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**No. 15-113267-S**

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**IN THE SUPREME COURT OF THE STATE OF KANSAS**

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**LUKE GANNON, *ET AL.*,**  
**PLAINTIFFS-APPELLEES,**

**v.**

**STATE OF KANSAS, *ET AL.*,**  
**DEFENDANTS-APPELLANTS.**

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Appeal from Appointed Panel  
Presiding in the District Court of Shawnee County, Kansas

Honorable Franklin R. Theis  
Honorable Robert J. Fleming  
Honorable Jack L. Burr

District Court Case No. 2010-CV-1569

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**STATE'S APPENDIX VOL. II**

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Oral Argument: 15 minutes

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**Minutes for SB142 - Committee on Senate Select Committee on Education Finance**

**Short Title**  
Appropriations for the department of education for FY 2020 and FY 2021 in response to litigation, increasing BASE aid for certain school years.

**Minutes Content for Wed, Mar 6, 2019**

Chairperson Baumgardner called the meeting to order.

Chairperson Baumgardner asked for a motion to accept committee minutes from January 16, February 6, and February 12. *Motion to accept minutes by Senator Kerschen, seconded by Vice-Chairperson Denning. No discussion. Motion passed.*

Chairperson Baumgardner opened the hearing on **SB 142**. She noted the bill contains the appropriations for the Kansas State Department of Education (KSDE) for fiscal year (FY) 2020 and FY 2021, in response to litigation, increasing BASE aid for certain school years.

Chairperson Baumgardner stated the Office of Revisor of Statutes would provide clarifying comments, the Kansas Legislative Research Department (KLRD) would provide background information, and Dale Dennis, Deputy Commissioner, KSDE, will briefly speak. She noted after these speakers the committee would hear oral testimony for **SB 142**.

Nick Myers, Assistant Revisor, Office of Revisor of Statutes, presented a brief overview in two specific areas. The first overview detailed the *Gannon VI* decision on what the Legislature's task is, the other overview reviewed **SB 142** and the difference between this bill and **SB 44**. Chairperson Baumgardner clarified that there has been no language change from **SB 44** to **SB 142** with regard to BASE aid.

Senator Kerschen asked what the dollar amount would be if you put **SB 44** and **SB 142** together. Mr. Myers responded KLRD would discuss this next.

John Hess, Fiscal Analyst, KLRD, provided the Governor's recommendation for K-12 school finance as proposed by *Gannon VI*. (Attachment 1) Mr. Hess noted this document was also provided and discussed at the February 8 meeting of the Select Committee on Education Finance for the **SB 44** hearing. Mr. Hess went over in detail each column of the handout and stood for questions.

Vice-chairperson Denning asked if **SB 142** is adding \$92.7 million in state foundation aid, and how much money was coming in from legislation in 2017. Mr. Hess responded the state foundation aid total was correct, and from the other two bills he believes it is around \$102-105 million scheduled, based on current law. Mr. Hess went over the calculation that shows the amount. Vice-chairperson Denning responded that according to the chart and calculation provided he came up with around \$194.9 million in new money coming in for FY 2020. Discussion ensued on the various bills and money that would come in from them. Vice-chairperson Denning noted that the consensus revenue from November 2018 is bringing in \$194 million in new taxes, so essentially the commitment of funding **SB 142** would use the whole amount of this State General Fund.

Mr. Dale Dennis, Deputy Commissioner, KSDE, came to the podium to answer questions.

Chairperson Baumgardner asked Mr. Dennis to address what has been referred to as a drafting error, and how the Kansas State Board of Education (KSBE) came up with their funding recommendation, and if KSBE communicated with outside groups on their recommendations. Mr. Dennis responded that the KSBE added just over \$90 million per year and KSBE went over the different calculations. He noted that the KSBE was asked if they would like to go back and look at their recommendation again and they responded they did not. Mr. Dennis discussed communications that occurred after the July board meeting vote on their recommendation. He noted that inquiries did not change what the KSBE voted on. Chairperson Baumgardner asked Mr. Dennis if he had any communication with Schools For Fair Funding (SFFF). Mr. Dennis responded they had made their recommendations public and held numerous workshops. Vice-chairperson Denning stated he had spoke with the lobbyist for SFFF that morning and they were adamant that they had not much knowledge on how the formula was being addressed to satisfy the Court for the inflation fix. Vice-chairperson Denning asked if this information was included in the KSBE workshops and if SFFF were a part of those workshops. Mr. Dennis responded that the SFFF constituents would have been as there were numerous meetings, a school board conventions, and other opportunities. He stated that this communication included what was reflected in the BASE amount per pupil and was available to the world and a transparent calculation.

Mark Tallman, Kansas Association of School Board (KASB), provided proponent testimony. (Attachment 2) Mr. Tallman stated he would be brief as their position is the same as when they testified for **SB 44**. Mr. Tallman stated the KASB testimony provides charts to help show that this money is needed. He noted that KASB put together a follow-up with responses from the February 6, 2019 hearing in the Select Committee on Education Finance. (Attachment 3)

Mark Desetti, Kansas National Education Association (KNEA), provided neutral testimony. (Attachment 4) Mr. Desetti discussed the reasons KNEA is neutral and highlighted two items that they wish the Legislature to accomplish. These two items discussed the finance formula and a fix to the inflation rate.

Mike O'Neal, Kansas Policy Institute (KPI), provided opponent testimony. (Attachment 5) Mr. O'Neal discussed KPI's desire to end the litigation, however he discussed and provided detailed information that KPI believes shows a strong case for the Court to stay out of funding schools under the separation of powers doctrine.

Chairperson Baumgardner noted the Committee received written testimony. She noted that this included the amended testimony from SFFF who represents the plaintiffs in the *Gannon* case.

Bill Brady, representative for School For Fair Funding (SFFF), provided amended written-only testimony that changes the plaintiff's position and testimony from the February 5 meeting from a proponent of the bill to an opponent. (Attachment 6)

Judith Deedy, Executive Director, Game On for Kansas Schools, provided proponent written testimony. (Attachment 7)

Monica Crow, President, Kansas Parent Teacher Association, provided written proponent testimony. (Attachment 8)

Brandi Fisher, Executive Director, MainStream Coalition, provided written proponent testimony. (Attachment 9)

One United Voice, a coalition of five Shawnee County school districts, provided written proponent testimony that includes an attached brochure. (Attachment 10) (Attachment 11)

Chairperson Baumgardner asked Mr. Desetti why his group was a proponent for **SB 44**, but neutral on **SB 142**. Mr. Desetti responded he merely the bill, and he was unaware of what the KSBE had recommended in July. Vice-chairperson Denning commented that the Revisor and Research staff had determined that 100.0 percent of money that is produced from tax incremental growth would go to satisfying the litigation. He asked Mr. Desetti if he thought the SFFF inflation is the correct calculation. Mr. Desetti responded that their interpretation of the Court ruling is that it is in alignment with what SFFF has said. Vice-chairperson Denning stated that if the Kansas Supreme Court rules that the SFFF calculation on inflation is correct it will result in 105.0 percent of all taxes that Kansas can produce. Vice-chairperson Denning asked Mr. Desetti if the Supreme Court agrees with the KSBE position, would his organization support that position. Mr. Desetti responded if the Supreme Court agrees they would be delighted.

Senator Pettay asked if a representative from One United Voice could come to the podium for questions. Jennifer Crow, representative for USD 501 Topeka Public Schools, approached to address any questions. Senator Pettay discussed funding and the specifics of what it is used for. She asked Ms. Crow if the school districts use specific definitions such as what is included in classroom instruction. Ms. Crow stated she was unsure, but discussed what they used funding for in the past such as teacher salaries. Senator Pettay asked if USD 501 considered buildings, maintenance, and utilities as classroom instruction. Ms. Crow responded that they did.

Senator Kerschen asked Mr. Tallman if the State makes these payments for future years and come up short at some point, would KASB support closing schools. Mr. Tallman responded that KASB votes on all positions and noted that his membership supports adequate funding as is in the bill.

Senator Pettay asked Mr. Tallman for more details on his statement regarding the level of funding not being at the level for his grandchildren as it was for his children. Mr. Tallman clarified his remarks.

Chairperson Baumgardner closed the hearing on **SB 142** at 2:27pm.

*Senator McGinn motioned to work SB 142. Senator Goddard seconded the motion. Motioned passed.*

The Committee asked clarifying questions before proceeding.

*Senator Goddard motioned to pass SB 142 out of Committee. Vice-chairperson Denning seconded the motion. Motion passed.*

Chairperson Baumgardner adjourned the meeting at 2:31 pm.

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**Governor's Recommendation for K-12 School Finance**  
**Proposed Gannon VI Remedy**  
(Dollars in Thousands)

	FY 2019		Change from		FY 2020		Gov. Rec. Change from		FY 2021	
	Current Law Estimate	Gov. Rec.	Current Law	Current Law	Gov. Rec. Estimate	Gov. Rec. Current Law	Current Law Estimate	Gov. Rec. Current Law	Current Law Estimate	Gov. Rec. Current Law
<b>BASE</b>	4,165	4,165	-	4,302	4,436	134	271	4,439	4,569	130
<b>Est. Weighted FTE Enrollment</b>	692,000	692,000		694,330	694,330			696,666	696,666	
<b>State Foundation Aid</b>										
State General Fund	2,109,651	2,109,651	-	2,180,116	2,317,775	137,659	208,123	2,260,701	2,395,360	134,659
20 Mills	678,357	678,357	-	711,953	711,953	-	33,597	738,735	738,735	-
SDFF	56,000	56,000	-	56,000	56,000	-	-	56,000	56,000	-
MPF	9,233	9,233	-	11,100	11,100	-	1,867	10,326	10,326	(774)
State Highway Fund	45,000	45,000	-	45,000	-	(45,000)	(45,000)	45,000	-	(45,000)
<b>Total--SFA</b>	<b>2,898,241</b>	<b>2,898,241</b>	<b>-</b>	<b>3,004,169</b>	<b>3,096,828</b>	<b>92,659</b>	<b>198,587</b>	<b>3,110,762</b>	<b>3,200,421</b>	<b>89,659</b>

	FY 2022		Gov. Rec. Change from		FY 2023		Gov. Rec. Change from		FY19-FY23 Change	
	Current Law Estimate	Gov. Rec. Estimate	Current Law	Current Law	Gov. Rec. Estimate	Gov. Rec. Current Law	Current Law Estimate	Gov. Rec. Current Law	Current Law Estimate	Gov. Rec. Current Law
<b>BASE</b>	4,576	4,706	130	4,713	4,846	133	140	548	681	
<b>Est. Weighted FTE Enrollment</b>	699,007	699,007		700,755	700,755					
<b>State Foundation Aid</b>										
State General Fund	2,342,348	2,478,219	135,871	2,421,727	2,560,927	139,200	82,709	312,076	451,276	
20 Mills	764,348	764,348	-	788,968	788,968	-	24,621	110,611	110,611	
SDFF	56,000	56,000	-	56,000	56,000	-	-	-	-	
MPF	10,326	10,326	-	10,326	10,326	-	-	1,093	1,093	
State Highway Fund	45,000	-	(45,000)	45,000	-	(45,000)	-	-	(45,000)	
<b>Total--SFA</b>	<b>3,218,021</b>	<b>3,308,892</b>	<b>90,871</b>	<b>3,322,021</b>	<b>3,416,222</b>	<b>94,200</b>	<b>107,330</b>	<b>423,780</b>	<b>517,980</b>	



Oral Testimony as Proponent before the  
**Senate Select Committee on Education Finance**  
on  
**SB 142 – Appropriations for the department of education for FY 2020 and FY 2021 in response to  
litigation; increasing BASE aid for certain school years**  
by  
**Mark Tallman, Associate Director for Advocacy**  
**Kansas Association of School Boards**  
**March 6, 2019**

Madam Chairwoman, Members of the Committee:

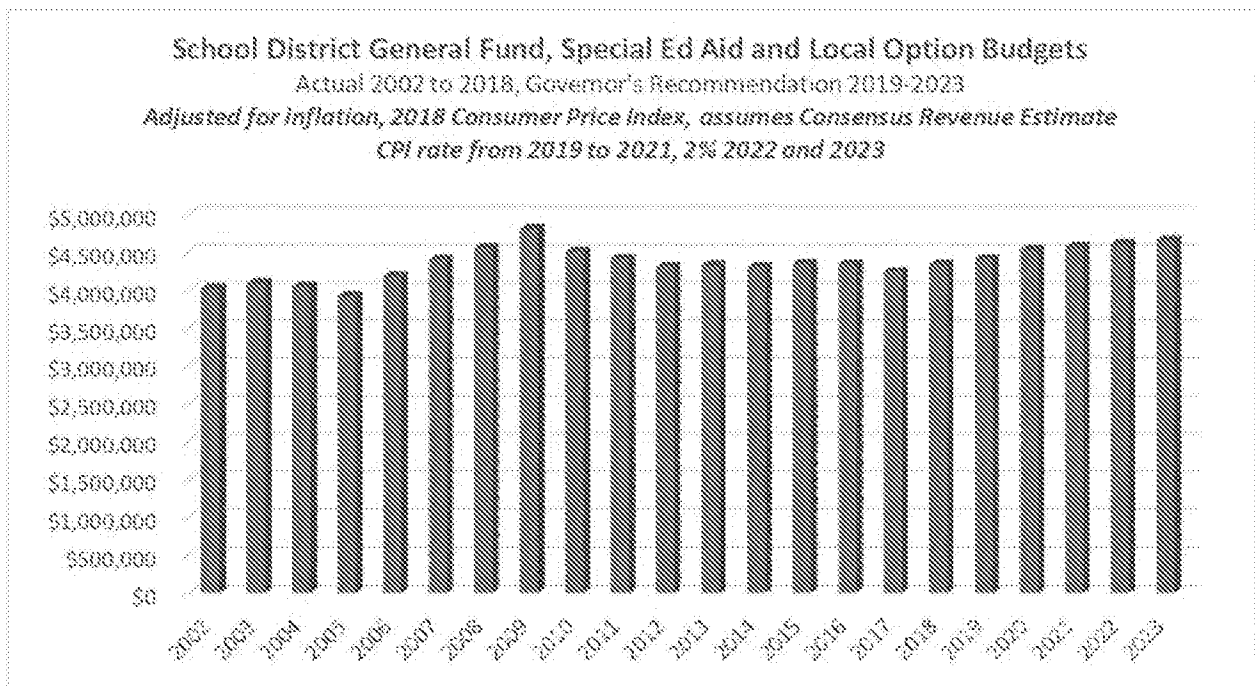
The Kansas Association of School Boards supports **SB 142** for the same reasons we supported SB 44 before this committee: because we believe it offers a real chance to finally resolve the current school finance litigation and to restore Kansas school funding to levels necessary for more students to be successful in K-12, in postsecondary education and the workforce, and help Kansas compete with other states. We believe addressing this final step should be the top priority of the 2019 Legislature.

**1. Helps settle the *Gannon* school finance case by restoring funding to constitutional levels.**

As we understand it, the primary difference from **SB 44** is that **SB 142** only contains the BASE increases from 2020 to 2023 proposed by the State Board of Education and recommended by the Governor to provide the inflation adjustment required by the Kansas Supreme Court, and appropriations to fund that base amount and associated KPERs increases for Fiscal Years 2020 and 2021 only. It does not appear to include the additional \$7.5 million per year special education increases contained in the state's five year and recommended by the Governor for 2020 and 2021.

It is important to stress that the Legislature's response to the Court has been to restore funding to approximately the level of 2009, the last point at which there is agreement that funding was constitutionally adequate. In other words, increased state funding over approximately \$1 billion dollars is simply the amount required to reach the same level as 10 years ago, after adjusting for inflation. (The Consumer Price Index is expected to increase nearly 30 percent between 2009 and 2023, which means \$3.5 billion in 2009 equals about \$4.5 billion in 2023.) Funding recommended by the State Board and Governor gets close to that amount, depending on actual inflation.

The chart below shows total funding for base state aid, special education state aid and local option budgets, estimated for 2019 through 2023, adjusted for inflation.



Note these are total dollars. They do not take into account increased enrollment and the growing number of high-needs, more expensive students, such as low income and students with disabilities.

That is why we believe the State Board proposal is an appropriate, but modest and minimal, plan to restore funding to 2009 levels, which the state, the plaintiffs and the court have agreed to be a constitutional benchmark.

**2. Helps restore Kansas school funding compared to other states.**

Not only did Kansas base aid, special education aid and local option budgets fall behind inflation since 2009, Kansas has fallen significantly behind other states in *total funding per pupil*. Since 2008, the beginning of the Great Recession, Kansas has slipped from 24<sup>th</sup> in total per pupil funding from all sources to 30<sup>th</sup> in 2016.

Moreover, Kansas fell significantly behind the highest-performing states on 15 measures of student achievement, as well as those neighboring and Plains region states that do best on those same outcomes (Nebraska, Iowa, Missouri, North Dakota and Minnesota).

Assuming all states will increase funding by 2.5 percent from 2016 to 2021 (slightly more than projected inflation) and using KASB estimates of *total* school funding in Kansas under the Governor’s plan – including KPERs, bond and interest and capital outlay costs, and federal and other local aid – Kansas would move back about to the 2009 average for all states and high-performing regional states, but still be slightly lower.

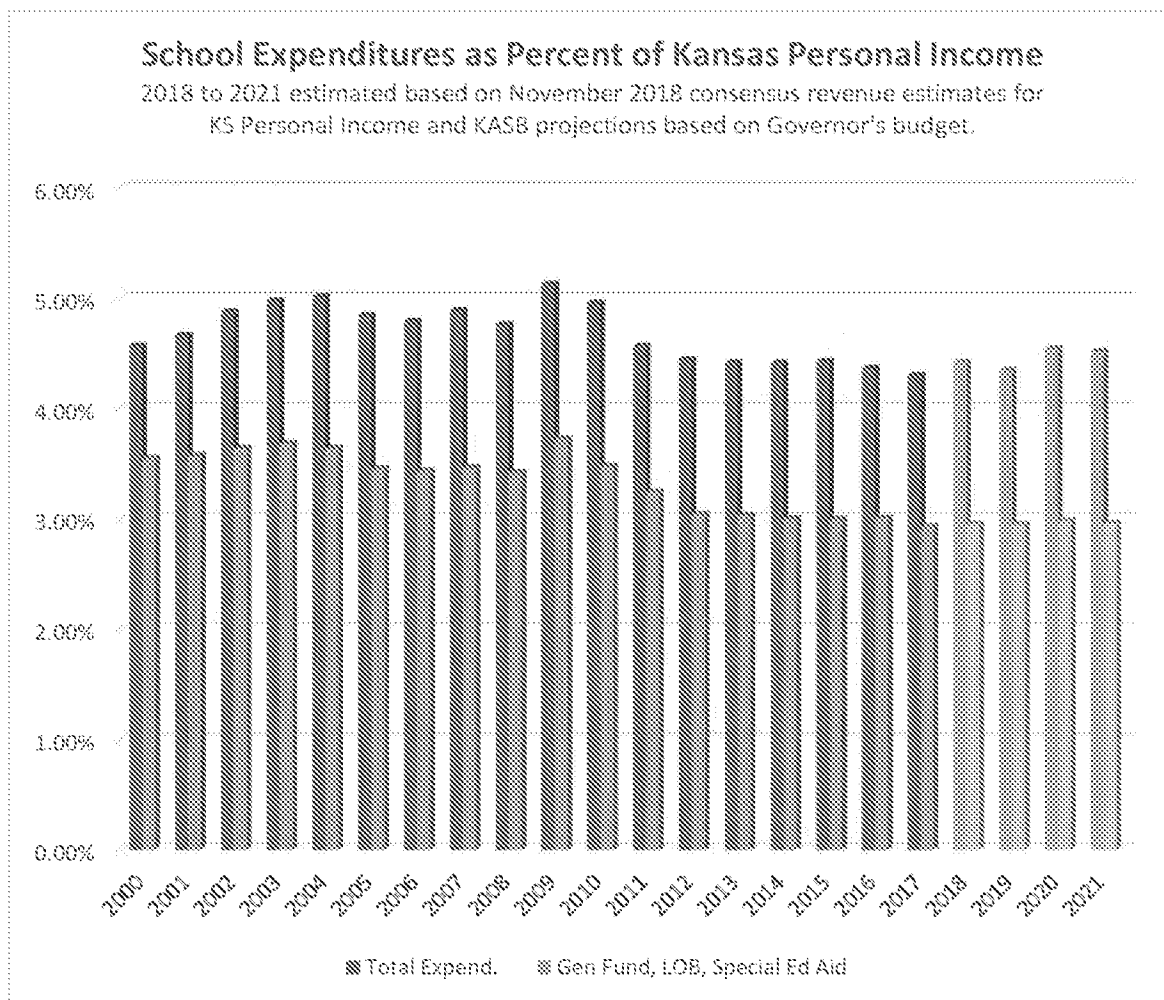
Comparing Kansas to other states is important because Kansas competes in terms of teacher salaries and programs offered to help students be successful. The seventh “Rose Capacity” adopted by the Kansas Supreme Court as a test of suitable funding and the Legislature as an education goal concerns preparing Kansas students to compete with other states academically and in the job market.

**3. School funding would remain low compared to total state personal income.**

As the chart below shows, using the Consensus Revenue Estimate projections for Kansas personal income growth from 2019 to 2021, both total school district expenditures and school district general fund, special

education state aid and local option budgets will still be a lower share of Kansas personal income than any year from 2002 to 2011.

This means Kansans are investing a lower share of their income on K-12 funding as educational needs continue to rise.



**4. School districts will use additional funding to increase student success.**

As we saw last year when school districts received the first significant increase in state aid in almost a decade, funding the current school finance plan and inflation will allow the following:

- Improving salaries to be more competitive, after falling behind other state and other employers.
- Improving programs for students with special challenges due to poverty, disability and other factors, such as early childhood, special education and at-risk programs.
- Strengthening student health and safety.
- Increase student readiness for postsecondary education and the workplace.

