each state every two years. Since 2003, the No Child Left Behind Act requires states to participate in four tests: 4<sup>th</sup> grade reading and math and 8<sup>th</sup> grade reading and math.
- Each state receives an average “scale score” from 1-500 and a percentage of students scoring at four levels: below basic, basic, proficient and advanced.
- For each state, we average the four tests for an overall average at two levels: (1) basic and above, and (2) proficient and above.
- We report these levels for two groups: (1) all students and (2) low income (eligible for free and reduced price meals) students.
- We average all four of these measures to give equal weight to how a state’s total student population performs, and how the state helps low income students who are most likely to be “at-risk” of failure.
- We calculate an overall average percent of students at these benchmarks and rank the states accordingly.

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### Percent of students scoring basic or above

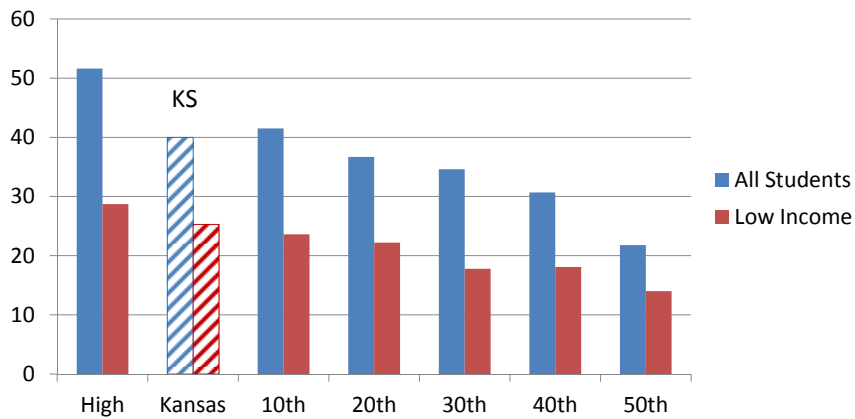
2011 National Assessment of Education Progress  
 Average of 4 tests (4<sup>th</sup> and 8<sup>th</sup> grade reading and math), by state  
 Kansas: 79.8% for all (9<sup>th</sup>); 69.5% for low income (7<sup>th</sup>)



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### Percent of students scoring proficient or above

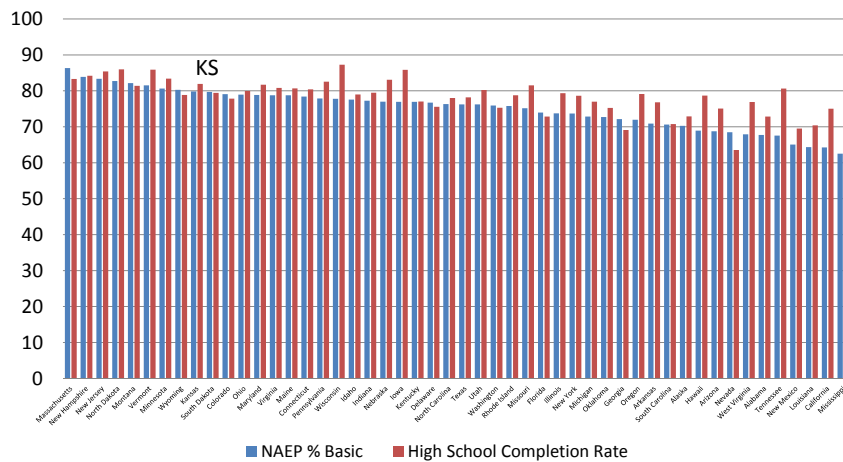
2011 National Assessment of Education Progress  
 Average of 4 tests (4<sup>th</sup> and 8<sup>th</sup> grade reading and math), by state  
 Kansas: 40.0% for all (12<sup>th</sup>); 25.3% for low income (6<sup>th</sup>)



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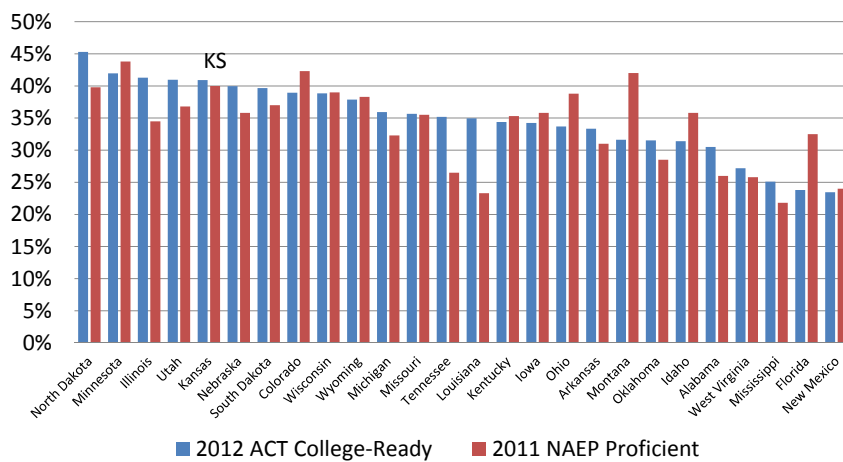
### NAEP “Basic” Closely Matches High School Completion

Percent of students at NAEP basic is within 5% of high school completion rates in 36 states. The difference tends to be greater in states with lower NAEP scores.



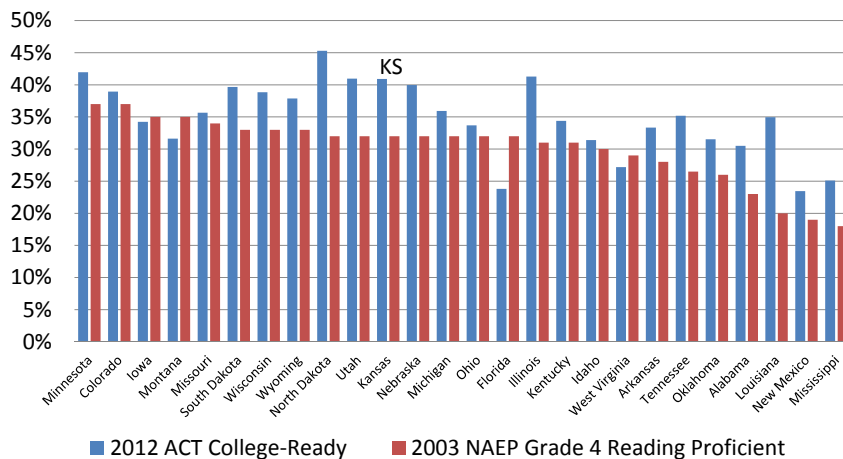
### NAEP “Proficient” Tends to Predict College Readiness

Percent of students at NAEP proficient is within 5% of the percent of students meeting ACT college-ready benchmarks in language arts and math in 20 of 27 ACT-majority states.



### NAEP Grade 4 Reading Less Effective Predictor

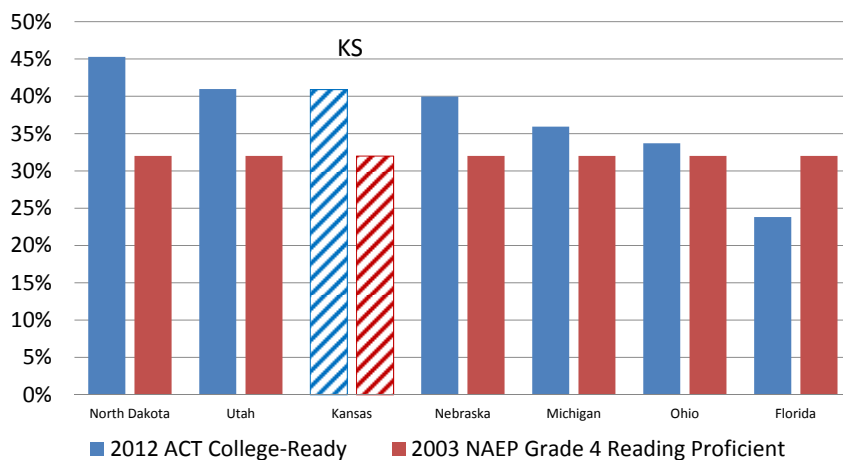
Only 10 of 27 ACT-majority states had NAEP Grade 4 reading scores in 2003 within 5% of ACT readiness percent in 2012.



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### Disparity in NAEP 4<sup>th</sup> Grade Reading Results

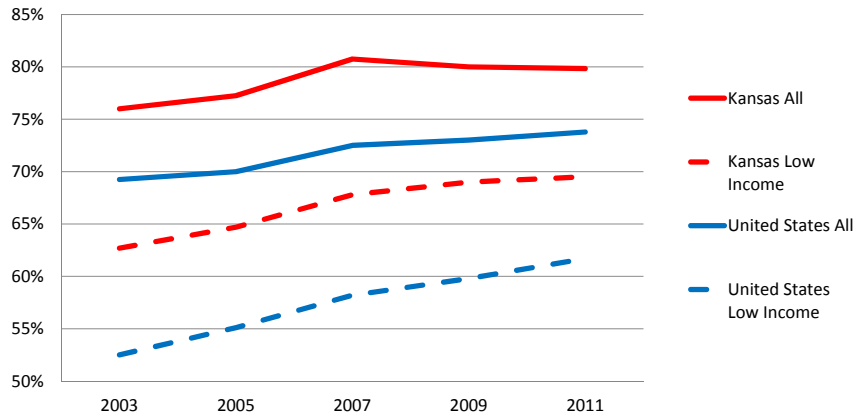
Seven ACT-majority states had 32% of students scoring proficient at 4<sup>th</sup> grade reading on the 2003 NAEP test. In 2012, ACT college-readiness in those states ranged from 45.3% to 23.8%.



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### Trends in Average NAEP Basic Scores, 2003-11

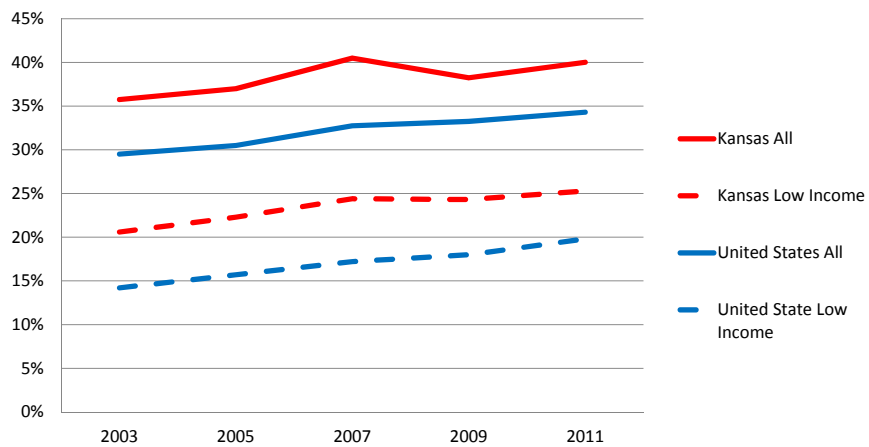
Average Kansas achievement at basic increased from 76% to 81% from 2003 to 2007, then leveled off. Low income Kansas rose from 63% to 70%.



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### Trends in NAEP Proficiency Scores, 2003-11

The percent of all Kansans at proficient increased from 36% to 41% in 2007, dropped in 2009 and recovered in 2011. Low income proficiency increased from 21% to 25%.



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## Key Kansas Results:

### Basic Skills

- ❑ Kansas ranks 9<sup>th</sup> overall on the NAEP, equally weighing all students and low income students.
- ❑ Kansas high performance is not because of fewer disadvantaged students. Kansas ranks higher for low income students than all students.
- ❑ In a nine-state region, Kansas ranks below North Dakota (6<sup>th</sup>) and Minnesota (8<sup>th</sup>). Kansas tops Colorado (tie-11<sup>th</sup>), South Dakota (14<sup>th</sup>), Texas (21<sup>st</sup>), Iowa (tie-25<sup>th</sup>) Nebraska (28<sup>th</sup>), Missouri (29<sup>th</sup>), and Oklahoma (33<sup>rd</sup>).
- ❑ Since 2003, Kansas has improved on every measure, with the biggest gains between 2003 and 2007. Low income student scores improved more than all students.
- ❑ Nationally, student scores improved slightly more than Kansas, but Kansas remained one of the highest achieving states for both all students and low income students.