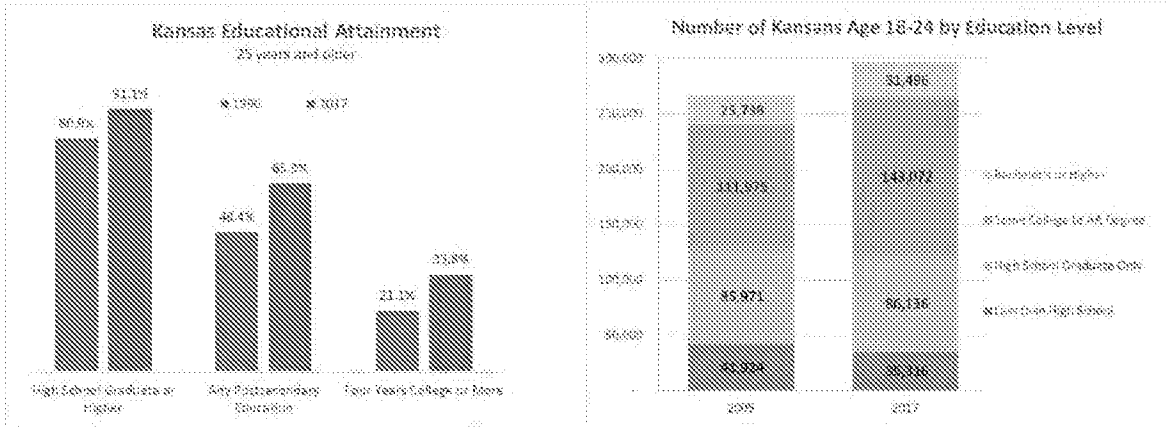
In a follow-up on our testimony on **SB 44** previously shared with the committee, KASB shared extensive data on how districts used additional funding, including a survey with responses from over 100 school districts, with a focus on how additional funding was used to address lower achieving student groups and promote more successful students.



**5. We know increased funding improves education, and we know why.**

We know increased funding improves student outcomes from five sources.

- State and U.S. history: most years schools received “real” increases (more than inflation) and education levels have risen to an all-time high.



- Much additional funding has been targeted at higher achievement: special education, early childhood, at-risk, alternative schools; or social concerns like safety, nutrition and technology.
- Three Kansas Legislative cost studies based on higher outcomes, as well as national studies.
- Comparison with other states.
- Cost of proven programs that could be expanded, such as early childhood programs, Jobs for America’s Graduates-Kansas (JAG-K) and the Reading Roadmap.

We also know why increased funding matters.

- Society expects more: higher graduation rates, more students successful in college and the workforce, more services, solving social issues.
- Achievement isn’t random: students with issues OUTSIDE the school’s control (such as poverty, disability and mental illness) have lower achievement.
- Overcoming those challenges usually takes more resources to make up for resources those students lack, or at minimum re-training staff.
- The biggest part of school budgets, employment costs (75 percent of spending) and construction costs (about 13 percent of spending), usually rise faster than inflation.

**SB 142** could be the final step in resolving the current school finance lawsuit by restoring constitutionally suitable funding and help students achieve the Rose capacities, specifically the final two:

- Sufficient training or preparation for advanced training in either academic or vocational fields so as to enable each child to choose and pursue life work intelligently; and
- Sufficient levels of academic or vocational skills to enable public school students to compete favorably with their counterparts in surrounding states, in academics or in the job market."

Thank you.





Response to questions from:

**Senate Committee on Education**

on

**SB 44 – Appropriations for the department of education for FY 2019, 2020 and 2021; increasing BASE aid for certain school years; continuing 20 mill statewide levy for schools and exempting certain portion of property used for residential purposes from such levy.**

by

**Mark Tallman, Associate Director for Advocacy**

**Kansas Association of School Boards**

**February 25, 2019 (Revised)**

Madam Chair, Members of the Committee:

Following our testimony on **SB 44**, you asked us to respond to several questions. The questions and answers are below followed by more detailed information.

**First, you asked us to comment on the recent Legislative Post Audit study of special education regarding staff ratios and the challenges of filling special education teacher positions.**

- Special education has long been one of, if not the most, significant teacher shortage areas. With additional state funding last year and this year, districts added 150 special education teacher positions, reaching the highest number ever. They also added 377 paraprofessional positions, but the total is about 260 lower than the high mark of 2014.
- Districts are likely to struggle to meet appropriate staffing levels as long as there is a general teacher shortage, which school districts believe is closely tied to compensation levels – addressed in the next question.

**Second, you asked about teacher salary increases, and how they compare to salary increases for other employees. Here is what we found:**

- Since 2005, average superintendent and principal salaries have increased slightly more than teacher salaries. However, districts have reduced the number of superintendents and principals and increased the number of teachers, so the total of teacher salaries paid has increased more than administrator salaries. (Item 1, page 3)

- Until the last two years, Kansas teacher salaries have not kept up with inflation since 2009 and have been falling behind other states in the nation and region, as well as other salaries with similar educational requirements. (Item 2, page 4, item 3, page 5.)
- Whether looking at the past two years or going back to 1999, the largest growth in school staff has been instructional personnel, student support service and other positions provide direct help for students and teachers. The least growth has been in central administrative positions. (Item 4, page 4, item 5, page 6)
- Compared to most other states, Kansas has a higher number of teachers and other instructional staff per 1,000 students, and fewer administrative positions. The top performing states have more staff positions per student in all areas. (Item 6, page 7)

**Third, you asked for information from our members on how districts are using additional funding, especially to help lower achieving students that are the focus of the Kansas Supreme Court in the *Gannon* case.**

- KASB reviewed budget documents showing changes in expenditures from 2017 to 2018, the first year of additional funding. Actual expenditures for 2019 are not yet available. We found that most of the additional funding to instruction and other “functions” directly benefiting students; went to salaries and benefits (in part because of a substantial increase in KPERS funding) and was used for targeted programs like at-risk, special education, bilingual and vocational programs. (Item 7, page 8-9)
- With assistance from United School Administrators, we also surveyed our members on how they used additional funding, with a special focus on programs to assist at-risk, special education, preschool and college and career preparation programs. The results of that survey so far are attached. (Page 10)

Please let us know if you have any additional questions.

1. Since 2005, average superintendent and principal salaries have increased slightly more than teacher salaries. However, districts have reduced the number of superintendents and principals and increased the number of teachers, so the of total teacher salaries paid has increased by a higher percentage than administrator salaries.

For this information, KASB initially reviewed KSDE reports for superintendent, principal and teacher salaries to see how average salaries changed over time. From this information, it appears that teacher salaries had risen more than administrator groups.

However, it was pointed that these annual tables (page 4 below) have actual teacher salaries through 2018, but only “contracted” data for superintendents and principals. Specific annual reports for these groups in KSDE’s Data Central show actual 2018 salary data for principals and superintendents and contacted data for 2019, however some districts have not reported principal information.

Based on this information, between 2005 and 2018, average Kansas superintendent salaries increased 1.5 percent more than teachers, and principal salary 1.8 percent more.

Average Salaries	2005	2018	Change 2005 to 2008
Superintendents	\$88,503	\$116,916	32.1%
Principals	\$71,465	\$94,640	32.4%
Teachers	\$44,421	\$58,027	30.6%
<b>Full Time Equivalent Staff Positions</b>			
All Other Teachers	25,743.0	26,094.6	1.4%
Kindergarden Teachers	1,325.7	1,897.6	43.1%
CTE Teachers	1,144.4	1,553.3	35.7%
Pre-K Teachers	380.4	606.2	59.4%
Reading Specialists/Teachers	688.5	629.9	-8.5%
Special Education Teachers	3,542.6	3,977.2	12.3%
Total Teachers	32,824.6	34,758.8	5.9%
Superintendents	268.7	252.0	-6.2%
Principals	1,225.6	1,199.6	-2.1%
<b>Total Salaries (Average salary times FTE Positions)</b>			
Teacher Salaries	\$1,458,101,557	\$2,016,948,888	38.3%
Superintendent Salaries	\$23,780,756	\$29,462,832	23.9%
Principals Salary	\$87,587,504	\$113,530,144	29.6%

During this same period, school boards increased full-time equivalent teaching positions by 5.9 percent, while reducing superintendents by 6.2 percent and principals by 2.1 percent. (All 286 school districts have a superintendent, but the FTE number is reduced by sharing positions between districts and sharing other duties such as school principal.)

Multiplying the average salary for each group by the FTE number in group produces an estimated total of salaries paid, which increased approximately 38 percent for teachers, 24 percent of superintendents and 30 percent for principals.

For 2019, only “contracted” salaries are available, which are subject to change. It appears average teacher salary will increase 2.84 percent and superintendent salary 2.88 percent. Principal salaries are more difficult to compute because not all districts have reported.

### Average Superintendent Salary

School Year	Average Superintendent Salary (with supplemental and fringe benefits)	Percentage Change
2000-2001	\$ 78,662	2.03
2001-2002	\$ 81,730	3.90
2002-2003	\$ 83,920	2.68
2003-2004	\$ 85,942	2.41
2004-2005	\$ 88,503	2.98
2005-2006	\$ 90,393	1.91
2006-2007	\$ 95,544	5.69
2007-2008	\$ 98,313	2.76
2008-2009	\$ 103,258	5.03
2009-2010	\$ 105,699	2.36
2010-2011	\$ 104,966	-0.69
2011-2012	\$ 107,789	2.69
2012-2013	\$ 110,267	2.30
2013-2014	\$ 109,534	-0.65
2014-2015	\$ 110,418	0.79
2015-2016	\$ 111,191	0.70
2016-2017	\$ 113,245	1.85
*2017-2018	\$ 111,665	-1.40

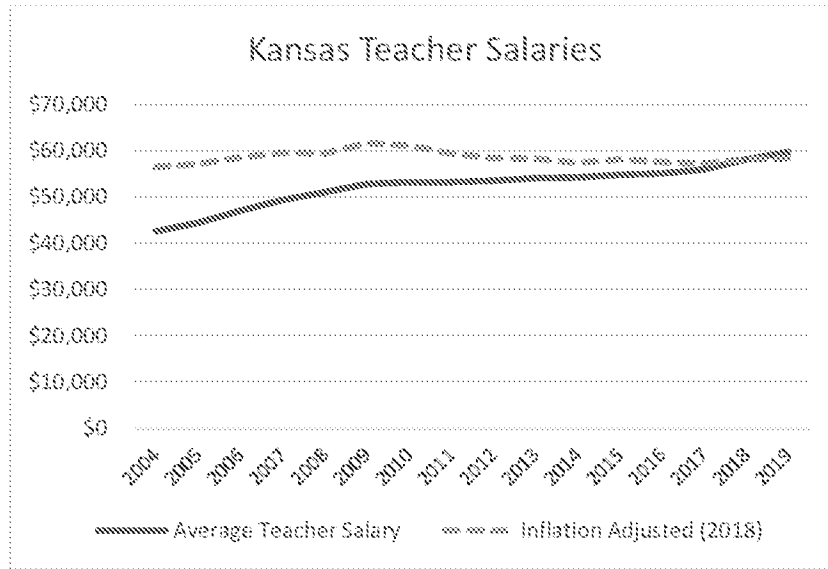
### Table I: State Average Principals' Salary

School Year	Average Salary	Average Fringe Benefits	Average Salary (with fringe benefits)	Percentage increase (salary with fringe benefits)
2001-2002	62,763	2,903	65,748	3.80
2002-2003	64,869	3,455	67,724	3.30
2003-2004	65,966	3,898	69,864	2.88
2004-2005	67,464	4,161	71,645	2.55
2005-2006	70,339	4,333	74,775	4.37
2006-2007	73,251	4,575	77,827	4.22
2007-2008	76,120	4,763	80,882	3.79
2008-2009	78,510	5,256	83,767	3.57
2009-2010	79,173	5,533	84,705	1.12
2010-2011	79,202	5,909	85,192	0.57
2011-2012	79,546	6,173	85,716	0.61
2012-2013	80,948	6,299	87,147	1.67
2013-2014	81,979	6,407	88,487	1.45
2014-2015	83,837	6,437	90,274	2.11
2015-2016	83,943	6,589	90,532	0.29
2016-2017	87,111	6,130	93,241	3.15
*2017-2018	86,325	6,414	92,739	-0.54

### Table I: State Average Classroom Teachers' Salary

School Year	Average Salary for Classroom Teachers	Average Extra Pay (Supplemental & Summer School Salaries)	Average Fringe Benefits	Total Average Salary (including salary + Supplemental & Summer School Salaries + Fringe Benefits)	Percentage Increase from prior year
2004-2005	39,351	1,924	3,146	44,421	2.20
2005-2006	41,467	2,123	3,462	47,050	5.92
2006-2007	43,318	2,260	3,674	49,252	4.68
2007-2008	44,795	2,310	3,864	50,969	3.48
2008-2009	46,234	2,312	4,166	52,712	3.42
2009-2010	46,660	2,119	4,331	53,198	0.90
2010-2011	46,585	2,086	4,374	53,247	0.11
2011-2012	46,472	2,175	4,884	53,451	0.38
2012-2013	47,002	2,184	4,923	54,307	1.23
2013-2014	47,039	2,159	5,056	54,233	0.23
2014-2015	47,608	2,265	4,976	54,850	1.13
2015-2016	47,834	2,222	5,064	55,120	0.49
2016-2017	48,335	2,269	5,327	55,931	1.47
2017-2018	49,737	2,739	5,943	58,427	3.75
*2018-2019	51,160	2,305	6,222	59,676	2.84

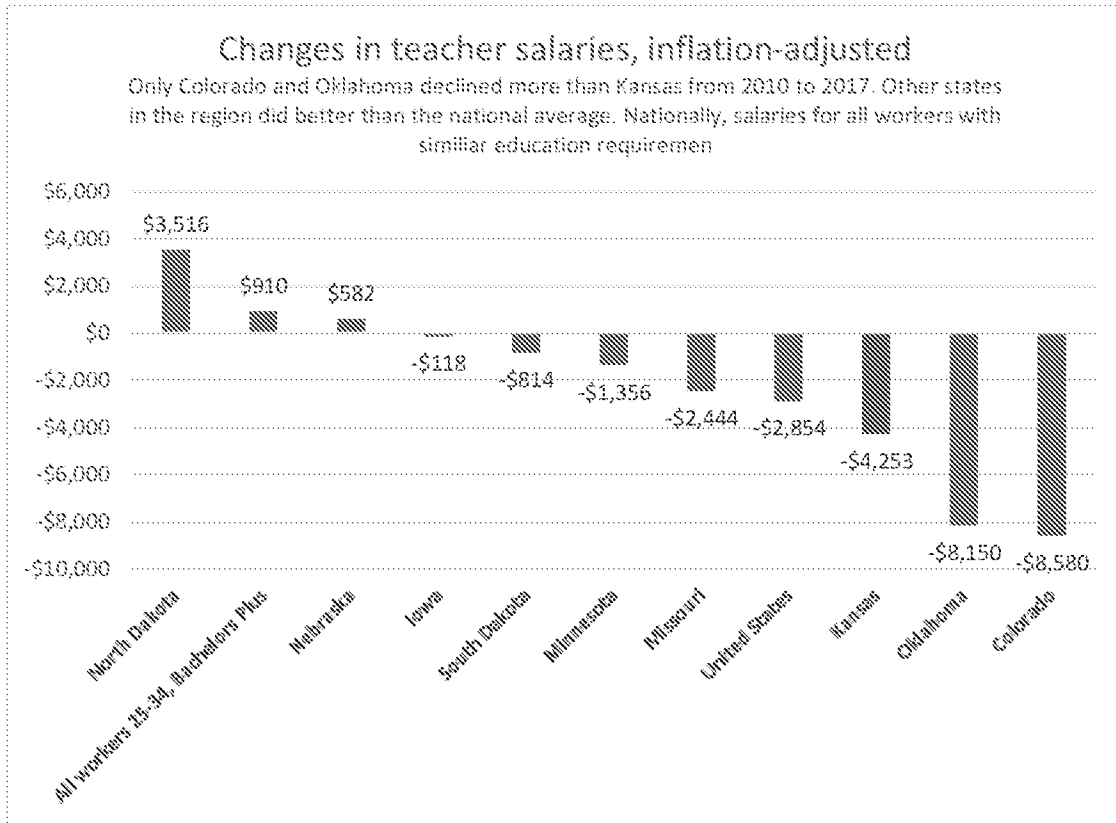
2. Until the last two years, Kansas average teachers' salaries were falling behind inflation since 2009.



Average teacher salaries reported by KSDE and adjusted for inflation using the 2018 Consumer Price Index and Consensus Revenue Estimate for CPI in 2019 (2.2%).

	Average Teacher Salary	Inflation Adjusted (2018)
2004	\$42,558	\$56,481
2005	\$44,421	\$57,022
2006	\$47,050	\$58,509
2007	\$49,252	\$59,551
2008	\$50,969	\$59,349
2009	\$52,712	\$61,597
2010	\$53,188	\$61,150
2011	\$53,247	\$59,345
2012	\$53,451	\$58,365
2013	\$54,107	\$58,228
2014	\$54,233	\$57,441
2015	\$54,850	\$58,021
2016	\$55,120	\$57,577
2017	\$55,931	\$57,209
2018	\$58,027	\$58,027
2019	\$59,676	\$58,372

**3. Kansas has also fallen behind many states and average employee pay.**



**4. Most new positions were instructors and student support personal.**

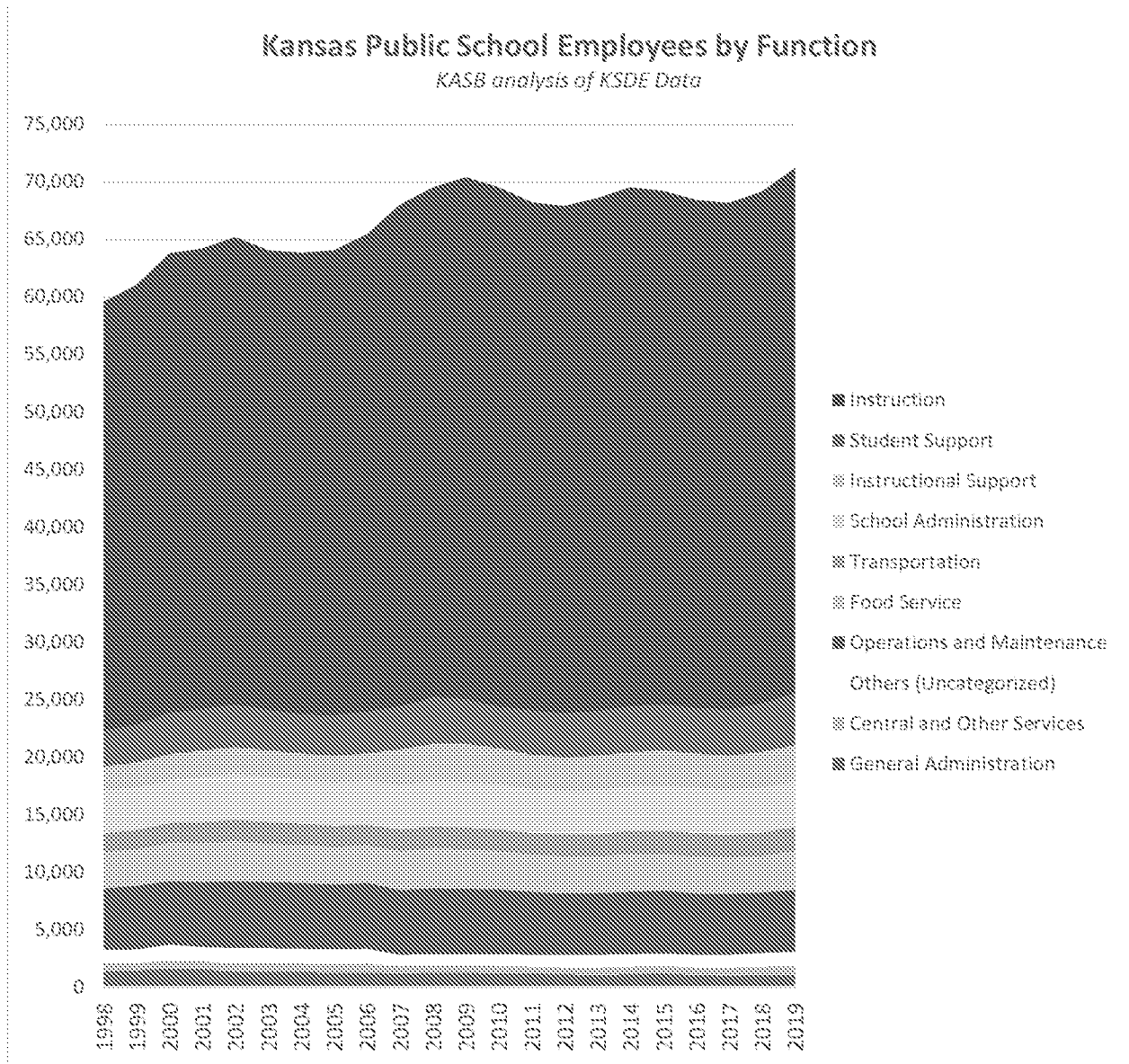
Over two years, districts have added over 3,000 positions. Almost 75 percent were for instruction, direct student support and instructional support. Another 6.8 percent uncategorized likely include instructional coaches, Multi-Tiered Systems of Support (MTSS) aid, and other positions supporting students.

New USD Positions Added, 2017 to 2019		
	Staff	Percent of Total
Instruction	1,533.6	50.6%
Student Support	556.6	18.4%
Others (Uncategorized)	204.9	6.8%
Food Service	163.9	5.4%
Transportation	155.3	5.1%
Instructional Support	144.2	4.8%
School Administration	104.1	3.4%
Operations and Maintenance	97.0	3.2%
Central and Other Services	63.3	2.1%
General Administration	10.3	0.3%
<b>Grand Total</b>	<b>3,032.2</b>	



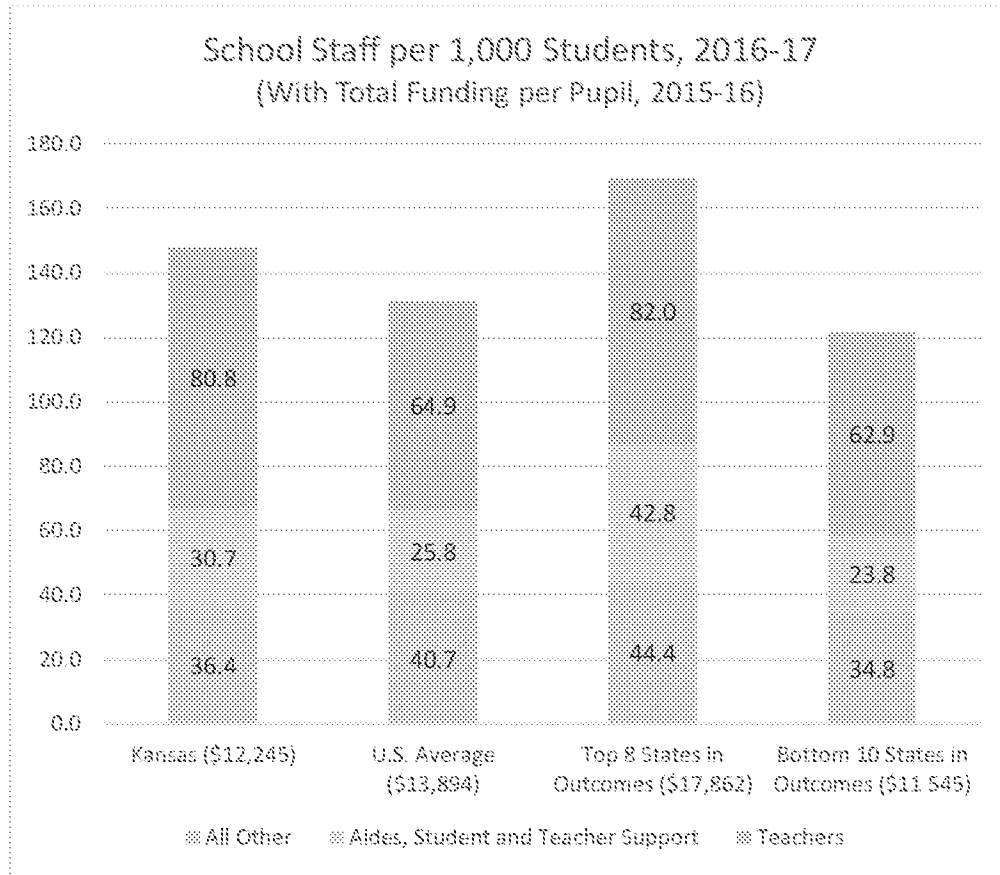
**5. Most school employment growth for the past two decades has been teachers and other instructors, student support and teacher support.**

Since 1998, virtually all growth in school employees has been for instruction, student support and instructional support. (Instruction includes teacher aides and paraprofessional, who are sometimes hired when regular teachers are not available, especially in special education.)