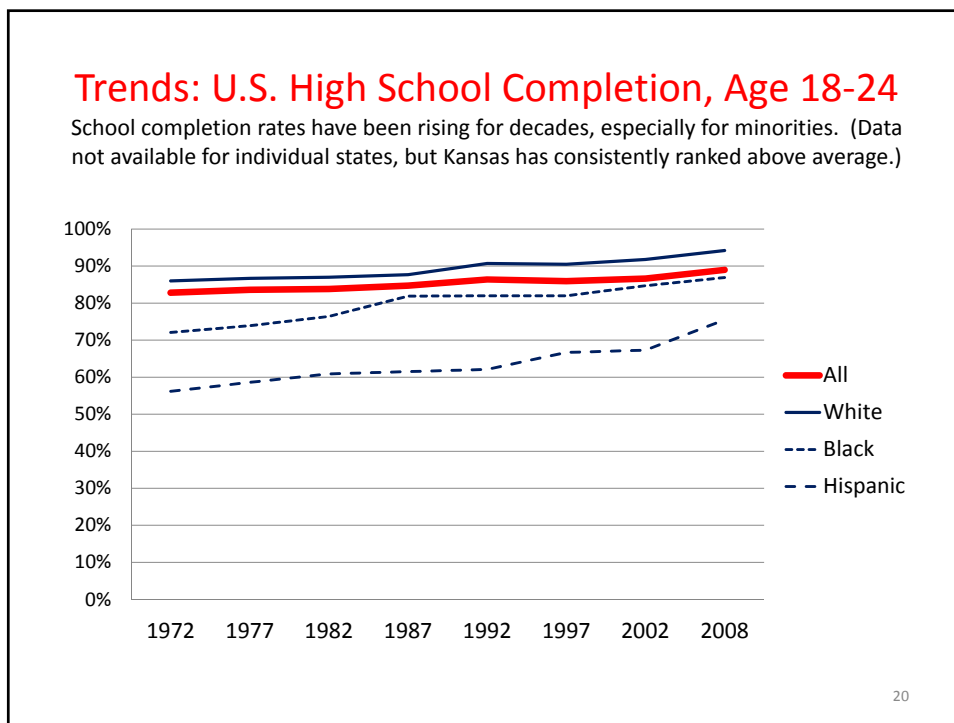
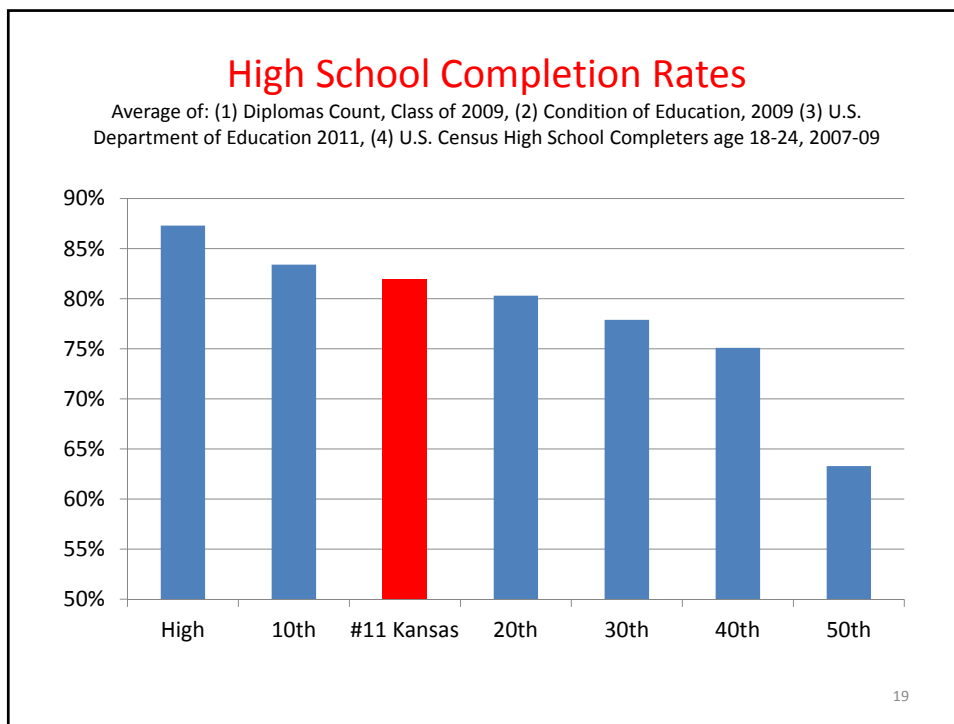
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## Measurement 2

### High School Completion

- Due to differences in reporting and methodology, there is no single, standard graduation rate reported over time.
- Rather than choose a single report either favorable or unfavorable to Kansas, we use as many nationally recognized rates as we can find.
  - “Diplomas Count” is an annual report from Education Week Magazine, latest results from 2009.
  - U.S. Condition of Education provides an annual report on graduation, most recent for 2009.
  - U.S. Department of Education has released a new “four-year adjusted cohort graduation rate” for 2011, does not include all states.
  - U.S. Census reports young adults (age 18-24) high school completion by state.
- The first three reports attempt to calculate the percent of students graduating within four years; the fourth counts students who complete by age 24.
- We average those four state rates; then rank that average for an overall state result.

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## Key Kansas Results: High School Completion

- ❑ Kansas ranks 11<sup>th</sup> overall for high school completion.
- ❑ Kansas ranks higher overall than on any individual measure, because many states rank much higher in certain areas. For example, Missouri ranks slightly above Kansas in two reports, but much lower on the other two.
- ❑ In a nine-state region, Kansas ranks below Iowa (2<sup>nd</sup>), North Dakota (5<sup>th</sup>), Nebraska (8<sup>th</sup>) and Minnesota (10<sup>th</sup>). Kansas tops Missouri (18<sup>th</sup>), South Dakota (23<sup>rd</sup>), Colorado (30<sup>th</sup>), Texas (31<sup>st</sup>), and Oklahoma (36<sup>th</sup>).
- ❑ Despite serious concerns about drop-out rates, the percentage of young adults completing high school is higher than ever before, especially among minorities.
- ❑ Over the past 10 years, the Kansas average completion rate increased 3.9%, compared to a national increase of 6.6%. Most states with higher rates of increase started with lower rates and haven't caught up.
- ❑ Kansas' overall ranking of 11<sup>th</sup> has not changed over the past decade.