**6. Kansas has a higher number of teachers, student support staff and fewer all other staff per 1,000 students than the U.S. average, and is especially high in teaching staff.**

The states with higher student outcomes have more staff in all areas than the U.S. average; the lowest performing states have fewer.

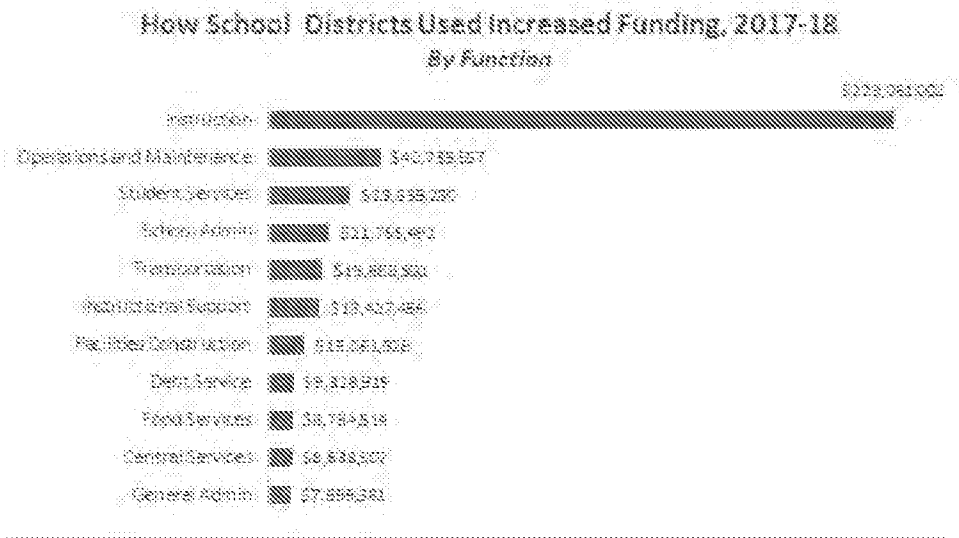


Details: The highest performing neighboring and Plains states (Nebraska, Iowa, Missouri, Minnesota and North Dakota) have more staff per student than the lowest performing (Colorado, Oklahoma, South Dakota).

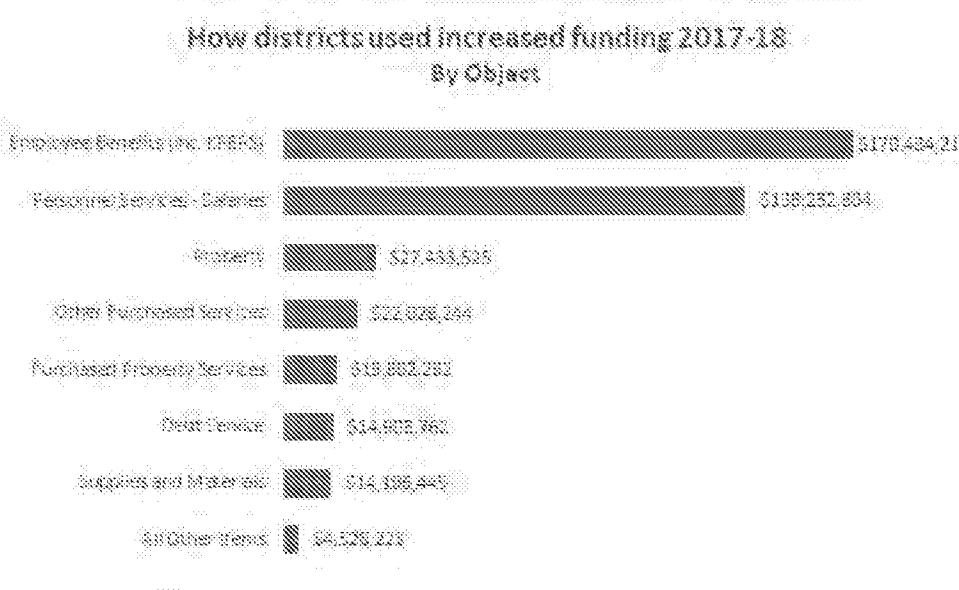
Staff per 1,000 students, 2016-17	Kansas	U.S. Average	Top 8 States in Outcomes	Bottom 10 States in Outcomes	Top Bordering/Plains States in Outcomes	Lowest Bordering/Plains States in Outcomes
<b>Total Staff</b>	<b>147.9</b>	<b>131.4</b>	<b>169.1</b>	<b>121.5</b>	<b>149.7</b>	<b>133.5</b>
<i>District Staff:</i>						
Officials and Administrators	1.0	1.4	3.0	1.3	2.8	2.6
Administrative staff support	2.7	3.9	3.8	3.2	4.3	4.2
Instructional Coordinators	2.8	1.8	3.1	0.9	2.2	1.9
<i>School Staff</i>						
Principals and Assistant Principals	3.8	3.7	4.2	3.7	3.6	3.5
Teachers	80.8	64.9	82.0	62.9	74.8	64.6
Instructional Aides	18.3	15.7	30.1	15.0	21.5	18.1
Guidance Counselors	2.2	2.2	3.2	2.2	2.6	2.6
Librarians	1.3	0.9	1.5	1.0	1.3	1.0
Student Support Staff	8.9	7.0	8.0	5.6	8.8	7.5
Other support services	21.4	24.1	23.6	20.0	22.9	21.4
All Other	5.5	5.7	6.8	5.8	4.9	6.2
<b>Total Revenue Per Pupil (2015-16)</b>	<b>\$12,245</b>	<b>\$13,894</b>	<b>\$17,826</b>	<b>\$11,545</b>	<b>\$13,758</b>	<b>\$10,444</b>

**7. Most new funding went to teaching, student services, and teacher support.**

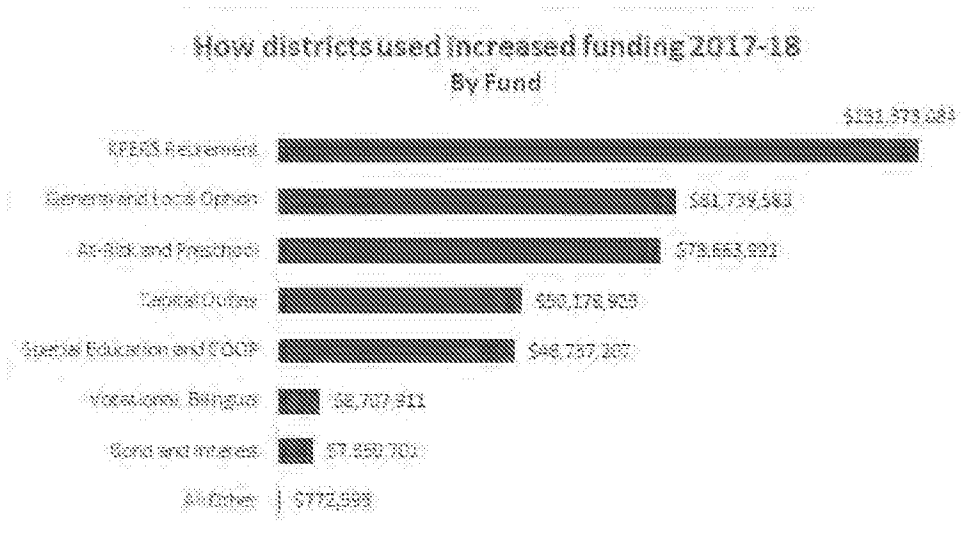
Out of \$407 million total increased funding from 2017 to 2018, almost 75% went to instruction (teachers, aides, paras, classroom supplies), student support (counselors, nurses, social workers), instructional support (libraries, technology support, assistance for teacher) and school administration (principals, office staff). Less than five percent went to central services and general administration. Operations and maintenance increased due to higher capital outlay revenues.



The biggest increase by objective was employee benefits because the Legislature also raised KPERs contributions in addition to more general state aid, and increased health insurance benefits. Next highest area was salaries.



The largest increase by “fund” was KPERS retirement, because of Legislative action to raise the KPERS contribution. Targeted finding for at-risk, preschool, special education, bilingual and vocation programs increased by \$135 million, compared to \$82 million in other general fund and Local Option Budget funding.



The following report has been prepared from school district responses on how they are using additional funding approved by the Legislature. Yellow highlights indicate responses that are specifically targeted at low-performing, at-risk students, special education, bilingual and vocational programs, student health and safety, and programs to improve graduation and preparation for college and careers. It should be stressed that other funding, such as salary increases, support the educational program for all students, including those with special needs.

<b>USD #</b>	<b>USD Name</b>	<b>Response</b>
101	Erie-Galesburg	Used all of our additional funding for teacher salaries only! Classified staff did not receive a raise and no additional funding was spent elsewhere.
106	Western Plains	Raised the base salary by \$2000 or 6.25%
107	Rock Hills	<ul style="list-style-type: none"> <li>• approved 13% increase to base salary over three years</li> <li>• reduced class sizes at elementary (K-5)</li> <li>• employed four paraprofessionals for individual and small group MTSS instruction (two at elementary; two at jr/sr high school)</li> <li>• purchased <i>Read Naturally</i> program for reading interventions</li> <li>• doubled the number of curriculum-based field trips to provide learning opportunities outside the classrooms</li> <li>• adopted new science and math curriculum PK-12</li> <li>• retained two full-time counselors and a full-time social worker in district</li> <li>• purchased new technology for students and classrooms</li> </ul> <p>All of these initiatives directly impact student learning. Thank you for supporting public education!</p>
109	Republic County	<p>*Hired Additional Counselor Support</p> <p>*Social-Emotional/Trauma Sensitive Training and investment in human resources.</p> <p>*Hired a district At-Risk Coordinator</p> <p>*Gave fiscal focus to early childhood education</p> <p>*Focused on a significant raise for current teachers to retain teachers and to assist in helping KS increase their average teacher salary when compared nationally.</p> <p>*Safety and Security measures and very important training</p> <p>*Allowed for the district to maintain ever increasing operational costs: ---insurance, utilities, maintenance, etc.</p>
113	Prairie Hills	Because of declining enrollment, did not experience much "new money." Were able to give a very low raise to staff. Did bring back some after school programs for kids at the building level. Also are in year 3 of working with TASN to improve our MTSS process. Throughout this process, looking for and using interventions to help students that are struggling in the areas of Math, Reading, and Behavior.
202	Turner-Kansas City	<p>New funding (and more) went to increase teacher salaries; kids benefit by our ability to retain quality professionals.</p> <p>We purchased MacBooks for high school students and funded an additional social work position at that building.</p> <p>Title funds were used to implement Leveled Literacy Intervention materials at the elementary level, but no general fund dollars were used for this.</p>
203	Piper-Kansas City	<ol style="list-style-type: none"> <li>1. Hired 1 additional Middle School Counselor</li> <li>2. Hired 3 additional aides</li> <li>3. Hired 4.5 additional teachers</li> <li>4. Increased base salary to \$43,600 (highest in the state)</li> <li>5. Added an additional .5 early childhood section</li> </ol>

		<p>6. Increased Tiered 2 and 3 support resources, additional supplemental wages, professional development</p> <p>7. Increased MS+ columns</p> <p>8. Hired a PreK – 5 Instructional Coach</p>
204	<b>Bonner Springs Edwardsville</b>	<ol style="list-style-type: none"> <li>1. Additional Teachers (Most elementary class sizes under 20)</li> <li>2. Text Book Adoptions (Replaced 14-year-old math series and others)</li> <li>3. Teacher Salary</li> <li>4. Classified Salaries (Bus Drivers specifically and Para Professionals--hard to fill in metro)</li> <li>5. Additional School Resource Officer through Wyandotte County</li> </ol>
209	<b>Moscow</b>	<p>With the new BSAPP amount, Moscow did not specifically spend more money on our lowest achieving students. We did give a long overdue pay increase to all staff. Beginning teacher salary is now \$28,908 which is WAY BELOW the state average. Do offer a \$4000 fringe plus housing, but total package is below the state average.</p>
211	<b>Norton</b>	<p>Used the new money to increase salaries for certified and classified staff. Used the increase in at risk funding to add an at risk coordinator at the elementary level.</p>
212	<b>Northern Valley</b>	<p>Despite an increase in funding per student .... for this district, that meant a \$30,000 reduction this year. With change in transportation weighting issue lost close to another \$30,000.</p>
214	<b>Ulysses</b>	<p>Increase was primarily directed to teacher salaries. Have a difficult time hiring fully certified teachers; best we can do is offer them a very competitive salary and good work experience.</p>
220	<b>Ashland</b>	<p>57% Salary Increases Added full-time "Student Support" position (counselor)</p>
225	<b>Fowler</b>	<p>Fowler 225 saw a substantial decrease in funds.</p>
226	<b>Meade</b>	<ul style="list-style-type: none"> <li>• The district increased funding for K-12 At-Risk Budget and 4-Year Old At Risk Budget to provide additional services.</li> <li>• Board added a Social Emotional Character Development Coordinator to work with the most At-Risk students and to address the social and emotional needs of students.</li> <li>• For the first time in 8 years, Meade will put summer school back into program which will specifically address the academic needs of struggling students and develop more projected based learning.</li> <li>• Grade school added a fully Integrated Community Preschool open to all four-year-olds in the district and integrated into current pre-K programs. The goal is to improve kindergarten readiness for all students.</li> <li>• Our high school added a Career Academy to focus on helping all students become more career and college ready.</li> <li>• Able to provide a much-needed increase in salary and benefits not only for teachers, but the entire staff.</li> <li>• Additional funding allowed the district to not depend so much on Capital Outlay funds for maintenance salaries, so these funds could be used for capital purchases that have been delayed in some cases for almost a decade.</li> </ul>
230	<b>Spring Hill</b>	<ol style="list-style-type: none"> <li>1. 35 additional certified positions to help maintain and/or lower-class sizes, and also reach those high-need students directly:</li> </ol>

		<ul style="list-style-type: none"> <li>a) 26 additional certified teachers</li> <li>b) 4 additional building level SPED teachers</li> <li>c) 2 new social worker positions</li> <li>d) 3 additional itinerant SPED positions</li> </ul> <p>2. 5.4% raise for all classified, certified, and administrative positions to help increase retention and lower the high cost of turnover</p>
231	<b>Gardner Edgerton</b>	100% went to staff. Funded other staff raises and positions through other budget restructuring.
233	<b>Olathe</b>	Used additional funds to: <ul style="list-style-type: none"> <li>• Increase teacher salaries</li> <li>• Reduce class size</li> <li>• Add Special Education and English Language Learner staff</li> </ul>
239	<b>North Ottawa County</b>	<ul style="list-style-type: none"> <li>• Hired an additional elementary teacher to keep sections enrollments down.</li> <li>• Offered more students after school and summer school opportunities by providing more staff.</li> <li>• Teachers received 4.5% raise</li> </ul>
240	<b>Twin Valley</b>	<ul style="list-style-type: none"> <li>• Expanded an at-risk secondary position from half-time to full-time.</li> <li>• Added a 0.5 teacher FTE in the Vocational Agriculture area.</li> <li>• Boosted the base salary of teachers by \$1600, which was a 4.2% increase and with the additional positions, a 5.5% total dollars increase to teachers.</li> <li>• A 4.2% increase across the board for all classified and administrative employees.</li> <li>• Added a supplemental position to serve as a CTE coordinator. This position was there, just never paid in the past.</li> <li>• Enhanced general building budgets by anywhere from 5%-16%.</li> <li>• Enhanced CTE instructional budgets by 400%. Part of this was shifting budgeted amounts from the instructional portions of LOB and Gen. fund. This was the reason for only a 5% instructional budget increase at the secondary level.</li> <li>• Other instructional budget areas were enhanced overall. When one considers changes that were made from general fund/LOB to vocational and other increased overall instructional (to include activities) well over 50%.</li> <li>• Purchased ten hotspots that can be checked out to students that do not have internet access at home.</li> </ul>
248	<b>Girard</b>	<ul style="list-style-type: none"> <li>• 65% - Salaries</li> <li>• 45% - At-Risk Programs, Staff</li> </ul>
249	<b>Frontenac</b>	<ul style="list-style-type: none"> <li>• Used money to develop after school tutoring programs for those students who are struggling. Before this was one of the areas that was cut due to budget constraints.</li> <li>• Also added three new teaching positions to better balance student teacher ratio in the junior high school and elementary school.</li> </ul>
257	<b>Iola</b>	Received \$212,056 in new funding; also <u>reduced</u> 2 Teaching positions in the District for a savings of \$97,703 This allowed the District to use this combined total (\$309,756) to enhance Teacher & Classified Salaries.

		<p>1) Added \$1,500 on the Base Teacher Salary (now \$36,640). This was a 4.3% raise. This is still behind the average in our area (and \$5,500 behind a neighboring District)</p> <p>2) Added \$0.40 to Classified Salaries (3.0% raise)</p> <p>3) Administration Salaries received a 3.0% raise.</p> <p>3) Did not add any Instructional Positions.</p> <p>*District has many At-Risk programs to assist lowest achieving students--but the increase in funding from the State was directed overwhelming to Salaries for the 2018-2019 school year.</p>																																	
<b>258</b>	<b>Humboldt</b>	Hired 2 teachers to reduce class sizes as well as putting additional monies in K-12 at-risk for resources.																																	
<b>262</b>	<b>Valley Center</b>	<ul style="list-style-type: none"> <li>Last year focused on adding teacher for class size issues.</li> <li>This year, board has approved doubling the number of teachers in the district that will serve as learning support specialists (at-risk interventionist).</li> </ul>																																	
<b>263</b>	<b>Mulvane</b>	<ul style="list-style-type: none"> <li>Restructured and added an Instructional Coach / MTSS Coordinator</li> <li>Added a Social Worker for family resource (often related to low achieving students)</li> <li>Added a Middle School PBIS program (Positive Behavior Intervention) for struggling students with disabilities.</li> </ul>																																	
<b>265</b>	<b>Goddard</b>	<table border="1"> <thead> <tr> <th></th> <th>FY 2018</th> <th>FY 2019</th> </tr> </thead> <tbody> <tr> <td>Teacher Salaries</td> <td>1,042,000</td> <td>604,300</td> </tr> <tr> <td>Classified Salaries</td> <td>425,000</td> <td>305,000</td> </tr> <tr> <td>Administration Salaries: Reflects actual raises and staff changes; FY19 reduction of 1.0</td> <td>117,500</td> <td>25,000</td> </tr> <tr> <td>New Teachers</td> <td>200,000</td> <td>200,000</td> </tr> <tr> <td>New Counselors</td> <td>0</td> <td>100,000</td> </tr> <tr> <td>Increased SPED Costs</td> <td>404,839</td> <td>476,445</td> </tr> <tr> <td>Update Student Technology</td> <td>140,100</td> <td>189,750</td> </tr> <tr> <td>At-Risk</td> <td>314,800</td> <td>59,740</td> </tr> <tr> <td>Other: includes fuel, utilities, property/auto/liability insurance, etc.</td> <td>167,000</td> <td>50,000</td> </tr> <tr> <td></td> <td>2,811,239</td> <td>2,010,235</td> </tr> </tbody> </table>		FY 2018	FY 2019	Teacher Salaries	1,042,000	604,300	Classified Salaries	425,000	305,000	Administration Salaries: Reflects actual raises and staff changes; FY19 reduction of 1.0	117,500	25,000	New Teachers	200,000	200,000	New Counselors	0	100,000	Increased SPED Costs	404,839	476,445	Update Student Technology	140,100	189,750	At-Risk	314,800	59,740	Other: includes fuel, utilities, property/auto/liability insurance, etc.	167,000	50,000		2,811,239	2,010,235
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<b>271</b>	<b>Stockton</b>	<ul style="list-style-type: none"> <li>Much needed raises for all staff</li> <li>Returned our art position from part-time to full time</li> <li>Added a Classroom Aide for grades 4 &amp; 5</li> <li>Additional professional development to support the Mercury 7 re-design effort</li> <li>Replaced a multi-passenger vehicle to replace one the KHP refused to certify</li> </ul>																																	
<b>273</b>	<b>Beloit</b>	<ul style="list-style-type: none"> <li>Added a Social Worker to the Beloit Elementary School.</li> <li>Advertised for a counselor but could not get an applicant for counseling.</li> <li>Added to our Regional Alternative Learning Center Pilot School. (2 teachers, 1 social worker, and 2 paras.)</li> </ul>																																	



		<ul style="list-style-type: none"> <li>Hired another Science Teacher at the High School to split the loads. This teacher is also offering STEM Classes to the high school students not offered until this year.</li> <li>Raised salaries for all faculty and staff at a rate of 3%.</li> </ul>
274	Oakley	<ul style="list-style-type: none"> <li>Reduced class size by adding 2 teachers</li> <li>Added at risk after school programs</li> <li>Added to salary schedule</li> <li>Added custodian that was cut previously due to budgetary constraints</li> <li>\$100 month more to over 40 employees for health insurance</li> </ul>
282	West Elk	<ul style="list-style-type: none"> <li>Gave teachers \$1520 (includes the \$520 step) and gave all classified employees a step (steps are from \$.20/hour to \$.60/hour) plus gave frozen classified staff a \$.20/hour raise. The \$1000 on the base this year got raised beginning base salary to \$34,880.</li> <li>Any remaining funds helped support the BOE's single paid fringe which is paid on all full-time and eligible part-time employees (\$561.39/single policy each month and \$611.39/a family plan each month).</li> <li>The way the budget is figured, district really does not realize what the paper from KSDE says we should receive. Districted used more of reserve funds the past 2 years. KSDE recommended using for staff salaries, which was done.</li> <li>The students at the elementary level continue to have lower class sizes as a result of being able to split the classrooms into two sections with 11-15 students in each classroom (all but 2 grade levels are split at the K-6 level) and added an aide in each classroom that is not split.</li> </ul>
289	Wellsville	<ul style="list-style-type: none"> <li>Increased teacher compensation</li> <li>Curriculum</li> <li>Training for teachers (Trauma informed)</li> </ul>
291	Grinnell	Wheatland and Grinnell hired a Counselor that is shared between districts and raised salaries for every employee significantly. (Both districts still are in bottom five for teachers' salaries if the state)
292	Wheatland	Wheatland and Grinnell hired a Counselor that is shared between districts and raised salaries for every employee significantly. (Both districts still are in bottom five for teachers' salaries if the state)
293	Quinter	Increased base pay for certified and classified staff, finally got base pay for certified staff up to \$30,000. Increasing the base pay will allow district to recruit and retain quality teachers for all students, especially our lowest achieving students.
297	St. Francis	<ul style="list-style-type: none"> <li>Teacher salary increase</li> <li>Implementation of Kansas MTSS</li> <li>Intervention curriculum for T2 and T3 students</li> <li>Professional development for staff relating to MTSS and student interventions</li> </ul>
298	Lincoln	<ul style="list-style-type: none"> <li>Hired a K-6 Licensed Counselor and hire a 7-12 Licensed Counselor.</li> <li>Partnering with a local counselor to meet with elementary, junior and senior high school students one day a week (with parent permission) and work with our entire staff in regards to students with social emotional needs.</li> </ul>

		<ul style="list-style-type: none"> <li>• Ability to hire paras to work with At-Risk students under the umbrella of our At-Risk teacher, to work on foundation skills and ensure all students are on grade level or above, before they move to the next grade.</li> <li>• Ability to hire the best teachers by putting money on the base and increasing our overall pay to all teachers.</li> </ul>
303	Ness City	<ul style="list-style-type: none"> <li>• Used funds to keep programs in place that were at-risk of losing due to drop in enrollment and loss of assessed valuation and drop in LOB funds.</li> <li>• Additionally, cut 2.5 teaching positions, and froze salaries for all staff in hopes of rebuilding District operational funds.</li> </ul>
306	Southeast of Saline	Added one position (elementary teacher) and divided the rest between all staff salaries (certified and classified).
312	Haven	<p>August 2017</p> <ol style="list-style-type: none"> <li>1. Hired an additional At-Risk Para professional at HGS- Will support our MTSS Efforts.</li> <li>2. Increased elementary classroom budgets across the district.</li> <li>3. Provided a raise for all staff. Average raise= 2.34%</li> <li>4. Increase our Defined Benefit towards health insurance. 5.6%</li> </ol> <p>August 2018</p> <ol style="list-style-type: none"> <li>1. Added a .4 counselor at HMS</li> <li>2. Added an additional Title 1-Math/Quiet room-Trauma Informed/Dyslexia trained staff member at HGS.</li> <li>3. Increased our defined benefit towards Health Insurance. 6%</li> <li>4. Provided a raise for staff. Average 4.64%. District is still not competing well in our comparison area. (Located just between Wichita and Hutchinson and struggle getting a decent pool of candidates for any teaching position.)</li> <li>5. Added two staff size reduction teachers at grade school. Moved from school was closed at the end of 2017-18 due to lack of enrollment.</li> </ol> <p>Hopes for 2019-20</p> <ol style="list-style-type: none"> <li>1. Must increase teacher pay and classified pay to be competitive with our region.</li> <li>2. Must increase funding towards health insurance.</li> <li>3. Hope to add at least a partial staff member at the high school to meet the challenges with college and career ready expectations.</li> <li>4. Looking at a staff member taking on helping our counseling staff and administration with internships and community connections.</li> </ol>
315	Colby	<ul style="list-style-type: none"> <li>• Added a Social Worker to work with our students and families</li> <li>• Held down class size so low achieving students get more individual attention</li> <li>• Added a School Resource Officer for school safety</li> <li>• Gave raises to classified staff that hadn't seen a meaningful raise in several years</li> </ul>
320	Wamego	<ul style="list-style-type: none"> <li>• Added a Nurse Position</li> <li>• Added 1/2 Counselor Position</li> <li>• Added a School Resource Officer</li> <li>• Salary Increases</li> </ul>
323	Rock Creek	<ol style="list-style-type: none"> <li>1) Hired additional teachers to keep class sizes down, 9 new teachers in past 2 years.</li> <li>2) Add a counselor position, .5 FTE in 2019, moved to 1.0 FTE in 2020,</li> <li>3) Addition of Tech. Ed. program/teacher Fall 2019 (2020),</li> </ol>

		<p>4) Offered Gen. Ed. Summer School for the first time in 8 years in Summer of 2018-planned to continue,</p> <p>5) Increased teacher and staff salaries, 5% in 2018, 3.5% in 2019,</p> <p>6) Increased Professional Development for whole faculty to ensure Student Engagement &amp; Social Emotional 2019,</p> <p>7) Added Curriculum and Instructional Support for Faculty 2019, &amp;</p> <p>8) Cooperating w/ Pott. Co. Sheriff to provide Full-Time School Resource Officer 2020.</p>
325	Phillipsburg	<ul style="list-style-type: none"> <li>Added an at-risk teacher at the elementary.</li> <li>Increased teacher salaries</li> </ul>
332	Cunningham	Used 100% of our increase on 90% Certified and 10% classified salaries.
335	North Jackson	<ul style="list-style-type: none"> <li>All money went to teacher salaries.</li> <li>Hired another elementary teacher to make a grade level smaller class size and hired back a counselor position which was desperately needed.</li> </ul>
340	Jefferson West	<p><b>General Fund dollar increase:</b></p> <ul style="list-style-type: none"> <li>Added a third counselor in our district to provide a full time counselor for our Middle School (Grades 5-8) students.</li> <li>Increase of 3.5% in teacher salaries (nearly a \$100,000 increase) (every teacher works with at-risk students)</li> <li>Additional compensation for teacher hours of professional work outside the "contract day".</li> <li>Increase in all Additive Salaries</li> <li>Covered increase cost of employers share of employee health insurance</li> <li>Funded additional staff development training for continued implementation of our MTSS program.</li> <li>Board eliminated the textbook fee for <u>all</u> students</li> </ul> <p><b>Special Education dollar increase:</b></p> <ul style="list-style-type: none"> <li>All new dollars went to our special education cooperative.</li> <li>Those dollars were used to provide a substantial pay raise to all teachers</li> <li>Para educator wages were increased by \$.60 an hour, with a new starting wage set at \$10.25.</li> <li>Some para educator hours were increased above 28 hours a week. (also impacted fringe benefits)</li> </ul>
343	Perry-Lecompton	<ul style="list-style-type: none"> <li>Added \$1,750 to the base salary for teachers.</li> <li>Gave a 5% raise to classified employees.</li> <li>Added a full-time nurse position.</li> <li>Purchased new classroom textbooks in one K-12 subject area for the first time in 6 years!!</li> <li>Helped offset the increase in cost of supplies for building custodial, maintenance, and transportation.</li> </ul>
350	St. John	<ul style="list-style-type: none"> <li>Professional development - trauma informed schools and working with kids in poverty</li> <li>Staff salary increases - we are behind and need to catch up</li> <li>Additional preschool teacher</li> </ul>
355	Ellinwood	<ul style="list-style-type: none"> <li>Raises for staff (both licensed and classified)</li> <li>Support for increased health insurance premiums</li> </ul>

		<ul style="list-style-type: none"> <li>Hired a part-time mental health specialist to address student needs and provide a liaison to community resources</li> </ul>
357	Belle Plaine	<ul style="list-style-type: none"> <li>Used new money for increases in salaries and wages.</li> <li>Restore 3 licensed positions that were eliminated during previous years. One of those positions was a halftime at-risk instructor at the high school.</li> </ul>
358	Oxford	<ul style="list-style-type: none"> <li>*Added an elementary counselor</li> <li>* Added another hour of auto mechanics (only had one prior)</li> <li>* Added back a 1 class period of Woods/Construction (The program had been eliminated 13 years ago)</li> <li>* Provided all staff with a 3.5% pay increase</li> <li>* Increased the district contribution toward health insurance (Even after the raise, teachers only saw a \$10 a month increase in pay)</li> <li>* Will replace/repair a roof this summer</li> <li>* Purchased 2 used replacement vans for 2 that had close to 200,000 miles</li> <li>* Added an elementary teacher to reduce class size</li> <li>* Purchased a k-8 math curriculum/resources which had been non existent for over 10 years</li> </ul>
360	Caldwell	<ul style="list-style-type: none"> <li>Hired a full-time at-risk coordinator</li> <li>Professional development - redesign, character education, social emotional learning</li> <li>Bus - Had to get one off the road due to age</li> <li>Other deferred maintenance issues</li> <li>Salary increases for both certified and classified staff</li> <li>School Resource Officer agreement with the city</li> </ul>
361	Chaparral Schools	General Fund Increase: \$159,933; Health Insurance: \$107,000; Staff Salary Increases: \$55,853
362	Prairie View	Salary for teachers as well as to help supplement our at-risk program at the middle/high school.
368	Paola	<p>New positions -</p> <ul style="list-style-type: none"> <li>Elementary Intervention Specialist</li> <li>Secondary Career Counselor</li> <li>Organizational studies teacher</li> <li>Middle level Spanish (first time to have foreign language below high school)</li> </ul> <p>Reinstated positions that were previously cut due to prior budget cuts</p> <ul style="list-style-type: none"> <li>FACS - reinstated Culinary pathway and added Education pathway with hire</li> </ul> <p>Staff raises</p>
374	Sublette	Replaced a first grade para with the additional funds.
375	Circle	<ul style="list-style-type: none"> <li>Added Elementary teacher to reduce large class size</li> <li>School Resource Officer</li> <li>Nurse Aide</li> <li>Established a Pre-K classroom</li> </ul>
378	Riley County	<ul style="list-style-type: none"> <li>Salary increases for teachers and staff</li> <li>Increases in benefits for teachers and staff</li> <li>Increase in morale for teachers and staff because of the increases</li> <li>Added New staff (Social Worker)</li> </ul>

		<ul style="list-style-type: none"> <li>• Ability to retain staff because of the pay increases</li> <li>• Purchase classroom Supplies and Furniture (ie specialized seating for ADD/ADHD students, etc.)</li> <li>• Purchase classroom Technology (Chromebooks, IPADs for all level PK-12)</li> <li>• Purchase new software for our At-risk &amp; Special ed classrooms</li> <li>• Kept all Student fees flat</li> <li>• Made classroom Repairs- equipment (ie- microscopes refurbished, new lighting, paint, etc.)</li> <li>• Purchased professional speakers for assemblies to address Bullying &amp; Social Emotional challenges</li> <li>• Increased Professional Development time and activities for teachers and staff</li> <li>• Purchased Teacher time for curriculum writing (ie- after hours &amp; summer work; emphasis on embedding social emotional standards into the regular curriculum)</li> </ul>
<b>380</b>	Vermillion	<ul style="list-style-type: none"> <li>• Used almost all new monies on teacher salaries.</li> <li>• Added a second full time early childhood teacher, and half of a school social worker.</li> </ul>
<b>382</b>	Pratt	<ul style="list-style-type: none"> <li>• Hired a social worker for at-risk students and families and was able to secure the Americ-Corps grant, which requires us to pay 25% of the \$130,000. The entire grant has been used to work with targeted drop-outs from Pre-K to grade 12.</li> <li>• Added a social worker due to social/emotional high-needs students.</li> <li>• Added \$1,000 to the base teachers' salary; we are now up to \$36,000. Across the board, salaries and wages were increased 4%</li> <li>• Added one English and one math teacher at the high school; these positions were cut in 2010.</li> </ul>
<b>383</b>	Manhattan-Ogden	<ol style="list-style-type: none"> <li>1. Addition of 2.5 teaching positions and a full-time classroom aide, due to increased enrollment. September 20<sup>th</sup> enrollment figures indicate an increase of 212 students above last year.</li> <li>2. Addition of one teacher and a full-time aide in ESOL program.</li> <li>3. Addition of compensation for teachers participating as member of the MTSS Building Leadership Teams. Creation of MTSS coordinator positions at large elementary buildings.</li> <li>4. Increased Media Services account lines for online resources and equipment.</li> <li>5. Increased hourly wages for substitute teachers and adopted an Absence Management system to efficiently fill openings within the district.</li> <li>6. Covered the anticipated loss of E-Rate funding and increased costs in internet services.</li> <li>7. Paid the full increase in cost of single health insurance rate (1% increase) for all eligible employees.</li> <li>8. Initiated the first steps for a 1:1 iPad initiative in the district with an estimated cost of \$200,000 of additional technology expenditures/year.</li> <li>9. Negotiated a compensation package with our certified employee group that amounts to a 3.88% increase.</li> <li>10. Approved a similar percentage increase for all other employee groups within the district.</li> <li>11. Increased all building allocations within the At-Risk Fund and additions of staff to provide instructional support and interventions relating to the implementation of MTSS in the district.</li> </ol>

		12. Utilized state funds to offset reductions in Federal funding in several areas, to avoid reductions of personnel and programs.
388	Ellis	Used all additional money for teacher salary increases including adding two new teachers at our elementary school to reduce class sizes.
393	Solomon	* Increase to the base for the first time in 3 years * At risk pre k increased from 0 to 11 slots. * Increase to CTE offerings by hiring back additional staff member since last round of cuts
394	Rose Hill Public Schools	Added a College and Career Coordinator and increased salaries.
400	Smoky Valley	<u>MTSS</u> : Added a full-time MTSS position to work with teachers and assist underachieving students. <u>Reduction of Kindergarten Fees</u> : A large chunk of the NEW money was used to offset the fees that parents were paying for full-time kindergarten (last year). <u>Pay Increases</u> : The 5.4% increase across the district. <u>SVVCS Counselor</u> : This is a brand-new position we added in the charter school. It includes base teacher salary plus fringe and extra costs, totaling approximately \$45,000. <u>Flood Control Tax</u> : The district will be paying an additional tax for flood control, totaling approximately \$15,000 annually. <u>Normal Increases</u> : Transportation and Utilities are costing the district more each year. <u>Additional Counseling at Elementary</u> : Added time to the current services. <u>Adm. Asst. to the Athletic Directors</u> : Created additional AD support to the MS and HS principal and asst. principal, so that they may be able to focus on instructional teacher support. <u>Art Education at Soderstrom Elementary</u> : Replaced a program that was cut in the past.
401	Chase-Raymond	<ul style="list-style-type: none"> <li>Employee raises</li> <li>Insurance</li> <li>Updated curriculum instruction materials</li> </ul>
402	Augusta	<ul style="list-style-type: none"> <li>Increases for salaries, wages and benefits (health ins.) 6%+</li> <li>Added a 3-4-year preschool classroom</li> <li>Added a social worker</li> <li>Increase to special education, AVID and JAG-K</li> </ul>
404	Riverton	<ul style="list-style-type: none"> <li>Right at 62% was spent on salaries and benefits; Remainder spent on other programming</li> <li>Expanded MTSS at the middle level; we will eventually be able to do more at the high school should funding continue</li> <li>Expanding pre-school with more at-risk qualifiers than funded positions in the at-risk pre-k;</li> <li>After-school opportunities at the middle level</li> </ul>
405	Lyons	100% of FY19 new funding to personnel. <ul style="list-style-type: none"> <li>Created a new position for an elementary counselor.</li> <li>Gave the rest in pay increases for all faculty and staff.</li> </ul>

409	<b>Atchison Public Schools</b>	<p>School Social Worker at Atchison Elementary School.  Shared cost with the Atchison Police Department for an School Resource Officer at the high school  Salary increases to all staff to increase competitiveness with area school districts so to better recruit and retain staff.  Added another special education teacher at the HS and added a second special education pre-school teacher at the elementary.  Transferred monies to professional development. This fund was getting low as had been cut due to lack of funds.</p>
410	<b>Hillsboro</b>	<p>To have all students reading at grade level at the end of 2<sup>nd</sup> grade, added the four-year-old all-day preschool class to help prepare children for Kindergarten.  Preschool utilizes Headstart, Special Education, 4-year-old At-Risk, and Peers for preschool enrollment.  1. Reduced 2<sup>nd</sup> Grade Class Size: \$45,582  2. Added 4 yr.-old Preschool Class: \$20,000 (USD 418 pays the other half of the costs)  3. District Social Emotional Learning PD Training: \$1,743.28  4. Classroom Teachers At-Risk Salary Increase: \$3,500</p>
413	<b>Chanute Public Schools</b>	<p>Spent more than the new money received on personnel costs.  * Raises for all staff (\$1500 raise to base teacher salary.)  * Addition of School Resource Officer  * Addition of social worker position  * Position directly involved with overseeing Kansas Education Systems Accreditation and specifically the development of Individual Development Plans for students  * Priority for future funding: additional support personnel for our students experiencing socio-economic, trauma/impacted issues.</p>
415	<b>Hiawatha</b>	<p>*Restructuring of MTSS and purchase of screener and related intervention programs and progress monitoring tools  *Salary enhancement for teachers- Raised base \$1,750 to \$37,310  *purchase of math resources/textbooks</p>
416	<b>Louisburg</b>	<p>Added a social worker (going to add another one next year), kept class sizes smaller at Elementary Level, added social-emotional programs across the district, added at-risk interventions and classes across district, continued efforts with MTSS and PLCs that require additional time and money.</p>
421	<b>Lyndon</b>	<ul style="list-style-type: none"> <li>• Received little additional new money this year. One reason is free meal numbers decreased as compared to last year, decline in enrollment.</li> <li>• Added a teacher aide to help high school at-risk students and will start an after-school program the first of March to provide more academic help to students, including adding a bus route to transport students home that stay after school to get the help they need. Already have four teacher aides working with K-8 at-risk students.</li> <li>• Board added \$1,000 to the base that resulted in a mandatory increase to the supplemental salary schedule. Health insurance premiums increased 4% from last year and a significant majority of the increased was borne by the board, not staff members. The percentage increase this year for teacher salaries and fringe benefits this year was over 3%.</li> <li>• Non-licensed staff members received from the board a slightly higher percentage increase in pay and fringe benefits (the district is on the state</li> </ul>

		health insurance plan) because the district provides them the same health insurance benefits to classified staff as they do for licensed staff members.
422	Kiowa County	Used the additional money to increase our base teacher salary by \$3000. The increase did not cover all of the additional salaries expense. Board is committed to getting our teaching salaries in line with other schools of our size in the area.
428	Great Bend	<ul style="list-style-type: none"> <li>• Staff raises of 5%</li> <li>• The addition of a second JAG-K Instructor at GBHS</li> <li>• Addition of 4 CNAs to the district</li> <li>• Additional intervention staff to accommodate student needs</li> <li>• Increase in professional development</li> </ul>
430	South Brown County	Added the following positions: <ul style="list-style-type: none"> <li>• Full-Time Curriculum Director</li> <li>• Full-Time Athletic Director</li> <li>• Increased base pay \$1400 (Increased all salaries 4%, including classified).</li> </ul>
439	Sedgwick	<ul style="list-style-type: none"> <li>• Assessment tools for MTSS</li> <li>• Professional Development of MTSS</li> <li>• Teacher &amp; Non-certified Salaries</li> <li>• Health Insurance</li> <li>• Addition of a school counselor</li> </ul> (For 2019-2020) <ul style="list-style-type: none"> <li>• Addition of .5 Math Teacher at the secondary level</li> <li>• Addition of .5 At-Risk teacher at the elementary level</li> <li>• Teacher &amp; Non-certified Salaries</li> <li>• Increased collaboration/resources for community-based pre-school programs in the district</li> </ul>
440	Halstead-Bentley	<ul style="list-style-type: none"> <li>• Classroom salaries - to try and catch up with the other districts same size</li> <li>• Classified salaries</li> <li>• Increase in technology and connectivity in the district to allow us to better differentiate instruction for all levels of students from at-risk to advanced.</li> <li>• Curriculum in K-3 reading with increased curriculum in phonics. This helped us change the focus on lower education reading and math interventions</li> <li>• A portion went to infrastructure for both classroom (stem labs), technology and normal increase costs in upkeep and maintenance</li> <li>• Communication and safety in the schools.</li> </ul>
443	Dodge City	<p><b>Reduced Classroom Size</b>-Research indicates smaller classroom sizes in K-2<sup>nd</sup> grade makes a significant difference in the academic accomplishments of students. With the completion of the bond building project which gave more space to our elementary schools, added four (4) additional teachers/classrooms this year. It is intention to add three (3) additional teachers/classrooms next year. In addition, the district in cooperation with the Federal Head Start program remodeled and added four (4) all day pre-school classrooms to the district.</p> <p><b>Curriculum</b>- Hired a curriculum and instructional consultant to audit and review the curriculum in to assure it was aligned with the needs of students. To support improvements in curriculum, hired a Deputy Superintendent whose focus will be curriculum for the district.</p> <p><b>Teacher Recruitment</b>-Offering stipends and other benefits to our student teachers. Continue to give raises to maintain competitive salaries for teachers. This was</p>



		necessitated by both the national shortage of teachers and the challenges Dodge City Public Schools faces as a rural western Kansas district.
447	Cherryvale	Staff salaries Insurance benefit increases Replacement of outdated textbooks (have a rotation schedule we can almost fund now vs no replacements before) Beginning to address deferred maintenance and transportation replacements
450	Shawnee Heights	Added preschool for 4-year old's – not just at -risk 4-year old. ALL DAY preschool and 10 months. Added 2 social workers and extended summer school opportunities for K-12 kids.
458	Basehor-Linwood	New positions: Social Worker - <b>at-risk students</b> Career Counseling Advocate - <b>new positions</b> HS Social Studies Teacher - <b>enrollment growth</b> HS English Teacher - <b>enrollment growth</b> MS Reading Teacher - <b>enrollment growth</b> MS Math Teacher - <b>enrollment growth</b> 2 Elementary Teachers - <b>enrollment growth</b> 3 Special Education Teachers - <b>enrollment growth</b> All of the above positions having an impact on our at-risk students yy either lowering class size, special education, IPS or adding a social worker.
460	Hesston	<ul style="list-style-type: none"> <li>Spent our FY19 additional funding on teacher salaries. District is behind neighbors in this area. All additional dollars went to increasing base salary and increasing classified pay.</li> <li>In addition, cut a clerical position in order to add support staff at the early elementary grade levels as well.</li> </ul>
461	Neodesha	<ul style="list-style-type: none"> <li>Hired a College &amp; Career Advocate/CTE Coordinator</li> <li>Hired a .5 Pre-K teacher for 4-year-old students</li> <li>Teachers received a 3.5% pay raise</li> </ul>
466	Scott County	<p><b>Counseling Positions</b> –from one HS counselor district-wide to three full time positions. This action has made impacts for kids with:</p> <ul style="list-style-type: none"> <li>Home Life – Many of our students had issues within their families and now have resources to help them cope.</li> <li>Social/Emotional Health – We have substance abuse, boyfriend/girlfriend issues, depression, suicidal/self-harm concerns, and coping problems within our students (to name a few) that we feel we have support for.</li> <li>Post-Secondary Planning – The percentage of students with a post-secondary has increased due to our college and career planning approach within our HS counseling department. We have also increased the number of scholarships available to students, giving them financial ability to continue their schooling.</li> </ul> <p><b>Classroom Size</b> – Added three classroom teachers to bring down class sizes. This allows teaching staff to connect better individually and intervene when necessary. Results include smaller intervention groups and a decrease in number of ineligible students.</p> <p><b>Facility</b> – Made changes to one facility for a couple of high needs autism students in our middle school. A room was converted to provide for sensory needs and a restroom was installed for quicker access and diapering needs.</p>