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## Measurement 3 Preparation for College

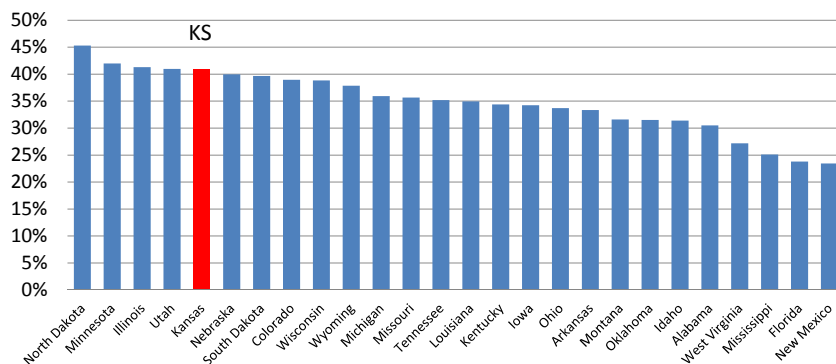
- In 27 states most students take the ACT test; in 23 most take the SAT. Participation ranges from less than 50% to 100%.
- ACT and SAT scores are not directly compatible, and do not even test the same subjects. ACT reports a composite score of 0-36 with four components: English, math, reading and science. SAT reports a score of 0-800 on each of three tests: reading, math and writing. Both have also identified scores they consider "benchmarks" for college readiness in these subjects.
- To estimate somewhat compatible results, we determined the average percent of students meeting the ACT college benchmark score in English, reading and math in ACT states, or scoring 500 or higher in reading, math and writing in SAT tests.
- We multiply that average by the percentage of graduates tested, then by the average graduation rate. That provides an estimated percentage of the "age cohort" meeting college-readiness standards, not just those tested or graduating.
- We then separately rank ACT-majority and SAT-majority states. Finally, we convert that rank to a proportionate rank on a 50 state scale.

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## College Readiness – ACT Majority States

Average percent of students tested meeting college-ready benchmark scores in English, math and reading, multiplied by percent of graduates tested, multiplied by graduation rate.

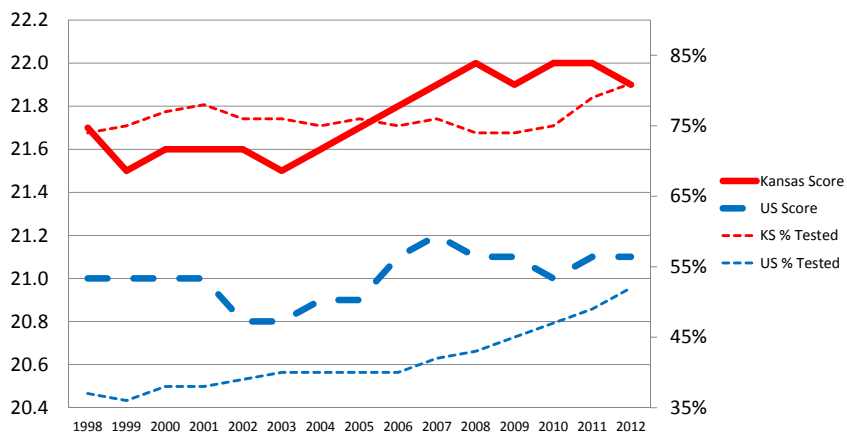
Kansas: average of 61.7% of students tested met the benchmark in those three subjects, with 81% of graduates tested and 81.9% graduation rate equals 40.9% of population group.



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## Trends in College Readiness – ACT

Since 1998, Kansas composite ACT scores remained fairly flat through 2002, increased sharply to 2008, then leveled off. The percent of Kansans tested averaged about 75% until increasing in recent year. Nationally, composite scores increased less but participation rose more than Kansas.



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## Key Kansas Results: Preparation for College

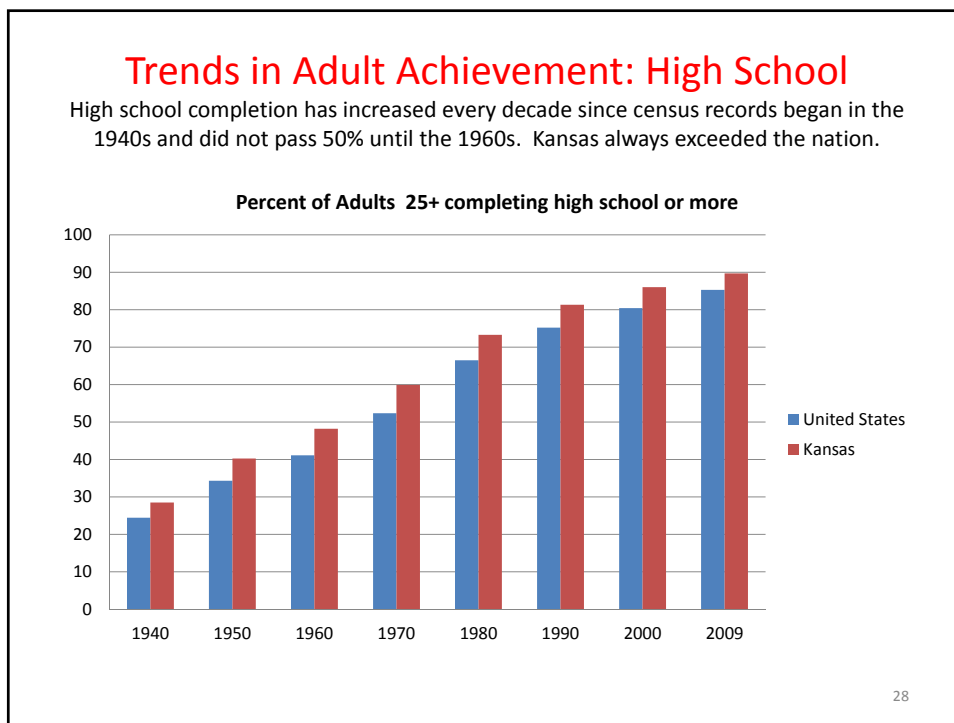
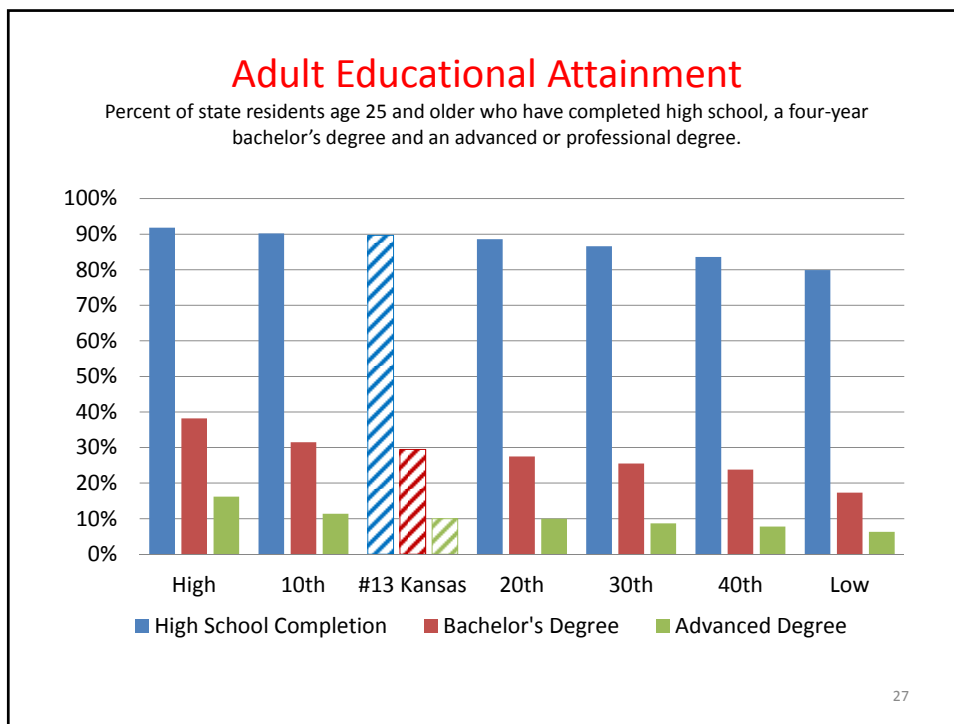
- ❑ Kansas ranks 5<sup>th</sup> in students at college-ready benchmarks among the 27 ACT majority state which equals to 9<sup>th</sup> on a 50 point scale for all states.
- ❑ 40.9% of the Kansas “age cohort” scored at the college benchmark for English, math and reading, compared to nearly 62% of those tested.
- ❑ In the region, Kansas ranks below North Dakota (45.3%) and Minnesota (42.0%), and ahead of Nebraska (4.0%, ) South Dakota (39.7%), Colorado (39.0%), Missouri (35.7), Iowa (34.2%) and Oklahoma (31.5%). (Texas is an SAT-majority state.)
- ❑ Using the traditional measure (average composite score), Kansas ranked 6<sup>th</sup> among ACT majority states. Each of the higher-scoring states tested a lower percentage of graduates.
- ❑ Kansas had the highest composite ACT score among the 15 states that tested at least 80% of graduates.
- ❑ Kansas also had the 6<sup>th</sup> highest average score among ACT majority states in 2000.