		<p><b>In Town Busing</b> – Finding a number of students who have difficulty getting to school on time, the In Town Busing idea gives them the option to get a ride. Started this program this year and it has tripled since the first week of implementation. The program requires more dollars for bus driver wages and fuel.</p> <p><b>Second Chance Breakfast</b> – Another finding was that students often come to school hungry. The Second Chance Breakfast program is just underway with implementation, so we have a lot to learn. Added costs have been wages for kitchen staff to manage the program.</p> <p><b>Salaries</b> – Over the past two years have given a 5.7% increase and a 2.6% increase. This coupled with the added positions has provided strength and stability within our staff. It has also improved the morale due to the image that legislators are starting to realize that public education is better than other options.</p>
468	Healy	Board approved additional Chromebooks for the students and a few for the teachers.
469	Lansing	<ul style="list-style-type: none"> <li>• Hired two new counselor positions—one high school, one elementary school</li> <li>• Hired one new Instructional Coach position to work with Tier III (low achieving) students at elementary.</li> <li>• Hired a new Math Interventionist position at middle school.</li> <li>• Hired a School Resource Officer this year.</li> </ul>
474	Haviland	Increased funding has helped ability to be part of the Gemini II project school redesign program. This opportunity has enriched the district by being a vehicle to provide professional development for teachers to help reach <u>all</u> of students. One program that has come out of the Gemini project is the "Badges" program provides students an opportunity to personalize the topic and level of their own learning. Using some of that additional funding for increased counselor services.
479	Crest	<ul style="list-style-type: none"> <li>• Increased school counselor position from a half-time position to a full-time position. This additional time allows the school counselor to meet additional needs of at-risk students through emotional support, individual plans of study, post-secondary career goals, character education, and monitoring of students to increase district graduation rates.</li> <li>• Increased the teacher salary base by 5%. This allowed the district to attract highly qualified teachers and retain highly qualified teachers by the district being able to offer a competitive and attractive compensation package.</li> <li>• Additional funding allowed the district to avoid staff reductions and continue to have a low teacher-student ratio which allows at-risk students the opportunity for individual instructional support as needed.</li> </ul>
483	Kismet-Plains	<ul style="list-style-type: none"> <li>• Increased funding for 2018-2019 and the promise for continued funding increases is supporting a technology initiative completed in the summer of 2018. Total funding (including monthly charges for sixty months as well as one-time charges) for the technology initiative was just under \$700,000. Major additions included: <ul style="list-style-type: none"> <li>10 Gb Managed Network Upgrade and Infrastructure</li> <li>500 Mbps Bandwidth (increased from 50 Mbps)</li> <li>Access Points throughout the district</li> <li>VOIP Hosted/Managed System w/Long Distance Pkg</li> </ul> </li> <li>• In addition to the technology upgrade, the district purchased individual iPads for all K-2 students and Google Chromebooks for all 3-12 students. Total funding for all individual devices, carts, charging stations, etc. was</li> </ul>

		approximately \$250,000. Undoubtedly, access to digital curriculum using enhanced technology will positively affect student achievement and academic success.
484	Fredonia	Over 80% instruction (materials, supplies and wages) and 20% for increased costs in insurance, utilities and maintenance needs.
489	Hays	Hays Schools added 7 classroom aides and 1 counselor.
490	El Dorado	Hired 1.5 new social workers, secured Communities in Schools program at the middle school and added a second JAG instructor, doubling efforts with our students most at risk.
493	Columbus	<ul style="list-style-type: none"> <li>• Top was increasing staff salaries. Going forward, plan to hire an elementary counselor (currently only have one counselor in the district for grades K-8).</li> <li>• Over the next several years, will try to catch up in the areas of curriculum and technology. It will take years for district to stabilize because of the cuts that were sustained in the past.</li> </ul>
498	Valley Heights	DID NOT receive new funds but still gave a 3% raise to all staff.
505	Chetopa-St. Paul	Due to declining enrollment, did not receive additional funding, which is why increased funding is critical to continued success.
506	Labette County	<p>(1.) Raises for classified, certified, and administration accounted for approximately 75% of the new money allocated to our school district.</p> <p>(2.) Hired an additional fulltime K-8 Counselor. District serves approximately 920 students in grades PreK-8 in five attendance centers. Prior to the start of the 2018-2019 school year, 1 full-time counselor had to meet the needs of the students attending the five PreK-8 attendance centers.</p> <p>Will continue to allocate new funds towards early education and towards meeting the social and emotional needs of our children.</p>
507	Satanta	Spent virtually ALL of it on teacher wages for staff had not had a raise in about 5 years, providing a 6% raise, including classified staff.
508	Baxter Springs	Hired an additional counselor for 2018-19, hired another elementary position that was cut 3 years ago and provided salary increases to the salary schedule.



Mark Desetti, testimony  
Senate Bill 142  
Senate Select Committee on School Finance  
March 6, 2019

Madame Chair, members of the Committee, thank you for the opportunity to share our thoughts on Senate Bill 142. We appear neutral on this bill because while it is a start, it in no way provides the full solution to the Gannon decision and it ignores some of the important components of school funding that help teachers and administrators lead children to higher levels of achievement.

Kansas NEA has one hope for school finance in this session - that is, we hope the Legislature will respond to the Gannon decision in a way that guarantees that Kansas teachers will open schools on time this August with their classrooms filled with students eager to learn. And we believe that this solution is within reach at this time.

We ask that the Legislature do two things.

First, leave the finance formula alone. It has been determined to meet constitutionality in terms of equity. Any alterations to the formula, any efforts to have additional funds directed in new or specific ways will simply raise the possibility of once again harming equity. The best thing to do is to put new money on base aid as this not only helps students generally but impacts other aspects of the formula such as at-risk and bilingual funding.

Secondly, provide the inflation fix in each of the out years in a way that gets us to the Montoy safe haven accounting for inflation.

We firmly believe that if you do these two things, you will resolve the Gannon case and end this cycle of litigation.

We would also hope that you would take the more global school finance approach from Senate Bill 44 and include the funding for other programs such as mentor teachers and professional development as these programs help our teachers improve practice and find new ways to meet the individual needs of their students.

Thank you again for the opportunity to share our thoughts. We would end by reminding you that they sooner this is done, the sooner the state can prepare for the Court and the sooner our educators and our students and their parents can be assured that schools will open as usual.



Testimony before Senate Select Committee on Education Finance

SB 142 – In person opponent

Mike O’Neal, Kansas Policy Institute

March 6, 2019

Madam Chairman and members of the Committee

On behalf of the Kansas Policy Institute, thank you for the opportunity to appear as an opponent on SB 142, dealing with additional K-12 appropriations.

Needless to say, no matter what your particular position may be with regard to the school finance litigation, everyone is in agreement that the litigation should end. How it ends is a matter for some debate. It has to be frustrating for the Legislature, which is not a party in the lawsuit, to be responsible for satisfying the moving funding target that has been the *Montoy* and now *Gannon* experience.

Indeed, there is a compelling case to be made for politely telling to Court to stay in its own lane under the separation of powers doctrine. The very Court that decided *Gannon* also decided *Solomon v. State*, where the Court held the Legislature had violated the separation of powers doctrine by encroaching on the power of the Chief Justice to appoint local chief judges of the judicial districts. The Court emphatically pronounced that “...by the Constitution of the United States, the government thereof is divided into three distinct and independent branches, and that **it is the duty of each to abstain from, and to oppose encroachments on either.**”

The Supreme Court opposes encroachments on the Judicial Branch by putting pen to paper and rendering an opinion. How does the Legislative Branch oppose encroachments by the Judiciary? Justice Harold Herd, a former Democrat legislator from Coldwater, wrote a remarkable concurring opinion in the 1984 case of *State, ex rel Stephan v. House of Representatives*, where the separation of powers doctrine was at issue. He stated, in pertinent part:

“...In ruling the legislature, which is not before us, is usurping executive powers in violation of the separation of powers, this court is violating the constitutional prohibition against giving advisory opinions, an executive function, and thus itself is in violation of the separation of powers.

While the majority opinion makes much of the dangers of a violation of the

separation of powers doctrine between the executive and legislative branches,  
**the danger of the judiciary usurping executive or legislative powers is more  
destructive.”**

Quoting from I Montesquieu, *The Spirit of Laws*, Justice Herd went on to say:

“[T]here is no liberty, if the judiciary power be not separated from the  
legislative and executive. Were it joined with the legislative, the life and  
liberty of the subject would be exposed to arbitrary control; **for the judge  
would be then the legislator ....”**

A prior Supreme Court decision interpreting Art. 6, Sec. 6, *USD 229 v. State* (1994) made it clear that  
“...the issue for judicial determination was **whether the Act provides suitable financing, not  
whether the level of finance is optimal or the best policy.**” (This language was quoted by the  
Court in *Gannon I*) The *USD 229* Court found that the 1964 constitutional amendment in question  
(the same language that exists today) “...reaffirmed the inherent powers of the legislature, and  
through its members, the people, to shape the general course of public education and provide for its  
financing.”

The Legislature has already protected the schools and our school-aged children from any order of  
the Court that would attempt to close schools or enjoin the distribution of school funds by  
appropriation. (See K.S.A. 60-2106(d)) The Legislature and the Legislature alone has the power  
over appropriations. (See Kansas Constitution Art. 2, Sec. 24) Besides, no order of the Court could  
override Federal law protecting special education students, our state compulsory attendance law,  
or existing contracts., e.g. Accordingly, any decision of the Court that would purport to tell the  
Legislature how much to appropriate for K-12 education would be advisory only.

However, we expect that the Legislature will be do as it has always done in the past, in the absence  
of litigation, i.e., consider the needs of K-12, along with the needs of all the other agencies,  
departments and constituencies that you must consider, and make appropriate funding decisions.  
We are here today to consider the funding of K-12 education. In that regard, *Gannon* has provided a  
focus for our attention. The Court has acknowledged that the vast majority of our K-12 students are  
performing at levels that meet our articulated goals. Of concern are those who are at-risk, for  
whatever reason, of not meeting our articulated goals.

In *Gannon*, the Court has stated that “[r]egardless of the source or amount of funding, total spending  
is not the touchstone for adequacy in education required by Article 6 of the Kansas Constitution.”  
The *Gannon* Court has engrafted a requirement of “adequacy” in determining whether the  
Legislature has “made suitable provision for the finance of the educational interests of the state.”

That test is: “whether the public education financing system provided by the legislature for grades K-12 – through structure and implementation – is reasonably calculated to have all Kansas public education students meet or exceed the standards set out in *Rose* and as presently codified in K.S.A 2013 Supp. 72-1127.”

Specifically, the *Gannon* Court noted that “[w]hile the wisdom of the legislature’s policy choices in allocating financial resources is not relevant to this analysis, the panel can consider how these choices impact the State’s ability to meet the *Rose* factors.”

It is clear from the Court’s language and, indeed, the test of adequacy the Court has laid out, that the Court acknowledges and even asserts the Legislature’s role in both structuring the system of school finance but also implementing that structure by allocating the financial resources. Herein lies the current problem. The Court, in determining whether the Legislature’s appropriations have been “adequate” has failed to take into account that, while the Legislature has a funding formula and distributes funds through the formula, the actual allocation of funds has been left to local districts over whom the Legislature has exercised no control. Indeed, some of the very districts, in allocating their own funds, are now heard to complain bitterly that they don’t have sufficient funds to assist a population of their at-risk student in meeting their goals. Yet, those districts had the ability and latitude to allocate sufficient resources toward that very task; they just didn’t. Many of those districts are sitting on ever-increasing unencumbered funds they choose not to spend. **(Operating cash reserves statewide are now over \$951M, up from \$928M last year.)**

The Court appears to assume it is the State that must meet the *Rose* standards. This assumption is naïve at best as we know that the *Rose* goals are outcomes that only the education establishment can deliver. We depend on the schools to allocate resources in a manner that will allow our educators to achieve outcomes. The State’s “ability” ends with distribution of funds to KSDE.

The good news is that this disconnect can be easily remedied, and in a manner wholly consistent with the views articulated by the Court. Assuming, as we do, that the Court will retain jurisdiction of *Gannon*, it is incumbent on the Legislature to fully embrace the role of financing K-12 education that the Court has either envisioned or presumed to exist. That is, the Legislature must assume control of both the structure and implementation of funding by ensuring allocation of funds in a manner that is reasonably calculated to get our underperforming students up to the goals set forth in statute. This does not mean controlling all the various funding silos, just the ones that impact learning for those at-risk of not meeting the statutory goals.

Some may argue that this proposal would seem to fly in the face of “local control”. That “local control” has not, with all due respect, led to better student outcomes and an end to litigation, at least insofar as funding outcomes-based learning goes. But, we need look no further than the KSDE’s own *Accounting Handbook for Unified School Districts* for direction. Last updated in March of last year and published by the Kansas State Department of Education, it sets out the KSDE Mission

and describes the various funds and functions within the budget. It is a school district budget roadmap, if you will.

First the Mission: *"To prepare Kansas students for lifelong success through rigorous, quality academic instruction, career training and character development according to each student's gifts and talents."*

"Instruction" is broadly defined and is classified as account code 1000. According to KSDE, as set forth in their *Handbook*, the significance of "Instruction" is as follows"

**Although all other functions are important, this function acts as the most important part of the education program, the very foundation on which everything else is built. If this functions fails to perform at the needed level, the whole educational program is doomed to failure regardless of how well the other functions perform. Instruction not only incudes the regular face to face classroom teaching but also such things as lab sessions, independent work, and educational field trips."**

Given this strong statement on the importance of instruction as being the "foundation "of the school budget, and given the Court's challenge to the Legislature to structure and implement a system of finance reasonably calculated to ensure our students can meet our statutory goals, the Legislature can and must take steps to require the districts to build their budgets from the classroom up, rather than the administration building down.

How can this be accomplished? Budgets will continue to be developed at the district level. But the Legislature should require that the districts, as a first step in the budgeting process, allocate a sufficient amount of funds in a manner reasonably calculated to have those students enrolled in the district achieve the statutory educational goals. The districts should be required to certify that they have done so and further certify that they have assigned sufficient personnel adequately trained in providing curriculum and/or have contracted with bona fide programs that can deliver adequate at-risk programs. In the next year and years thereafter, if performance does not improve satisfactorily, districts should be required to submit a remediation plan for achieving those outcomes. The consequence for two or more years of unsatisfactory improvement should be that affected students may leave the district and choose another public or non-public school option. The State is not in litigation because the districts don't have enough, e.g., administration, IT personnel, janitors, food service workers, busses or SUV's.

There should be legal reform that prevents the Court from shifting the burden of proof from the Plaintiffs to the State. There should also be a legal presumption that all funds made available by the State were utilized first by the districts to ensure that all students meet the statutory goals. Gone should be the days where the districts are allowed to spend their funds in other areas and then be



heard to argue they didn't have sufficient funds "left over " to accomplish their core mission. Remember, the KSDE's Accounting Handbook states that "instruction" is the foundation on which everything else is built. It stands to reason, in this litigation environment, that this directive should be codified.

Since 2005, what has been the consequence of allowing the districts total control over spending on instruction? In the process of responding to the Court's mandate in *Montoy in 2005*, the Legislature ended up paying the sum of money the Court ordered. But in so doing the Legislature also passed some school finance reforms, including the reforms mentioned earlier regarding the prohibition against the Court ordering school closures or enjoining the distribution of school funds. The Legislature also established a public policy goal that at least 65% of the funds appropriated be expended in the classroom or otherwise for instruction. In addition, all new funds were required to be spent in the classroom or otherwise for instruction. "Instruction" was given the definition that appears in KSDE's *Accounting Handbook for USD's*. (Former K.S.A. 72-64c01)

Unfortunately, at the time districts were only allocating a little over 54% of total spending, on average, for instruction. Equally unfortunate is the fact that, in spite of the statutory policy passed with bi-partisan support, districts have never allocated above 55.3% of total spending for instruction in the intervening years. In 2018, the average was less than it was in 2005, at 53.9%. **Had the districts, on average, met the state policy goal in statute in the intervening years, nearly \$7.8B more would have been spent on instruction!** To be clear, we are not here to advocate for a specific percentage for instruction spending. Districts should decide but then be held accountable for those allocation decisions. However, this calculation of funds diverted from the classroom, together with the fact that it's the State and not the districts being sued, underscores the need for the Legislature to assume a greater degree of control over allocation of funds needed to address the needs of the underperforming students at risk of not attaining the statutory goals.

Although not required, it is likely that the Legislature will increase funding for schools again this year. (Per-pupil funding has increased every year since the recession with the exception of 2016 when a KPERs payment was delayed. KSDE estimates funding will exceed \$14,000 per-pupil this year and funding already approved by the Legislature will exceed \$16,000 per-pupil in 2023.)

Our suggestion this year, however, is to target any new funds toward the task the Court has challenged you with - helping the underperforming students reach your articulated educational goals. Simply running more funds through your current weighted formula, as SB 142 does, will dilute the effect of your efforts, given that approximately \$.46 of every dollar will be spent on something other than instruction. Consider increasing the at-risk weighting or simply do as the Legislature did in 2005 and require that any new funds be used for instruction. The Court has said that "total" spending is not the touchstone of adequacy; it's how the money is spent. The crux of the case is about those students who are at-risk of not reaching the statutory goals.

Finally, as the *Accounting Handbook* states: “By far the biggest cost items in this function [Instruction] are teacher salaries and associated costs such as social security, fringe benefits, and workers’ compensation. Other major costs in the function are costs in providing substitutes and paraprofessionals who work with the teachers. All the materials needed in the delivery of the instructional program by the teacher and helpers are another major cost.” Allocating sufficient resources means addressing teacher compensation. Teacher compensation has lagged significantly behind administrative raises. And, effective teachers, those whose efforts increase student performance in a measurable way, should be rewarded with compensation that matches their talent.

One passage in KSDE’s *Accounting Handbook* is troubling and bears mentioning. In the section on “Reviewing Budget Costs”, while promoting transparency in the budgeting process, the *Handbook* states:

“This system also allows the public to see the salaries of employees, especially teachers, and their associated costs (like social security, fringe benefits, etc.) make up a large percentage of the operational costs. If patrons support improved teacher salaries, **it can easily be shown that this can cause a major increase in the total budget since it represents such a large percentage of the total.**”

We hope this was not intended as an argument against teacher salary increases. If it is, this passage flies in the face of the *Handbook’s* strong statement on the importance of the function “Instruction”. It assumes all other aspects of the budget are off limits, baked in the cake, if you will, such that adding to instruction must add to the budget. This is simply not true. Recall that the *Handbook* says that “[i]f this function [instruction] fails to perform at the needed level, the whole educational program is doomed to failure regardless of how well the other functions perform.”

Budgets must be built from the classroom up. Paying Superintendents and other non-instructional staff ever increasing amounts of salary, e.g., at the expense of teachers is self-defeating. Shifting valuable funding to other aspects of the budget without first taking care of the very foundation of the education budget is self-defeating. If districts don’t get the instructional calculus right, it doesn’t matter how well the non-instructional pieces work. The educational program is “doomed”.

The Legislature must act now to embrace its role in ensuring the proper and effective allocation of resources toward the mission of education and the statutory goals. The Court acknowledges this role. Codifying a “performance goals first” budgeting process and requiring the Districts to certify compliance, will not only meet the adequacy test laid out by the Court but will also be a huge step forward in addressing the needs of our under-performing students.



**Senate Select Committee on Education Finance**  
**S.B. 142 Appropriations for the Department of Education for FY 2020 and 2021**

Testimony submitted by Schools For Fair Funding  
March 6, 2019

Chairman Baumgardner, Members of the Committee:

SB 142 provides the appropriate inflationary increases for FY 20, but the funding and base numbers are not appropriate for the ensuing 3 years, so **SFFF cannot support this bill in its current form.**

As you know, SFFF came out in support of SB 44 last month because it believed it would add \$363 million in NEW funding over the next four years to cure the inflation issue. This was the amount that Dale Dennis calculated last summer and again on February 6 for inflation. After the hearing on SB 44, at the suggestion of Sen. Denning, SFFF realized that the Bases in that bill did not implement the KSDE “new money needed” analysis that Mr. Dennis provided. SFFF then had to retract its testimony supporting SB 44 due to the error. SB 142 continues the same mistake in the Bases as SB 44, so SFFF cannot support this bill in its current form. SFFF can support the bill if the correct Bases are included.

Historical perspective. The State argued to the Kansas Supreme Court last summer that the finance system should be constitutional if spending levels were increased to the levels in place at the conclusion of the Montoy case in 2010, as adjusted for inflation. Last summer, Legislative Research calculated those spending levels and concluded that, as of 2017, the system should be constitutional if \$3,434,941,542 was being spent. That amount was not being spent. The state then, in SB 61 last session, increased funding to approximate those spending levels in a phased-in plan from 2019 through 2023. In Gannon VI, the court found that the spending targets and the so-called Montoy Safe Harbor would be an appropriate end to the litigation, if but only if inflationary amounts were added, to recognize that the spending target was calculated as of 2017 spending, but the phase-in would not provide those dollars until 2023. The court required those 6 years of inflation (2017-2023) to be added by 2023 if the state desired to rely on the Montoy Safe Harbor to end the litigation. This amounts to adding 6 years of inflation over the next 4 years to catch up the missing, past years.