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## Measurement 4 Adult Education Attainment

- The longest-term data on educational outcomes or achievement is U.S. Census reports on education levels of adults 25 years and older.
- Results are available since 1940 for high school completion and attainment of a four-year college degree.
- More recent data includes persons with an advanced degree.
- We rank all states by the percent of adults completing each of those three education levels. We then average those percentages to provide an overall ranking of adult attainment.
- Although adult attainment is the “final outcome” of the educational system, the area schools have the least control over, because students exiting the system can easily leave the state after high school to attend college or seek employment; and persons from other state systems can move in.

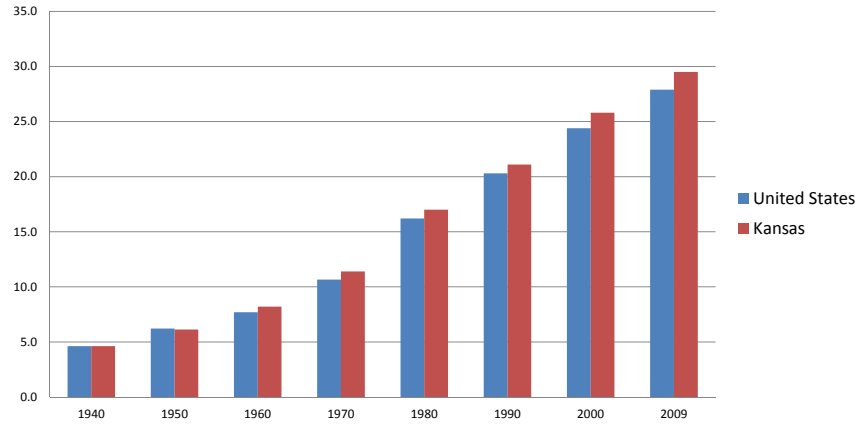
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## Trends in Adult Achievement: College

College completion has also increased each decade. Kansas has steadily widened its lead over the national average.

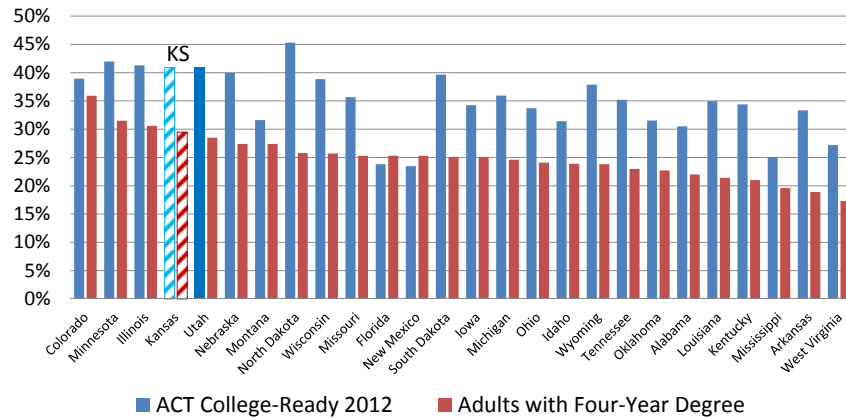
**Percent of Adults 25+ with four-year degree or more**



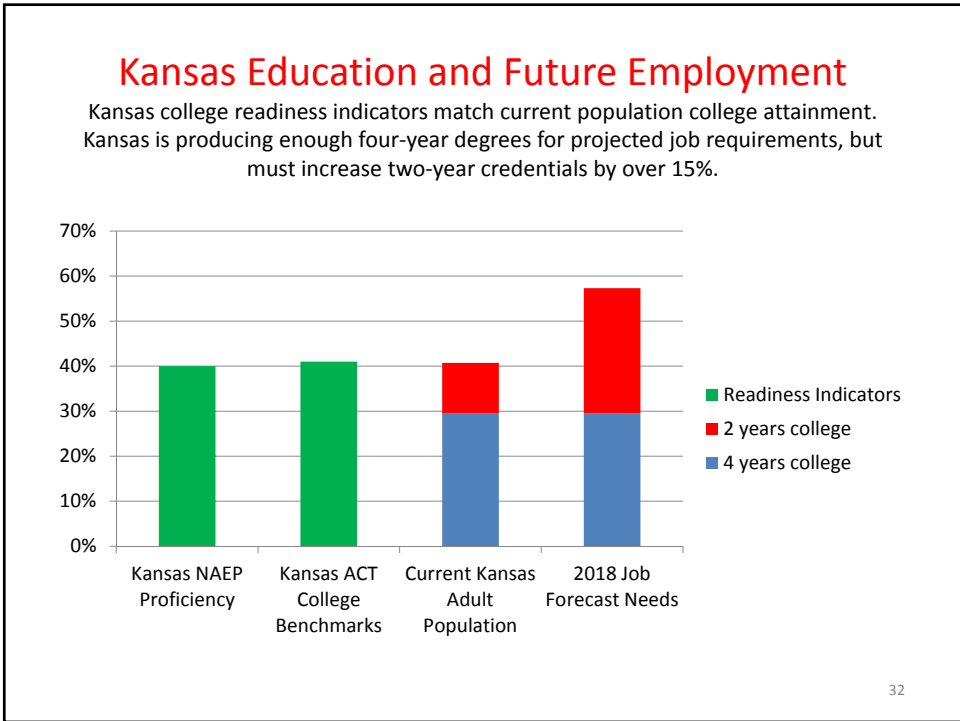
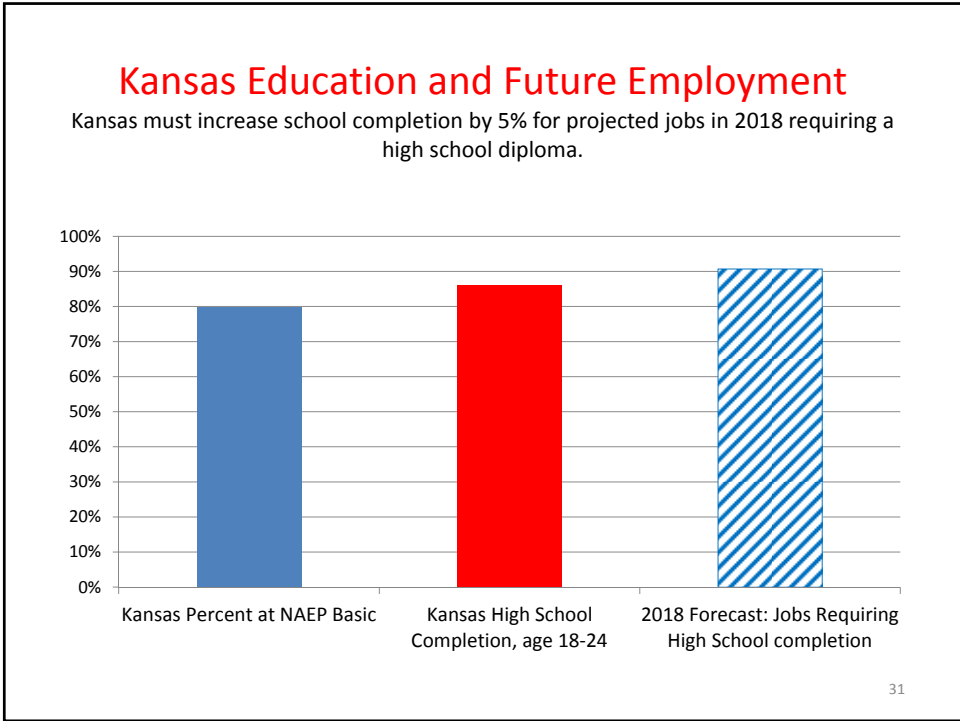
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## College Readiness and Adult Attainment

Like most states, Kansas is preparing a much higher percentage of students for college than the percentage of four-year college graduates in its current population. Over 40% of Kansas high school students met college-ready benchmarks in 2012, compared to less than 30% of adults who have a four-year degree.



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## Across All Measures, Kansas Ranks #7 Nationally

Overall average rank is based on rank in the four areas of achievement

Overall Average	State	Pre-High School	High School Completion	Prep for College	Adult Ed. Attainment
1	Massachusetts	1	6	1	1
2	New Hampshire	3	4	3	7
3	Vermont	5	3	5	5
4	New Jersey	7	7	4	6
5	Minnesota	9	10	2	9
6	North Dakota	6	5	2	27
7	Kansas	9	11	9	13
8	Connecticut	25	14	4	2 (tie)
9	Maryland	14	12	20	2 (tie)
10	Colorado	11	30	15	4

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## Kansas: Second-Lowest Spending Top 10 State with the Most Low-Income Students

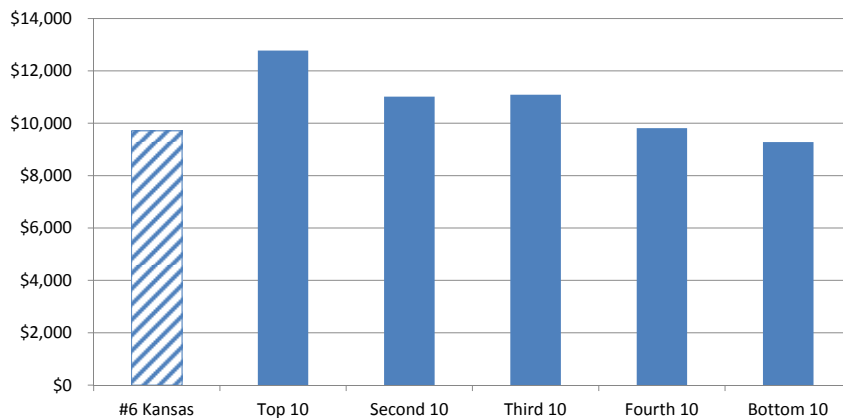
Overall Rank	State	Current Spending Per Pupil (2010)	U.S. Rank	Percent Low Income	U.S. Rank (1=Low)
1	Massachusetts	\$14,350	7	32.9%	4
2	New Hampshire	\$12,383	11	23.5%	1
3	Vermont	\$15,274	4	34.6%	6
4	New Jersey	\$16,841	2	32.5%	3
5	Minnesota	\$10,685	21	35.5%	8
6	North Dakota	\$10,991	19	33.8%	5
7	Kansas	\$9,715	27	45.7%	30
8	Connecticut	\$14,906	6	32.3%	2
9	Maryland	\$13,738	8	38.3%	15
10	Colorado	\$8,853	40	38.4%	16

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### High Achieving States Tend to Spend More

Ranked by overall achievement, the top achieving states spend the most per pupil and the lowest achieving states the least. Kansas is an exception: a top ten state ranking 27<sup>th</sup> in current spending and 25<sup>th</sup> in total revenue per pupil.