The State Board of Education then calculated that \$363 million in NEW funding was needed to fund this required inflation over the phase-in period. SFFF believes that all parties are in agreement that this \$363M is the needed amount of new money to fund the inflation. Note that

even Dale's February 6 testimony refers to this as *additional* funding or "new money" funding. It was intended to be in addition to the increases already scheduled to take place as adopted in SB61.

The issue comes in the conversion of this new \$363M into the Bases needed to drive the formula.

The Bases in the bill, as written, include only one (1) installment of NEW inflation money over the four year period. It only provides approximately \$90M in new money. The remaining years are simply repeating the prior year's money and are, thus, NOT equivalent to the NEW money required by the KSDE calculation to reach the Montoy Safe Harbor. The correct method if phased over four years requires four (4) \$90M installments of NEW money to reach the KSDE \$363M new money target and the Montoy Safe Harbor.

The correct method of phasing these increases in has been used for many years. It was used during the conclusion of the Montoy litigation and it was used again last year in SB 61. A yearly amount of NEW money is added. The following year, that amount repeats and another installment of NEW money is added. The following year this pattern repeats. New money is added to the repeating money to reach the goal. The effect of the bases contained in this bill is to depart from accepted methodology and to attempt to count this "repeating" money as "new" money. It is simply funny math. It does not reach the goal.

SFFF does support the FY2020 appropriation of \$92,659,017 and base of \$4436 in this bill. It adds the first of the four required new money increases needed to phase-in the missing 6 years of inflation.

SFFF cannot support the FY2021 appropriation of \$89,659,017 and base in FY2021 of \$4569. It does NOT add a second installment of NEW money needed to phase in the missing 6 years of inflation.

Similarly, the bases for FY2022 and FY2023 are also incorrect to continue the phase-in of 2018 SB61 and to phase-in a total of \$363M in new money needed for inflation.

A check step. KSDE computed the amount of increased aid needed to reach the Montoy Safe Harbor in the Dale Dennis February 6 testimony. Like the Legislative Research computation in 2018, Dale continues the methodology from 2017 through 2023. Dale finds that total spending in 2023 should equal \$3,742,611,889 to equate to Montoy spending in 2010 adjusted for inflation. See page 2 of Dale's February 6 testimony. To see if the bases contained in both SB 44 and SB 142 hit this mark, you need only look as far as the Governor's Current Projections which are attached. It clearly shows that in 2023 the spending level only reaches \$3,419,231,000, not the required \$3,742,611,889 for the Montoy Safe Harbor.

Another check step. If you compare the 2018 version of the projections to the current 2019 version of the projection you see that in 2018, after SB 61 was adopted, the 2023 spending level was projected to be \$3,310,599,000. The Current 2019 projection for 2023 shows the level at \$3,419,231,000, a difference of only \$108,632,000. This means that only \$108M of new money was added by the current bill over the total phase-in time period, NOT the required \$363M required by the state's analysis.

Yet another check step. Rather than add the inflation over a four year phase-in, what addition to the base would be needed to be added “all at the end” to fund the required \$363M of new inflation money.  $\$363,036,068$  divided by  $700,154$  weighted students produces a needed addition to the base of  $\$519$  to cover the inflation amount. If you add that amount to the base all at the end of the SB 61 phase-in in 2023, you get  $\$4713 + \$519 = \$5232$ . This is far higher than the final base contained in the bill.

When Dale was asked if the Bases in this bill will reach the required \$3.7B spending level for the Montoy Safe Harbor that the state desired to reach, he responded “No sir.” He added that the Bases in the bill will only produce an ending spending level of approximately \$3.4B. This is verified by the governor’s current spending projection for 2023. The bases in the bill simply are not correct, nor do they follow from the KSDE and Legislative Research analysis of what is needed for the state to reach and take advantage of the Montoy Safe Harbor to comply with the court order and end the litigation.

Dale Dennis has provided the Base numbers needed to address the inflation and reach the \$3.7B Montoy Safe Harbor. Those bases are:

FY20 \$4436  
FY21 \$4697  
FY22 \$4958  
FY23 \$5219

These are the Bases that include BOTH the SB 61 adequacy amount AND the new inflation amount. These are the correct Bases that need to be included in SB 142 to cure the error.

SB142, as introduced, addresses and includes both the SB 61 new money and the inflation new money for the first year only, FY20. However, the Base amounts included in Section 4 of the bill as introduced do NOT include the required new inflation money for FY21, FY22 and FY23.

Upon analysis we find that, in its current form, SB 142 would not satisfy the *Gannon VI* decision. Without correction we cannot support SB 142. With correction of the bases as set forth above, SFFF can still support the bill.

Thank you for allowing SFFF to clarify SFFF’s opposition to the bill.

Contact information:

Bill Brady  
Schools For Fair Funding  
785 233 1903

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## STATE GOAL:

Returning to Level of Spending in FY10.

This was the Montoy level of spending before the cuts.

Rationale: It was constitutional in 2006. It should be constitutional now if adjusted for inflation to current dollars.

SB 61 attempted to do this during the 2018 session.

They call this the Montoy Safe Harbor.



## Division of Fiscal and Administrative Services

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February 6, 2019

TO: Senate Select Committee on Education Finance

FROM: Dale M. Dennis, Deputy  
 Commissioner of Education

SUBJECT: State Board of Education Budget Recommendations

The purpose of this memorandum is to review how the State Board of Education determined its recommendations on the Base Aid for Student Excellence (BASE).

The process began with the following chart submitted to the Supreme Court by the state attorneys.

Year	Prior Year Amount	Inflation Percent	Inflation Adjustment Amount	New Amount
2011	\$ 3,108,690,821	3.22	\$ 100,099,844	\$ 3,208,790,665
2012	3,208,790,665	2.03	65,138,451	3,273,929,116
2013	3,273,929,116	1.40	45,835,008	3,319,764,124
2014	3,319,764,124	1.47	4,880,533	3,368,564,656
2015	3,368,564,656	(0.54)	(18,190,249)	3,350,374,407
2016	3,350,374,407	0.85	28,478,182	3,378,852,590
2017	3,378,852,590	1.66	56,088,953	3,434,941,542

Following discussion, the State Board increased the inflation factor by 1.44 percent. This decision was based on the following quote from the Kansas Supreme Court Opinion, June 25, 2018.

*"Toward that end, we observe that the average of all the years of inflation shown in the State's chart from its April 23, 2018 memo (SY 2010-11 through SY 2016-17) is 1.44%. Inflation adjustments for SY 2017-18 and SY 2018-19 obviously enlarge the State's principal figure of \$522 million. That enlarged principal amount then needs to be adjusted gain (for inflation) until the new principal is paid in full over time—as the State's chosen remediation plan provides."*

**INFLATION ADJUSTMENT**

Year	Prior Year Amount	Inflation Percent	Inflation Adjustment Amount	Net Amount
2010-11	\$3,108,690,821	3.22	\$100,099,844	\$3,208,790,665
2011-12	\$3,208,790,665	2.03	\$ 65,138,451	\$3,273,929,116
2012-13	\$3,273,929,116	1.40	\$ 45,835,008	\$3,319,764,124
2013-14	\$3,319,764,124	1.47	\$ 48,800,533	\$3,368,564,656
2014-15	\$3,368,564,656	(0.54)	(\$18,190,249)	\$3,350,374,407
2015-16	\$3,350,374,407	0.85	\$ 28,478,182	\$3,378,852,590
2016-17	\$3,378,852,590	1.66	\$ 56,088,953	\$3,434,941,542
2017-18	\$3,434,941,542	1.44	\$ 49,463,158	\$3,484,404,700
2018-19	\$3,484,404,700	1.44	\$ 50,175,428	\$3,534,580,128
2019-20	\$3,534,580,128	1.44	\$ 50,897,954	\$3,585,478,076
2020-21	\$3,585,478,076	1.44	\$ 51,630,884	\$3,637,108,960
2021-22	\$3,637,108,960	1.44	\$ 52,374,369	\$3,689,483,329
2022-23	\$3,689,483,329	1.44	\$ 53,128,559	\$3,742,611,889

**SUMMARY**

Target Aid To Schools -- FY 2023	\$ 3,742,611,889
Less: Current Aid	(\$ 2,817,090,821)
Less: Scheduled Increase in Aid -- FY 2019	(\$ 148,103,000)
Total Target Additional Aid	\$ 779,416,068

THIS IS THE AMOUNT NEEDED IN FY 23  
TO FUND SB 61 PLUS INFLATION REMEDY.



ANNUAL SUMMARY	2019-20	2020-21	2021-22	2022-23	TOTAL
Four-Year Average	\$ 194,854,017	\$ 194,854,017	\$ 194,854,017	\$ 194,854,017	\$ 779,416,068
Five-Year Plan Amount	(\$ 102,195,000)	(\$ 103,195,000)	(\$ 103,195,000)	(\$ 103,195,000)	(\$ 415,780,000)
Additional Required	\$ 92,659,017	\$ 89,659,017	\$ 89,659,017	\$ 91,659,017	\$ 363,636,068

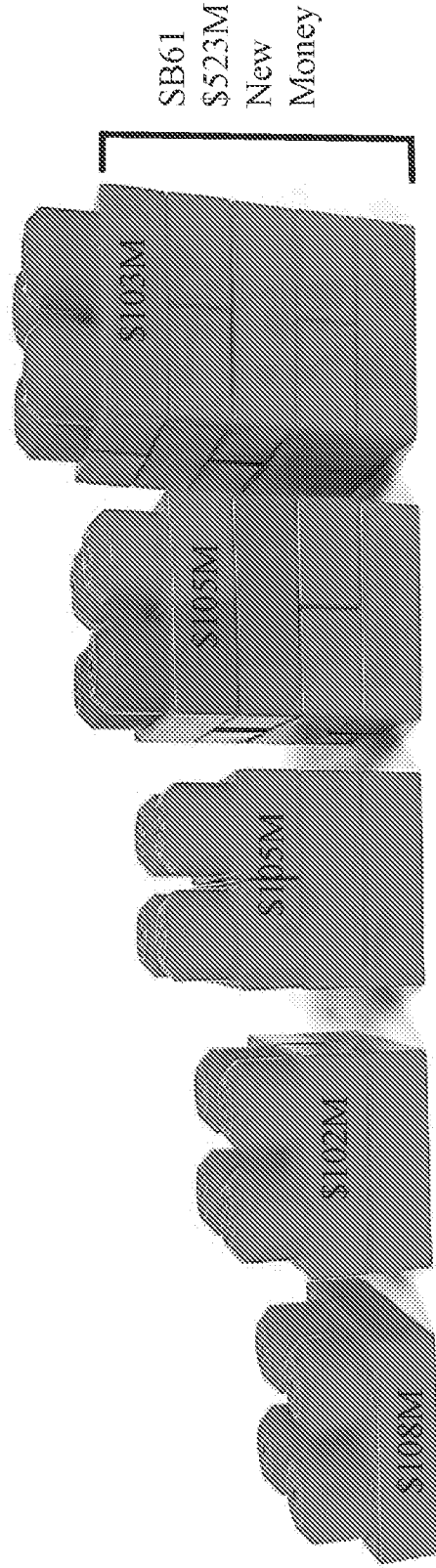
The State Board increased the amount by 1.44 percent as outlined by the Supreme Court, subtracted current aid plus the amount approved in 2018-19 and then divided by four (four-year period) and subtracted from that amount the amount already approved by the Legislature.

They then adjusted the BASE only on the amounts that would be needed for the next four years that is approximately \$90 million per year. The State Board's BASE recommendations are provided below.

	Sub. for SB 61	KSBE
2018-19	\$ 4,165	
2019-20	4,302	\$ 4,436
2020-21	4,439	4,569
2021-22	4,576	4,706
2022-23	4,713	4,846
2023-24	CPI	

THESE BASES DO NOT GET THE \$3.7B  
NEEDED TO FUND SB61 PLUS  
INFLATION REMEDY.

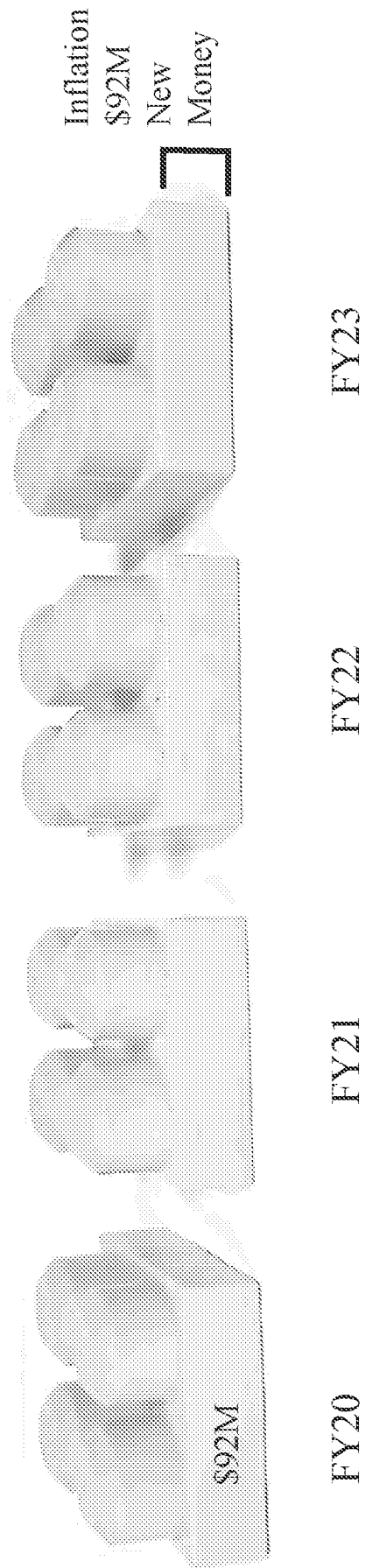
# New Money Included in SB61 5 Year Plan Adopted 2018 Session



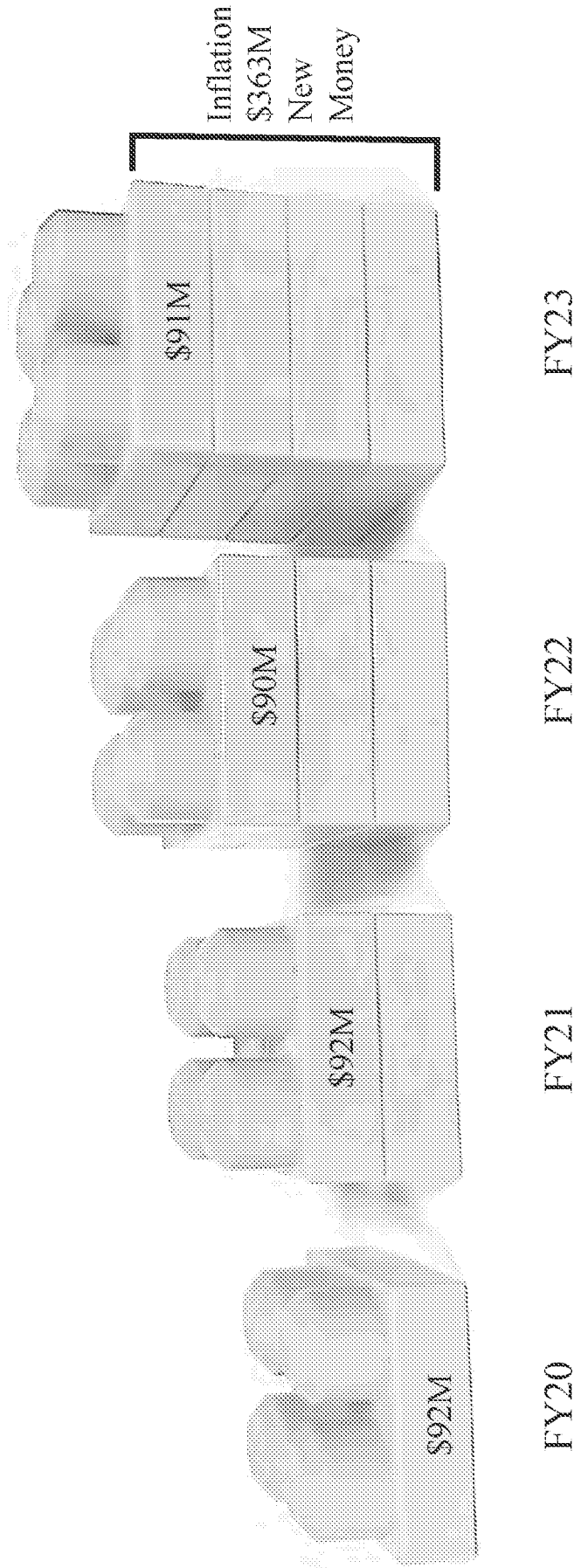
	FY19	FY20	FY21	FY22	FY23
SB61 Base:	\$4165	\$4302	\$4439	\$4576	\$4713

SB61 New money phased-in over 5 years

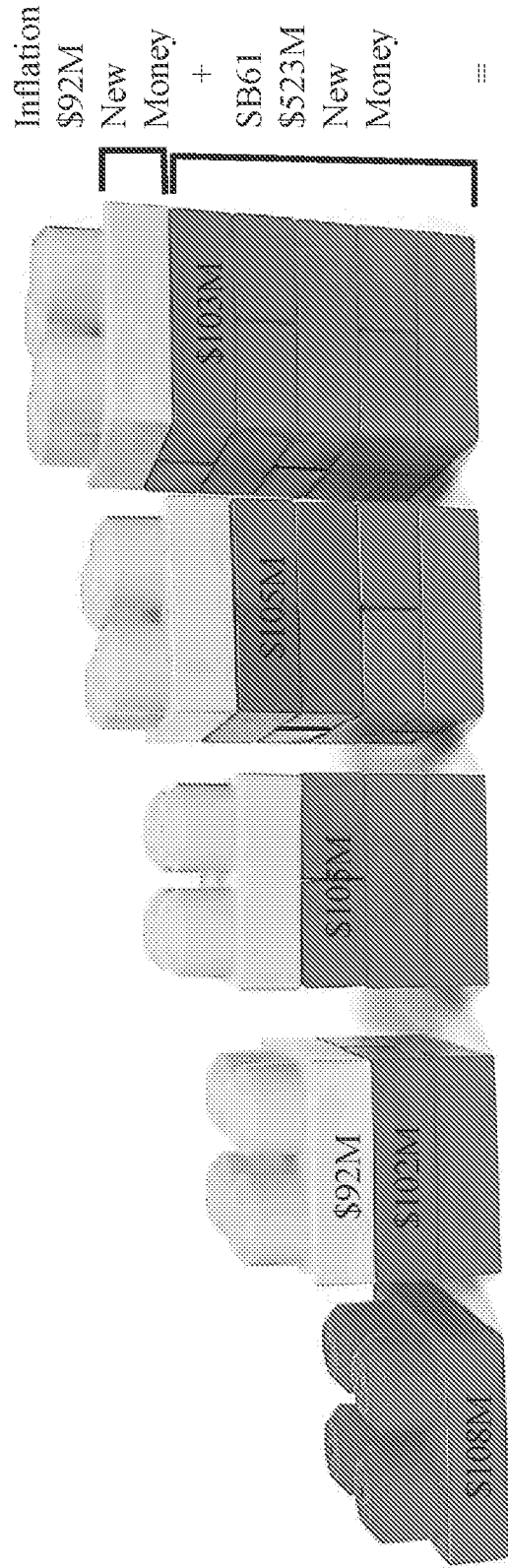
# New Money in SB44/SB142 Only One Year of Inflation Added



# New Money Required to Phase-In Six Years of Gannon VI Inflation



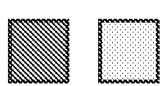
# New Money in SB44/SB142 Only One Year of Inflation Added



Inflation \$92M  
New Money + SB61 \$523M  
New Money = \$615M  
Less FY19 New Money -\$108M  
= \$507M

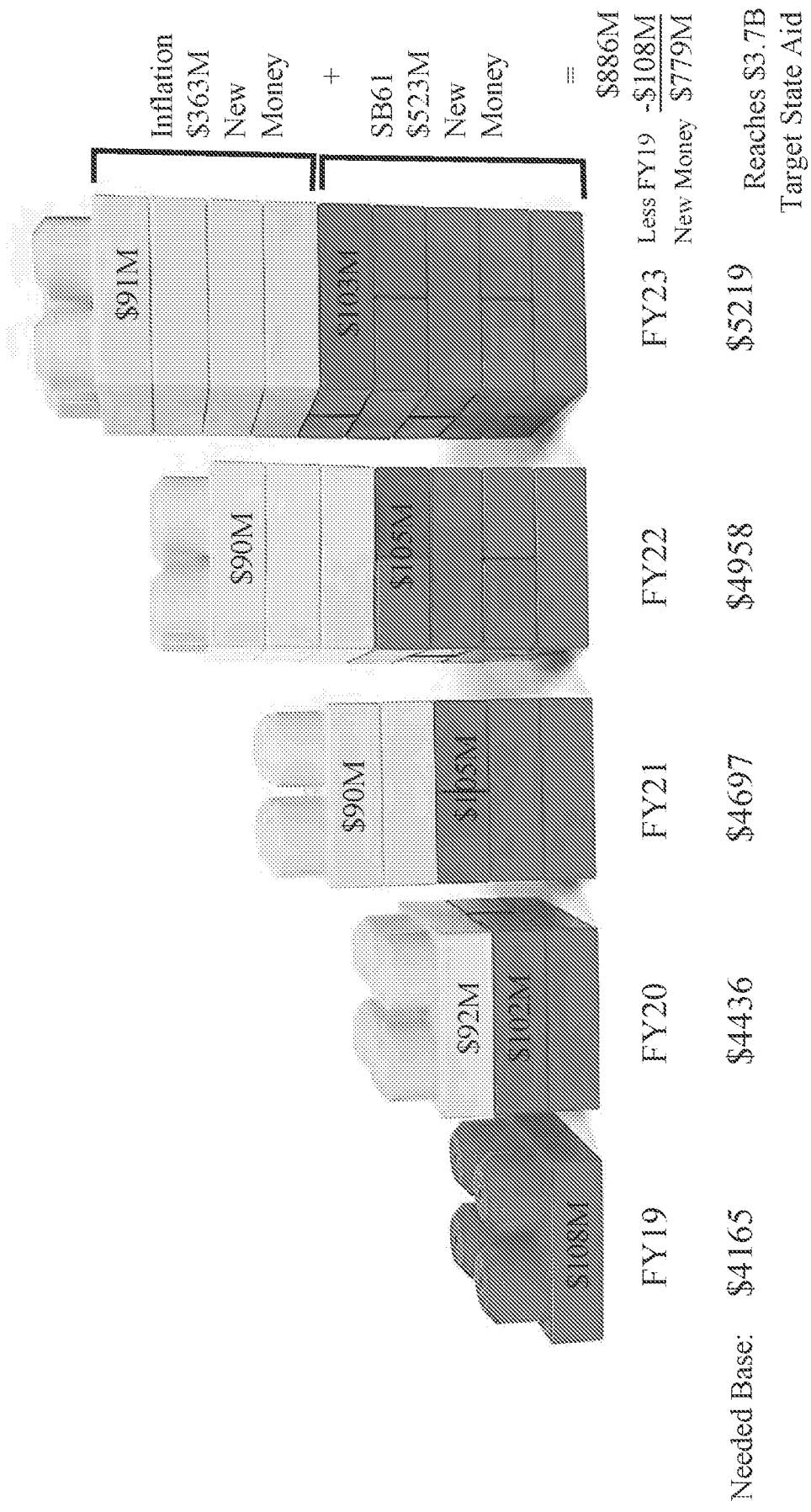
Base: \$4165      FY19      \$4436      FY20      \$4569      FY21      \$4706      FY22      \$4846      FY23