**Current Spending Per Pupil, 2010**

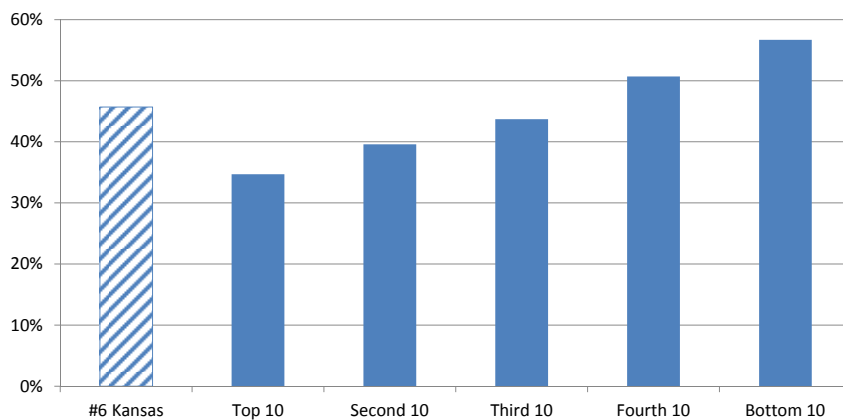


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### High Achievers Have Fewer Low Income Students

Ranked by overall achievement, the top achieving states have a lower percentage of low income students. Kansas is an exception: only top ten state with more than 40% low income students.

**Percent of Students Eligible for Free/Reduced Meals**



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## Kansas: 3<sup>rd</sup> Highest Achievement in Region

National Average	State	Pre-High School	High School Completion	Prep for College*	Adult Ed. Attainment
5	Minnesota	8	10	4	9
6	North Dakota	6	5	2	27
7	<b>Kansas</b>	<b>9</b>	<b>11</b>	<b>9</b>	<b>13</b>
10	Colorado	11	30	15	4
14	Nebraska	28	8	11	22
19	South Dakota	11	23	13	28
22	Iowa	25	2	30	26
25	Missouri	29	18	22	30
36	Texas	21	31	46	43
37	Oklahoma	33	36	37	41

\*Adjusted rank among 27 ACT-majority states, except for Texas, rank of 23 SAT-majority states

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## Kansas Outperforms in the Region

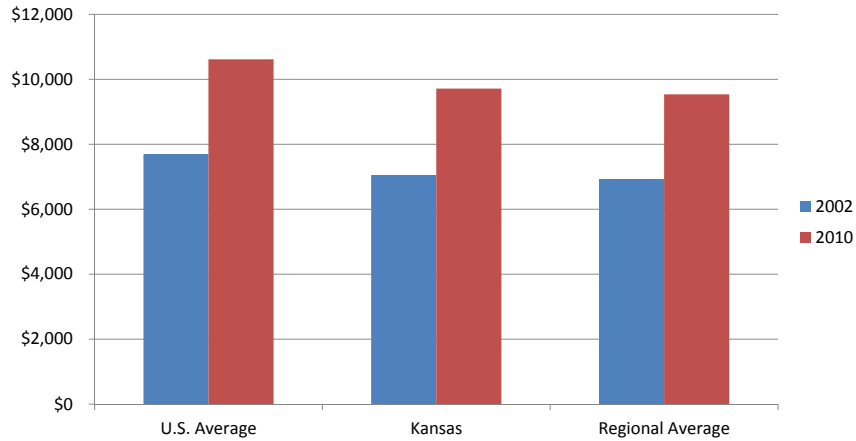
Third in achievement, Kansas ranks fifth of 10 in the region in spending per pupil, seventh in low income students.

National Rank	State	Current Spending Per Pupil (2010)	U.S. Rank	Percent Low Income	U.S. Rank (1=Low)
5	Minnesota	\$10,685	21	35.5%	8
6	North Dakota	\$10,991	19	33.8%	5
7	<b>Kansas</b>	<b>\$9,715</b>	<b>27</b>	<b>45.7%</b>	<b>30</b>
10	Colorado	\$8,853	38	38.4%	16
14	Nebraska	\$10,734	20	41.3%	19
19	South Dakota	\$8,858	39	37.6%	13
22	Iowa	\$9,763	26	37.3%	12
25	Missouri	\$9,634	28	44.3%	27
36	Texas	\$8,746	41	50.5%	37
37	Oklahoma	\$7,896	47	58.8%	46

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## Trends in Per Pupil Funding

Kansas current spending per pupil is below the national average and slightly above the regional average. Per pupil spending increased 38% nationally, regionally and in Kansas between 2002 and 2010 (most recent federal data available).

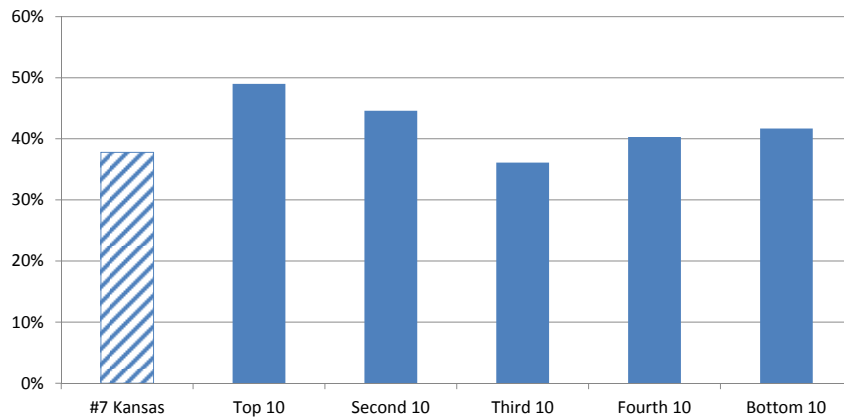


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## High Achievers Had Higher Spending Increases

The top ten states had the highest average increase in spending per pupil, followed by the second highest achieving group of ten. Kansas' increase was less than both.

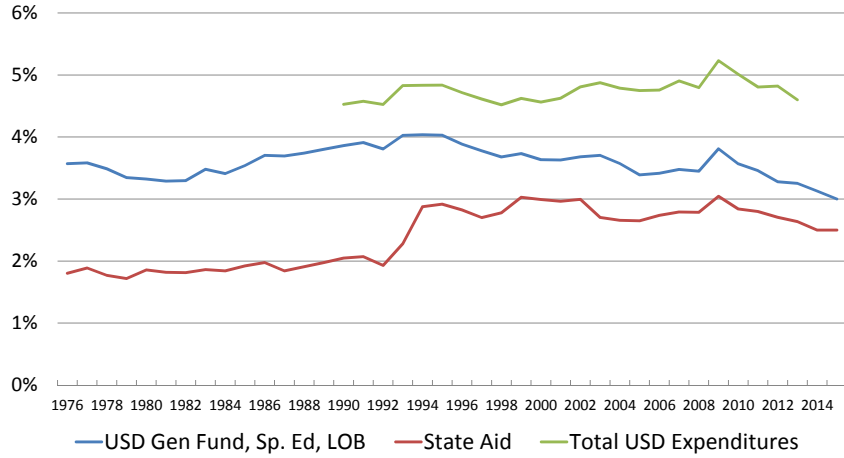
**Increase in current spending per pupil, 2002-10**



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### School Funding and KS Personal Income

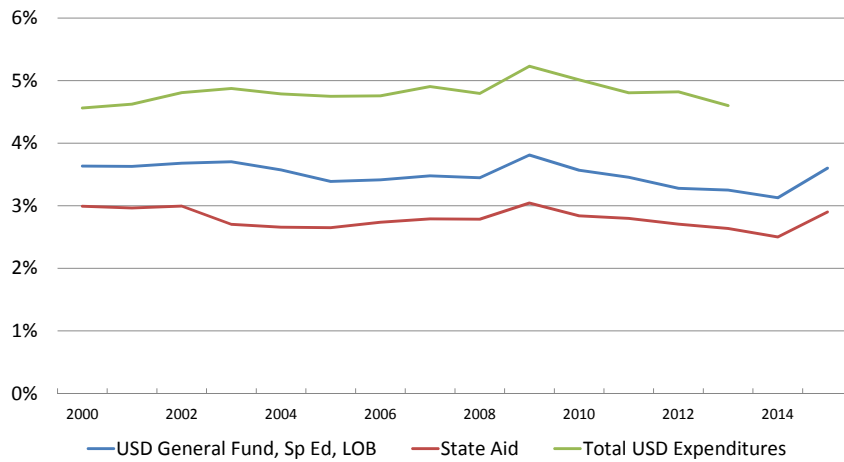
School operating budgets and state aid are declining share of total personal income. Total spending has been more stable, due to local bond issues, KPERS and fees.



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### Impact of Gannon School Finance Order

Implementation of additional funding ordered by the court in the Gannon case would restore funding to previous levels compared to personal income – not increase it.



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*First in*  
**EDUCATION**  
*the* **KANSAS**  
**WAY.**



**Kansas Association of School Boards**

Making Kansas first in the nation in college  
and career-ready students

*Adopted by KASB Delegate Assembly, Dec. 2, 2012*

***First in Education Development***

- **Fall 2010** – KASB Regional Listening Tours, Committee on Funding Public Education
- **Spring 2011** – KASB/USA Public Opinion Survey, Kansas Conversations
- **Summer 2011** – KASB Report on State Achievement; special study groups
- **Fall 2011** – KASB/USA Education Summits
- **December 2011** – KASB Delegate Assembly Adopts “First in Education” Resolution, other positions
- **June 2012** – KASB Advocacy Meetings
- **Fall 2012** – KASB/USA Education Summits

## *First in Education:*

- Supports the key elements of State Board of Education's No Child Left Behind waiver: common core/college ready standards, new testing and school interventions, educator evaluation.
- Supports the Governor's goals of improving early literacy and college/career-ready graduates.
- Addresses changing educational levels for jobs, income and economic security.
- Includes support for funding to implement these new requirements and standards.
- Stresses importance of local boards, district leaders and parent/community engagement.

## *Key Messages/Goal*

- Education most important factor in economic and social well-being (income, unemployment, social services).
- To improve economy and quality of life, Kansas students must be able to compete with the best educated employees, innovators and leaders in the world.
- Kansas has a solid foundation for success. State outcomes have never been higher; ranks 7<sup>th</sup> in achievement while spending 26<sup>th</sup> per pupil. However, we can't afford to let up.
- Kansas must prepare many more students for completing postsecondary education to meet employment needs and provide middle-class standard of living – American Dream is at risk.

## Goal and Core Principles:

Make Kansas first in the nation in preparing students for success in college and high-paying careers by:

- I. **Raising Standards for Success:** for students, educators, schools and districts.
- II. **Provide Suitable Finance:** for educational improvement in all districts.
- III. **Strengthen Local Leadership:** through responsiveness to parents and community needs under locally elected boards and school leadership.

## I. Raise Standards for Success

- **Students Ready for Success.** Provide support and expect all students to graduate prepared for college and careers.
  - **Graduation Standards.** Develop a system that ensures all students graduate from high schools with employability skills, plus preparation for postsecondary training based on career interests, with local flexibility around basic state standards.
  - **Targets.** Statewide goal of 40% of students fully college-ready, 25% completing or on track for technical credentials; 35% demonstrating essential employability skills.
  - **Career Development.** Assist districts in adopting student career programs meeting standards set by State Board.
  - **Financial Education.** By 2017, districts will adopt local plans for personal financial literacy meeting based on needs and resources.
  - **Transition to College.** Support process to coordinate pre-K through postsecondary education.



## I. Raise Standards for Success

- **Effective Educators.** Improve instruction through performance-based evaluation and support.
  - Adopt state evaluation standards with student learning as the most important factor, allow implementation without negotiations.
- **School Performance.** Move from basic proficiency to higher achievement, student growth and narrowing the top to bottom achievement gap; focus on highest needs.
- **District Accreditation.** Recognize *more* than reading and math scores; encourage and reward best practices, including board leadership and training.

## II. Suitable Finance

- **State Responsibility.** The state should pay for what it requires schools to do, including costs that rise each year, as part of “base” funding.
- **Funding Equity.** Balance increased local funding options with increased state equalization aid; provide state assessments for capital costs.
- **Targeted Aid.** Maintain at-risk funding based on economic disadvantage plus other factors; increase professional development and mentoring; promote innovation.
- **Tax Policy.** State tax cuts should not reduce school funding, as education is vital to short and long-term economic health.

### III. Local Leadership

- **Local decision-making.** Support local decisions instead of state mandates unless persistent lack of improvement; no new requirements without funding for additional costs.
- **Innovation.** Allow more flexibility under elected local boards, not outside of local accountability.
- **Efficiency.** Encourage cooperation, services sharing, consolidation and efficiencies, balanced with local priorities.
- **Constitutional Governance.** Maintain elected State Board, authority of local boards, prohibition of public funding of religious schools.
- **Parent and Public Engagement.** Increase public understanding of educational issues and support for improvement.

### Next Steps

- **This is our plan.** We hope it explains what we will support, what we will oppose, and why.
- If you are interested, we will work with you on bill introductions or amendments.
- We encourage you to compare it to the initiatives of the State Board of Education and Regents.
- We hope you will consider these facts and positions as you develop your goals and legislative proposals.
- **We believe there is a strong consensus on the right steps to improve education in Kansas. We look forward to working with you.**