Short \$272M of Reaching \$3.7B of Target State Aid



SB61 New money phased-in over 5 years  
Gannon VI 6 years of inflation NOT phased-in over 4 years

# New Money Required to Fund SB61 Plus Gannon VI Inflation



# Current Projections

Governor's Recommendation School Finance Plan State Expenditures Perspective (Dollars in Thousands)											
	FY 2018 Actuals	FY 2019 Gov. Rec.	Prior Year Difference	FY 2020 Gov. Rec.	Prior Year Difference	FY 2021 Gov. Rec.	Prior Year Difference	FY 2022 Est.	Prior Year Difference	FY 2023 Est.	Prior Year Difference
BASE	\$ 4,086	\$ 4,165	\$ 159	\$ 4,436	\$ 271	\$ 4,569	\$ 133	\$ 4,786	\$ 137	\$ 4,846	\$ 140
State Foundation Aid (SFA)	\$ 2,001,554	\$ 2,109,651	\$ 108,098	\$ 2,317,775	\$ 308,123	\$ 2,395,360	\$ 77,585	\$ 2,478,317	\$ 82,957	\$ 2,563,937	\$ 85,720
State General Fund	641,068	678,357	37,289	711,933	33,596	738,735	26,782	764,347	25,612	788,968	24,621
20-Adm/Local Prop. Tax	53,447	56,080	553	56,000	--	56,000	--	56,000	--	56,000	--
School Dist. Fin. Fund	7,197	9,233	2,036	11,100	1,867	10,326	(774)	10,326	--	10,326	--
Miscellaneous Production Fund	96,600	45,000	(51,600)	--	(45,000)	--	--	--	--	--	--
State Highway Fund	\$ 2,801,866	\$ 2,898,241	\$ 96,376	\$ 3,026,828	\$ 198,586	\$ 3,200,421	\$ 103,593	\$ 3,308,890	\$ 108,469	\$ 3,419,231	\$ 110,341
Total-SFA	\$ 455,982	\$ 490,381	\$ 34,399	\$ 497,881	\$ 7,500	\$ 505,381	\$ 7,500	\$ 512,881	\$ 7,500	\$ 520,381	\$ 7,500
Special Education	10,000	--	(10,000)	--	--	--	--	--	--	--	--
State General Fund	\$ 415,982	\$ 490,381	\$ 44,399	\$ 497,881	\$ 7,500	\$ 505,381	\$ 7,500	\$ 512,881	\$ 7,500	\$ 520,381	\$ 7,500
State Highway Fund	--	--	--	--	--	--	--	--	--	--	--
Total-Special Education	\$ 3,247,847	\$ 3,389,622	\$ 140,775	\$ 3,594,709	\$ 206,086	\$ 3,795,802	\$ 111,093	\$ 3,821,779	\$ 115,969	\$ 3,939,612	\$ 117,841
Subtotal-USD General Funds	\$ 454,300	\$ 494,300	\$ 39,000	\$ 503,300	\$ 9,000	\$ 519,300	\$ 16,000	\$ 532,300	\$ 13,000	\$ 545,300	\$ 13,000
Supp. General State Aid (LOB)	\$ 3,702,347	\$ 3,887,971	\$ 180,575	\$ 4,098,809	\$ 215,086	\$ 4,225,192	\$ 127,093	\$ 4,354,071	\$ 138,969	\$ 4,484,912	\$ 130,841
State General Fund	--	--	--	--	--	--	--	--	--	--	--
Total-Governor's Plan			4.9%		5.3%		3.2%		3.1%		3.0%
% Chg. from Prior Yr.											

This is the total, purportedly, after SB61 PLUS inflation is phased-in.  
 Note - It is not \$363M higher than the 2018 projections. It is only \$109M higher.  
 If \$363M had been added over all 4 years, the end result would be \$363M higher than the 2018 projections.  
 This is how we know the bases are incorrect.

**2018  
Projections**

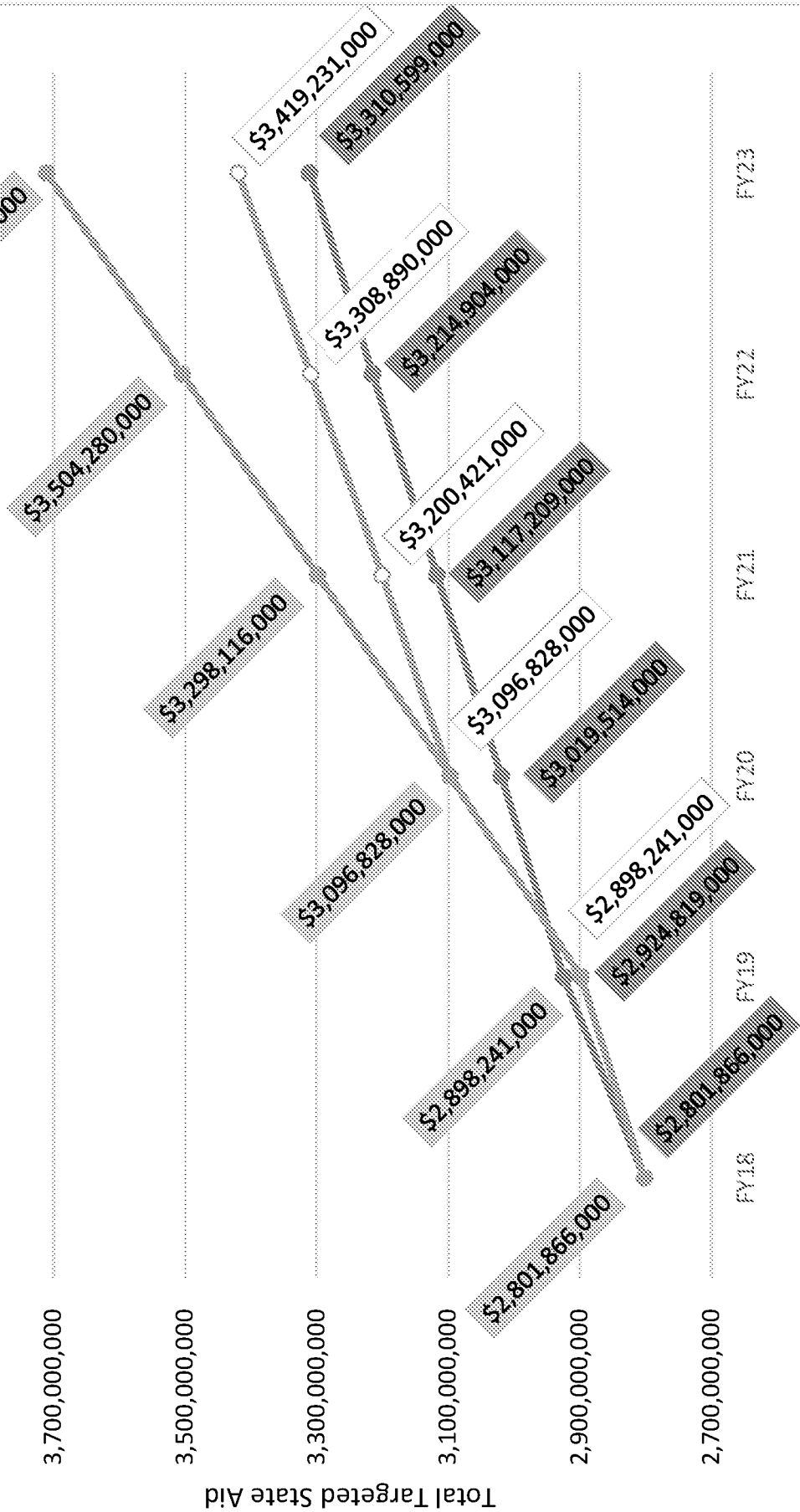
**2018 Legislature  
Approved School Finance Plan  
State Expenditures Perspective  
As of May 2018**  
(Dollars in Thousands)

	FY 2018 Actuals	FY 2019 Leg. Apprd.	FY 2019 Prior Year Difference	FY 2020 Est.	FY 2020 Prior Year Difference	FY 2021 Est.	FY 2021 Prior Year Difference	FY 2022 Est.	FY 2022 Prior Year Difference	FY 2023 Est.	FY 2023 Prior Year Difference
<b>B.A.S.E.</b>	\$ 4,006	\$ 4,165	\$ 159	\$ 4,302	\$ 137	\$ 4,438	\$ 137	\$ 4,576	\$ 137	\$ 4,713	\$ 137
State Foundations Aid (SFA)	\$ 2,001,554	\$ 2,148,294	\$ 146,740	\$ 2,218,696	\$ 68,402	\$ 2,287,850	\$ 71,153	\$ 2,359,933	\$ 72,083	\$ 2,433,183	\$ 73,252
State General Fund	641,068	669,656	28,588	693,549	26,293	722,480	26,541	748,102	25,612	776,545	22,443
20-Mill Local Prop. Tax	55,447	57,800	2,647	52,800	(2,000)	52,800	—	52,800	—	52,800	—
School Dist. Fin. Fund	7,197	9,000	1,872	9,000	—	9,000	—	9,000	—	9,000	—
Mineral Production Fund	96,600	45,000	(31,600)	45,000	—	45,000	—	45,000	—	45,000	—
State Highway Fund	2,801,866	2,924,819	122,953	3,019,514	94,695	3,117,269	97,694	3,214,004	97,694	3,310,599	95,683
<b>Total-SFA</b>	\$ 433,962	\$ 490,381	\$ 56,399	\$ 497,881	\$ 7,300	\$ 505,381	\$ 7,300	\$ 512,881	\$ 7,500	\$ 520,381	\$ 7,500
Special Education	10,923	—	(10,923)	—	—	—	—	—	—	—	—
State General Fund	485,982	490,381	44,399	497,881	7,500	505,381	7,500	512,881	7,500	520,381	7,500
State Highway Fund	3,247,847	3,415,200	167,353	3,517,395	102,195	3,622,598	105,194	3,727,785	105,194	3,830,980	103,195
<b>Total-General Funds</b>	\$ 454,500	\$ 483,917	\$ 29,417	\$ 491,217	\$ 7,300	\$ 498,517	\$ 7,300	\$ 507,117	\$ 8,600	\$ 520,117	\$ 13,000
Supp. General State Aid (L.O.B.)	—	7,500	7,500	7,900	400	7,500	—	7,500	—	7,500	—
State General Fund	—	2,500	2,500	2,800	300	2,800	—	2,800	—	2,800	—
Mental Health Pilot Program	—	500	500	500	—	500	—	500	—	500	—
ACT/Workeys	—	—	—	—	—	—	—	—	—	—	—
Teacher Mentoring	—	—	—	—	—	—	—	—	—	—	—
<b>Total School Finance Expenditures</b>	\$ 3,702,347	\$ 3,889,917	\$ 207,570	\$ 4,019,412	\$ 189,495	\$ 4,131,907	\$ 312,494	\$ 4,246,782	\$ 313,795	\$ 4,361,991	\$ 316,195
<b>% Chg. from Prior Yr.</b>			5.6%		4.6%		2.9%		2.8%		2.7%

This is the total after SB61 is phased-in.



# Total Targeted State Aid



Data from 2018 Legislature Approved School Finance Plan as of May 2018 and Governor's Recommendation School Finance Plan

**Another view of the issue:**

What if the \$363M for inflation was added to the final year rather than spreading it over 4 years?

Amount Needed for Inflation Increase	Weighted Enrollment in FY23	Base Increase Needed for Inflation Only
\$363,636,068	700,154	\$519
/		=

\$519 on the base is needed for inflation only.

FY23 base in current law		\$4,713
Inflation	+	\$519
Base needed by FY23 to include SB61 plus Inflation		\$5,232

Conclude: The final phased-in base in FY23 must approximate \$5,232 to fund both SB61 plus the Gannon VI required inflation. Getting there in a phased-in manner should not reduce the final required base to achieve the goal.

Date: February 13, 2019 at 1:15:20 PM CST

Listed below—see estimated BASE amounts.

2019-20	\$ 4,436
2020-21	\$ 4,697
2021-22	\$ 4,958
2022-23	\$ 5,219

Let us know if you have questions.

Dale



**Dale M. Dennis**

Deputy Commissioner  
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**Kansas State Department of Education**

LONDON STATE OFFICE BUILDING, 900 SW JACKSON STREET, SUITE 354, TOPEKA, KS 66612

**Dale Dennis Testimony February 6, 2019**  
**Senate Select Committee on Education Finance**

Dale Dennis: I am supposed to review with you how the Board arrived at their numbers. One on general state aid and then our budget appeal. So we'll try to do that within the time frame.

On the first page of our memo, and John referred to this a little bit ago, from the memo that went to the Supreme Court from the State's Attorneys. You'll see that table that shows about a several, six to seven year history of the inflation costs, and that's what was very very important in arriving of what the court came down with.

You'll notice right under that table was a quote from the court. They took an average of those inflation factors and they averaged 1.44%. The Board's opinion when we did this, they thought that was kind of a vehicle that the court would accept the 1.44.

You may hear today somebody that the inflation will be higher than that. But we believe based on that language at the bottom of the page that the board thought that would be acceptable to the court. So on page two we apply that 1.44% out for the number of years that the law provided for. Five years, so there's four years left.

And you'll notice the target aid after the 1.44% in 2023 is **\$3.742B**. The 2.817B was in the memo that went to the court and the State's attorneys.

The \$146M is what we added last year in General Aid and also includes Special Ed. We subtract that out and we are \$779M short and what the Board chose to do, and there is more than one way you could do this and come up with higher numbers, they spread that \$779M on page three over a four year period and that's \$194M. You subtract out the money that you approved, the bill you approved last year which run about a little over \$100M to \$105M per year. Subtract that out and that leaves you in the range of \$89M to \$92M per year.

The Board then translated that into an amount per pupil and that amount per pupil is shown on page three. It increases the base amount per pupil about the \$90M to \$89M to \$92M **per** year. Same law that you adopted last year it just takes, tries to solve the adequacy problem. That's how the board went about that.

I also attached another sheet that came out of the Governor's budget that shows the four year history of that and which is based on the same base amount per pupil.

Before I go to the other piece dealing with the agency, is there any questions?

That's nine credit hours in three minutes. Is there any questions you got in there?

Molly Baumgardner: Senator Denning.

Jim Denning: Dale before I start talking about the finance piece, do you have any idea why Governor Kelly added the whole entire budget to what we're working on today rather than just let us sort out the latest demand for inflation? Do you have any idea why she bundled the whole darn education budget in one bill?

Dale Dennis: No you will have to ask somebody else other than me sir. I couldn't answer that.

Jim Denning: Gotcha. I mean, it's caused so much angst because there's half of the State's budget is sitting in this committee and we're really just interested in sorting out the final piece.

Dale Dennis: Somebody else might be able to but I couldn't tell you why it's in one bill verses more than one. Sorry.

Jim Denning: Gotcha. On just the finance piece, when the house bill, their budget, which we sent to the Supreme Court they use the Montoy Logic all the way through.

Now, the Board has deviated from that Montoy Logic and I'm specifically talking about the \$363M which is on your page three where it says additional required. So that's a total deviation from the Montoy Logic. So what we've used all this time is an accumulating logic and this is a fixed logic. So if we would use the Montoy Logic where the Supreme Court signed off on **we're shorting schools \$271M from FY20 to FY23**. So I looked ahead at the Schools for Fair Funding and it looks like they're agreed that we can deviate from the Supreme Court's demand, short the schools \$271M and call it a day. I just want to make sure that you're in agreement with that.

Dale Dennis: Sir, I don't know it's important that I agree but I would have to look at the numbers because if I recall Montoy started out at 4433 and then I assume you would apply then the consumer price index coming forward and I'm not sure exactly what that would be but I understand the logic.

Jim Denning: So I can show you offline. I stayed up late last night and spread it out for you. But **it's clearly shorting schools \$271M from FY20 to FY23** and I just want to make sure I guess if the attorneys sign off on it, it's a no brainer but I don't (A) want to get sued and (2) I don't want the Supreme Court coming back that we defied them.

Dale Dennis: I understand that.

Jim Denning: So if we could talk offline about that. Thank you.

Dale Dennis: I understand.



Testimony before the  
Senate Select Committee on Education Finance  
in **SUPPORT** of

**Senate Bill 142 — Appropriations for the department of education for FY 2020 and  
FY 2021 in response to litigation; increasing BASE aid for certain school years.**

by

**Game On for Kansas Schools**  
Judith Deedy, Executive Director  
March 6, 2019

Ms. Chair, Members of the Committee:

Thank you for the opportunity to submit testimony in support of Senate Bill 142.

Game On for Kansas Schools is a nonpartisan, grassroots advocacy effort among Kansans who share a belief in high-quality public education as a right of all Kansas students. We advocate for Kansas public schools to ensure our teachers, principals, superintendents, and school board members have the resources necessary to deliver quality education to all Kansas students. We inform communities across the state about education funding and policy issues and legislation affecting our students. The Game On team includes members representing the spectrum of education stakeholders (parents, educators, and other community advocates), and our membership extends statewide.

We support funding inflation during the phase-in of the funding plan passed by the legislature last year as recommended by the State Board of Education. As we understand it, this inflation approach fills the hole that would otherwise be formed if the legislature failed to account for inflation during the phase-in of the Gannon funding plan. As we stated in our prior testimony on Senate Bill 44, parents across Kansas have witnessed the impacts of nearly a decade of budget constraints. We have experienced teacher and other staff reductions, increased class sizes, cuts to programs, cuts to supply budgets and library book budgets, increases in family-paid fees, years between raises for teachers, shortened school years and shortened school weeks. Though impacts were different in different parts of the state, they were real and were felt by families in urban, suburban and rural communities.

These reductions occurred during a time when parents were being told our children were going to need to compete not just with students from other states, but with students from other nations, if they are to be able to participate in a global economy. Our school districts were told they needed to provide greater career and technical opportunities, to teach soft skills and nurture social-emotional development, to prevent bullying, to improve safety and security of their students and provide technology that didn't even exist when we were in school. We also saw an increase in students living in poverty and English Language Learners.

We have started to make progress in restoring necessary staffing, programs and resources. If we fail to account for inflation during the phase-in of the funding, we are essentially going back to making cuts. We respectfully remind the committee members that the funding set last session was based on data on the costs of educating Kansas children. If the legislature does not add funding for inflation, then there will be students whose needs cannot be met, and programs or staff that cannot be provided.

We have come a long way. We understand the multiple needs legislators must balance, and we appreciate the hard work that so many have done to get us to this point. We urge this committee to take the necessary steps to end the Gannon litigation and fund an inflation adjustment so that the progress toward the Gannon funding is maintained during the phase-in period.



Kansas PTA  
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March 6, 2019

**WRITTEN ONLY - Testimony to Senate Selection Committee on Education Finance**

**Honorable Chair, Senator Molly Baumgardner**

Amy Robinson, Education Committee Assistant  
(785) 296-7368, [Amy.Robinson@senate.ks.gov](mailto:Amy.Robinson@senate.ks.gov)  
Room 445-S, State Capitol Building

**Senate Bill 142 – School Finance. Appropriations for Dept of Education for FY 2020 and FY 2021 in response to litigation; increasing BASE aid for certain school years<sup>1</sup>**

Hearing: Wed, March 6, 2019, 1:30 pm, Room 144-S  
Proponent\*

Chairwoman Baumgardner and Committee Members,

It is with regret that a member of KS PTA leadership cannot be in person today to provide testimony on this critical issue of school finance. Thank you for the opportunity to submit written-only testimony on Senate Bill 142, on behalf of the Kansas Parent Teacher Association (PTA). The PTA is a non-partisan, volunteer organization, whose mission is to make every child’s potential a reality by engaging and empowering families and communities to advocate for all children.

As we noted when the PTA testified on SB 44, our first legislative priority states that the “Kansas PTA supports efforts to strengthen and improve the Kansas public school finance system, which includes legislation and policies that uphold the state’s constitutional obligations to make suitable provision for the finance of the Kansas public schools, achieving both equitable and adequate funding, as informed by actual costs ... .”<sup>2</sup>

The Kansas PTA respectfully asks that the 2019 Kansas legislature prioritize school finance this session. We urge a timely resolution of the Gannon school finance lawsuit, accounting for inflation through an appropriate increase to base state aid. We ask that committee members support a school finance resolution that meets constitutional expectations as outlined by the Kansas Supreme Court, such as the State Board of Education recommendations and in keeping with the State's own argument to return to good standing under the *Montoy Safe Harbor*. \*Kansas PTA supports SB 142, to the degree that this plan is in alignment with these parameters, as well as the Governor's proposal.

The Kansas PTA considered several criteria from which we base our position on this bill, including the following:

**First, SB 142 approaches restoration of public school funding to a constitutional level of adequacy through fiscal year 2021.**

We understand that the working definition of *adequacy* in Kansas is the amount of funding that should have been appropriated in 2010:<sup>3</sup>



- after action to address the earlier Montoy case,
- but before budget cuts associated with the Great Recession and tax policy changes, and
- adjusted for inflation at the years of restoration.

We recognize that this *Montoy Safe Harbor* reflects that last time in which school funding for public schools was found to be constitutionally adequate<sup>4</sup> and can be achieved again with an additional inflation adjustment over the remaining years of the phase-in period. Multiple cost studies and cost related analyses would suggest this funding level to be a reasonable estimate of the actual costs to districts, for meeting the state education standards.<sup>5</sup> One challenging assumption is this estimate implies that the learning needs of Kansas students, as well as their expected educational achievements, are relatively the same as they were ten years ago. Yet we understand that the approach used to determine adequacy of school funding levels is based on a methodology that estimates the actual costs of providing all students the opportunity to meet the state education standards. And finally, the current school finance law includes accountability provisions in a series of performance audits, for which updated cost studies are scheduled.

**Second, SB 142 continues to restore opportunities for all students to achieve.**

This bill, along with recent steps to restore state aid, will allow districts to provide more opportunities for students to make meaningful educational growth and to accelerate learning for students who are behind grade level. Districts are applying these funds in a variety of ways, from expanding comprehensive early childhood, to strengthening at-risk programs, to supporting student readiness opportunities for postsecondary education and the workplace. Districts are working to restore competitive wages to recruit and retain qualified educators. Based on recent national data, Kansas ranks 46<sup>th</sup> in teacher wage competitiveness, with educators at ages 25 and 35 years earning less than 70% of their non-teacher peers of similar education levels and age – putting our youth at risk of losing great teachers to our surrounding states and to other professions.<sup>6</sup>

**Third, SB 142 provides an increased degree of much needed stability and predictability.**

For the past ten years, parents and educators alike have been asking for a plan that fulfills the constitutional obligation to our children’s educational needs and the future of our state. With this bill, parents will once again be able to bank on the school doors being open in the fall. Our district leaders and teachers will be in a better position to engage in long-term planning and to better optimize their use of finite resources.

**Fourth, we know that money matters and costs are not stagnant.**

Rigorous evidence like Bruce Baker’s (2018) research and Lori Taylor’s (2018) cost analyses, affirms that education funding, spent intentionally, makes a difference in students’ educational outcomes.<sup>7</sup> These studies in Kansas have shown an .83% increase in spending is associated with a 1.0% increase in district performance outcomes – almost a one-to-one relationship.<sup>8</sup>

We also know that Kansas public schools are efficient and intentional. The WestEd Taylor study reported a 95.6% efficiency rating – meaning public school buildings were producing nearly 96% of their potential output on average.<sup>9</sup> KSDE data indicates that 75% of the operational budgets of our public schools went toward direct support for students and teachers in the classrooms, with less than 5% going towards general/central administration in 2018.<sup>10</sup>

We know that level of education is a protective factor against recessions. Georgetown University found that workers with a Bachelor’s degree have added 8.4 million jobs in the post-recession recovery, with 187,000 of those jobs gained during the Great Recession, but workers with a high school diploma or less **lost** 5.6 million jobs in the recession and added back only 80,000 between January 2010 and April 2016.<sup>11</sup> This means

an adequate investment in public education will help Kansans weather the storms of cyclical recessions, along with a balanced tax policy that minimizes the fluctuations in revenue during these same cycles.

And finally, we know this reinvestment in public education is a reasonable alignment of Kansas budget with Kansas priorities. KASB reminds us that school expenditures as a percent of Kansas personal income is less than 3% of what districts can spend on general operations and below 4.5% of total expenditures including KPERS, both lower than in the 2000s and below the 20-year average.<sup>12</sup>

For the past ten years, parents and educators alike have been urging the legislature to fulfill their constitutional obligation to our children's educational needs and the future of our state. For every year legislative games are played and insufficient, unpredictable funding in perpetuated, Kansas children suffer. They miss opportunity to make meaningful progress and their sense of belonging to school is upended as programs are eliminated, courses discontinued, teachers leave, positions left unfilled, and administrators unable to plan ahead. Please make the school finance inflation fix your education policy priority this session.

Thank you for your time and consideration.

Monica Crow, Kansas PTA President  
[kansaspta@gmail.com](mailto:kansaspta@gmail.com)  
[@KsPTALeg](https://www.facebook.com/KsPTALeg)

Cc: Lauri DeNooy, President-Elect  
Brian Hogsett, VP of Advocacy  
Devin Wilson, State Legislative Chair  
Debbie Lawson, Advocacy Team  
Mary Sinclair, PhD, Advocacy Team

#### **THE PTA POSITION**

*Kansas PTA is a nonpartisan association that promotes the welfare of children and youth. The PTA does not endorse any candidate or political party. Rather, we advocate for policies and legislation that affect Kansas youth in alignment with our legislative platform and priorities. PTA mission and purpose have remained the same since our inception over 100 years ago, focused on facilitating every child's potential and empowering families and communities to advocate for all children.*

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<sup>1</sup> Senate Bill 142 (Kansas Legislature, 2019) [http://kslegislature.org/li/2019\\_20/measure/sb142/](http://kslegislature.org/li/2019_20/measure/sb142/)

<sup>2</sup> KS PTA Legislative Platform (2018-2019) [http://www.kansas-pta-legislative.org/sites/default/files/2018KsPTALegPriorities\\_0.pdf](http://www.kansas-pta-legislative.org/sites/default/files/2018KsPTALegPriorities_0.pdf) ; see also our KS PTA Guiding Principles for a School Finance Formula (2016) [http://www.kansas-pta.org/files/documents/KsPTASchFinPosition2016\\_Final.pdf](http://www.kansas-pta.org/files/documents/KsPTASchFinPosition2016_Final.pdf)

<sup>3</sup> Tallman Education Report (2018, July 24). State Board proposal would adjust Legislature's school funding for inflation. <https://kasb.org/blog/state-board-proposal-would-adjust/>

<sup>4</sup> Montoy Case for 2010 (Robb Law, retrieved Feb 2019). [http://www.robblaw.com/html/school\\_finance.html](http://www.robblaw.com/html/school_finance.html)

<sup>5</sup> Augenblick & Myers (2002); Baker (2018); Duncombe & Yinger (2005); Kansas Legislative Post Audit (2006); Taylor, Willis, Berg-Jacobson, Jaquet & Caparas (2018).

<sup>6</sup> Baker, B. (2018). Educational Inequality and School Finance: Why Money Matters for America's Students. Harvard Education Press, Cambridge, MA, pp. 63-63; KASB powerpoint presentation (2018, Dec 12).

<sup>7</sup> Baker, B. (2018). Educational Inequality and School Finance: Why Money Matters for America's Students. Harvard Education Press, Cambridge, MA; Tallman Education Report (2019, Jan 16), Why funding matters in improving education, and how we know. <https://kasb.org/blog/why-funding-matters-in-improving-education-and-how-we-know/>

<sup>8</sup> Kansas Legislative Post Audit (2006, Jan). Cost study analysis. Elementary and secondary education in Kansas: Estimating the costs (2006, Jan) [http://www.kasba.org/media/files/highlights/media/files/temp/05pa19\\_nomiJG1.pdf](http://www.kasba.org/media/files/highlights/media/files/temp/05pa19_nomiJG1.pdf); Taylor, L., Willis, J., Berg-Jacobson, A., Jaquet, K. & Caparas, R. (2018). Estimating the costs associated with reaching student achievement expectations for Kansas public education students: A cost function approach. Prepared by WestEd for the Kansas Legislature.

<sup>9</sup> WestEd Taylor (2018, p. 63).

<sup>10</sup> KASB (2018, Nov). Kansas public education: Commitment to success, p. 18. <https://kasb.org/wp-content/uploads/2018/11/Commitment-Revised-November-8-2018.pdf>

<sup>11</sup> Georgetown University Center on Education and the Workforce. (2016). America's divided recovery: College haves and have-nots. Washington, DC. <https://igvhoq479ufd3yna29x7ubjn-wpengine.netdna-ssl.com/wp-content/uploads/Americas-Divided-Recovery-web.pdf>

<sup>12</sup> KASB (2018, Nov). Kansas public education: Commitment to success, p. 15. <https://kasb.org/wp-content/uploads/2018/11/Commitment-Revised-November-8-2018.pdf>



**MainStream Coalition**  
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Testimony to Senate Select Committee on Education Finance  
Chair, Sen. Molly Baumgardner  
Hearing: Wednesday, March 6, 2019

**Position – SUPPORT SB 142**

Chair Baumgardner, and Members of the Committee,

The MainStream Coalition supports passage of SB 142, in the interest of advancing the question of fully funding public education to the Senate floor. The Kansas Supreme Court has ruled additional funds are required to account for inflation, and their deadline is rapidly approaching. This bill covers the inflation increase for one year, and would give some certainty to school districts and families across the state.

It is high time to end the cycle of litigation. The Court has already ruled the policy passed last year to be Constitutional, and there is no need to revisit that, or for an ill-advised Amendment to go around the Constitutional protections given by the Court. Instead, a funding solution needs to be presented to the Court.

This bill, with a funding amount presented by the State Board of Education, is a step in that direction. We need to move it forward.

Thank you,

Brandi Fisher  
Executive Director, the MainStream Coalition

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*Executive Director*

**About MainStream**

Founded in 1993, the MainStream Coalition is an advocacy group for moderate political views regardless of party. Our members do more than vote.

# FIVE SHAWNEE COUNTY SCHOOL DISTRICTS ONE UNITED VOICE

March 6, 2019

Chairwoman Baumgardner and Members of the Senate Select Committee on Education Finance:

For four years, the five Shawnee County school districts have collaborated and mutually developed our legislative positions. Each of the five locally elected school boards considered those positions and approved a legislative platform, establishing a unified Shawnee County legislative platform.

We are united in the belief that our students and staff are the top priority for Shawnee County. Our community supports our schools and relies on the societal benefits that are gained from a quality public education system. Through partnerships with private industry, we have developed a system that maximizes public dollars and provides students a pathway into the workforce. Shawnee County students and families are dedicated to their local public schools, and we believe all Kansas students deserve an adequate and equitable public education.

We supported SB 44 and likewise support SB 142, which would fully fund our schools at a funding level that takes in to consideration annual inflation and would allow us to continue to address the growing needs of our school districts, while also continuing to improve teacher recruitment and retention. New state aid for the 2018-2019 school year has impacted learning in Shawnee County schools in a variety of ways, including:

- An increase in teacher salaries across Shawnee County to attract and retain highly qualified educators.
- A focus on at-risk student programs including summer school and after school programs.
- Expanded preschool opportunities across Shawnee County.
- Expansion of Advancement Via Individual Determination (AVID) programs.
- Expanded social-emotional services delivered to students on-site by counselors , psychologists and social workers.
- Expanded career pathways, JAG-KS, internships, and other vocational-technical opportunities to assist career readiness.

For Topeka Public Schools, 85.2% of the new funding for the 2018-2019 school year was utilized for Topeka Public School teacher salaries. Our educators make up 30% of full time staff in all five school districts in Shawnee County. Our 1,333 Topeka Public School educators generate an economic impact worth \$233 million to Shawnee County. With the new funding for

2018-19, we provided a 6.8% full time teacher average salary increase. Our average teacher salary is now \$55,772, which has improved our ability to attract and retain quality teachers. For our community, each full time teacher generates an economic impact of \$174,793.70.

With one united voice, we support the concepts that have been laid out in SB 44 and draw your attention to the attached positions on school funding, which were mutually created with the beliefs that Shawnee County students are our top priority and that there are significant societal benefits gained by supporting exemplary public education. We ask you to support the passage and implementation of SB 44 for the benefit of the students and families of Shawnee County.

RESPECTFULLY,

Dr. Michael Morrison, Topeka Public School District #501  
Frank Henderson, Topeka Seaman School District #345  
Eric Deitcher, Shawnee Heights School District #450  
Tom Bruno, Auburn-Washburn School District #437  
Randy Matzke, Silver Lake School District #372



*Engage! Prepare! Inspire!*

## **HOW SHAWNEE COUNTY ELECTED OFFICIALS CAN HELP IMPROVE TEACHER RECRUITMENT AND RETENTION**

In addition to continuing to fully fund schools, including a funding level that takes into consideration annual inflation, Topeka Public Schools ask you to consider the following:

### **Transition to Teaching Programs**

Continue supporting the Transition to Teaching programs in partnership with state universities, including pilot programs for elementary and special education transition teachers. Designing a pilot program intended for secondary general education teachers would also serve as an added benefit.

### **Licensures**

We recommend shortened licensure processing. The current process in place offers a turnaround time of four to six weeks.

We suggest an extended reciprocal licensure to all neighboring states and Texas. This in turn creates a greater outreach to teachers from states that don't offer the same opportunities as Kansas.

### **KPERS**

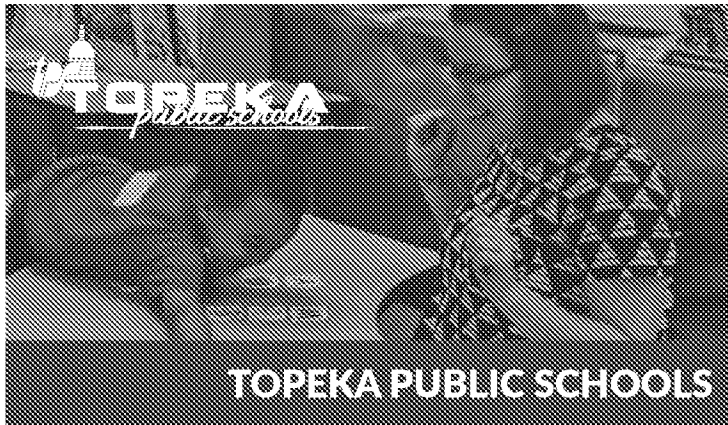
In order to attract candidates for hard-to-fill positions (i.e. special education, math, science), we request that the state consider suspending the Kansas Public Employees Retirement System penalty for retirees who wish to return to the public education workforce.

### **Additional Funding Opportunities**

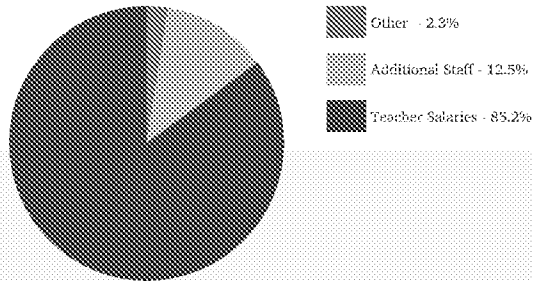
The following programs could be funded by the legislature in order to eliminate barriers to recruiting and retaining teachers:

- Tuition reimbursement for paraeducators that complete a teacher education program.
- Supplemental tuition and loan forgiveness support to candidates that teach in urban or high-need areas within our state.
- Provide state-level higher education scholarships to qualifying students that complete the pathway for rising educators, such as the course offered through Topeka's Center for Advanced Learning & Careers.
- Provide state funding that would allow us to continue our district's Grow Our Own Program. We are no longer able to accept applications for this program due to the cost.

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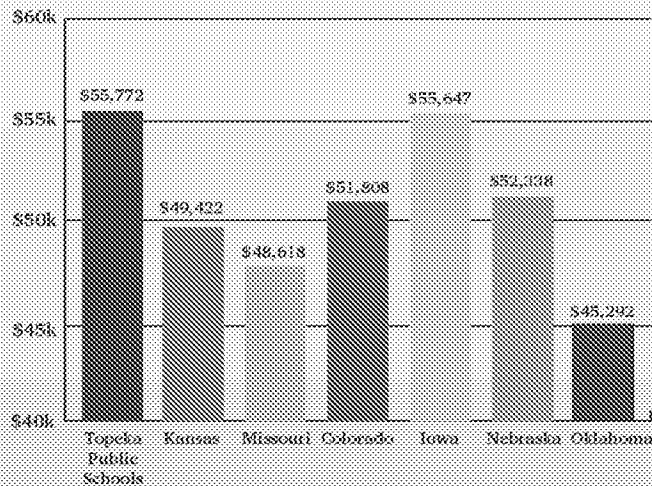
**How was new funding utilized in 2018-2019?**



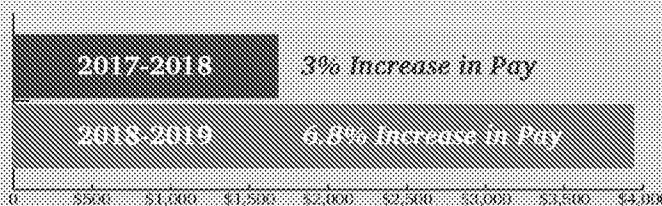
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**OUR EDUCATORS MAKE UP 30% OF FULL-TIME STAFF IN ALL FIVE SCHOOL DISTRICTS IN THE COUNTY**

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April 8, 2019

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**House Status:** Adjourned until Wednesday, May 01, 2019 at 11:00 a.m.  
**Senate Status:** Adjourned until Wednesday, May 01, 2019 at 10:00 a.m.

you are here: [Home](#) » [Bills and Resolutions](#) » [SB142](#) » [SB142 Minutes and Testimony](#) » [SB142 Minutes](#)

## Minutes for SB142 - Committee on K-12 Education Budget

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**Short Title**  
 Appropriations for the department of education for FY 2020 and FY 2021 in response to litigation; increasing BASE aid for certain school years.

**Minutes Content for Tue, Mar 19, 2019**

Chairwoman Williams began the meeting at 3:05pm.

Jason Long presented an overview of **SB142**

Chairwoman Williams opened the neutral testimony

Representative Waymester - K12 and higher ed takes up 84% of the budget, discussed his concerns; discussed concern from Supreme Court; thinks we are in a recession. (Attachment 1)

Representative Johnson - we have to either come up with growth or additional sources of revenue; discussed state general fund receipts. (Attachment 2)

Questions were asked and comments were made by Representatives: Ward, Williams, Lusk, and Huebert.

Chairwoman Williams closed the neutral portion of the testimony.

**Chairwoman Williams opened the proponent portion of the testimony.**

Mark Tailman, KASB - discussed funding per pupil, discussed school expenditures, discussed graduation rates since 2010; discussed national assessment of educational progress; discussed progression of ACT scores; discussed expenditures on students compared to that of other states. (Attachment 3)

Questions were asked and comments were made by Chairwoman Williams, and Representatives: Erickson, Hoffman, Lusk, and Huebert.

Emr Gould, Game On Kansas - support funding inflation; restore funding to stable and predictable footing; cuts risk the success of our students (Attachment 4)

Questions were asked and comments were made by Representatives: Tarwater, Erickson, Landwehr, Holscher, and Hoffman.

Devin Wilson, Kansas PTA - supports efforts to strengthen and improve the Kansas public school finance system; discussed the restoration of public school funding to a constitutional level of adequacy through FY2021; discussed how the bill provides an increased degree of stability, money matter and costs are not stagnant. (Attachment 5)

Questions were asked and comments were made by Representative Thomas and Chairwoman Williams.

GA Buie, USA Kansas / KSSA - noted that if we desire to meet the workforce needs of our state, we must consider expanding the opportunities and experiences for our students; traditional school model does not work anymore; the teacher is no longer the center of knowledge. (Attachment 6)

**Written Only Proponents:**

- Patty Logan (Stand Up Kansas) (Attachment 7)
- Megan Peters (Education First Shawnee Mission) (Attachment 8)
- Claire Reagan (Clathe Resident) (Attachment 9)
- Nikki McDonald (Clathe Public Education Network) (Attachment 10)
- Brandi Fisher (Mainstream Coalition) (Attachment 11)
- Dr Chad Higgins (Superintendent of Schools, Meize USD 266) (Attachment 12)
- Justin Coup (Superintendent, Solomon USD 393) (Attachment 13)
- Dr Kelly Amberger (Superintendent/Elementary Principal, USD 482; Schools for Quality Education) (Attachment 14)
- Jeff Travis (Superintendent, USD 273; Schools for Quality Education) (Attachment 15)

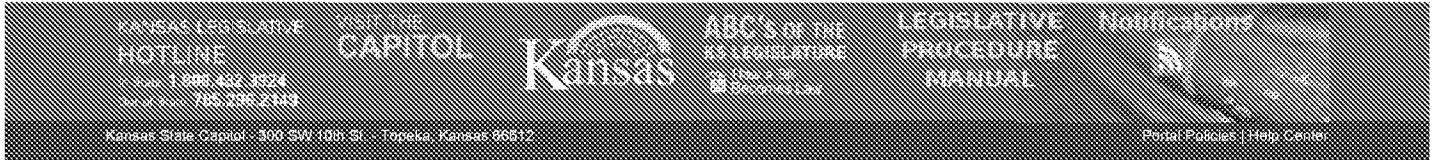
**Written Only Opponents:**

- Mike O'Neal (Kansas Policy Institute) (Attachment 16)
- Bill Brady (Schools for Fair Funding) (Attachment 17)



Chairwoman Williams closed the hearing on [SB142](#).

Chairwoman Williams adjourned the meeting at 5:32pm.



STATE OF KANSAS



TOPEKA

HOUSE OF  
REPRESENTATIVES

**TROY L. WAYMASTER**

REPRESENTATIVE, 109<sup>TH</sup> DISTRICT  
3225 152<sup>ND</sup> ST  
BUNKER HILL, KS 67626

CAPITOL BUILDING  
TOPEKA, KANSAS 66612  
(785) 296-7672

**COMMITTEE ASSIGNMENTS**

House Appropriations  
Chairman

March 19, 2019

The Honorable Kristey Williams, Chairperson  
Members of the K-12 Education Committee  
Room 546-S  
300 SW 10th Ave  
Topeka, KS 66612

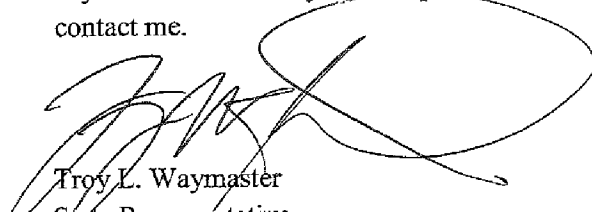
Dear Chairperson Williams & K-12 Education Committee,

Thank you for letting me testify today to Senate Bill 142, which some state is a plan to end the litigation and to address the latest response from the Kansas Supreme Court.

After reviewing the contents and the impact of Senate Bill 142, which contains amendments to the Kansas School Equity and Enhancement Act, , I will be standing neutral on this particular bill given the impacts this bill would have to the budget for the state of Kansas.

Again, thank you for taking the time for me to convey my thoughts to the committee.

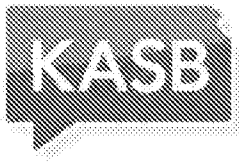
If you should have any further questions on this bill or legislative matter, please feel free to contact me.



Troy L. Waymaster  
State Representative  
109th Kansas House District

TW/cm

<b>Table 1</b> <b>State General Fund Receipts</b> <b>(Dollars in Thousands)</b>								
Consensus Estimate November 9, 2018								
	FY 2018 (Actual)		FY 2019 (Revised)		FY 2020		FY 2021	
	Amount	Percent Change	Amount	Percent Change	Amount	Percent Change	Amount	Percent Change
<b>Property Tax/Fee:</b>								
Motor Carrier	\$ 12,430	14.4 %	\$ 12,100	(2.7) %	\$ 12,300	1.7 %	\$ 12,500	1.6 %
<b>Income Taxes:</b>								
Individual	\$ 3,374,420	46.5 %	\$ 3,550,000	5.2 %	\$ 3,700,000	4.2 %	\$ 3,770,000	1.9 %
Corporation	392,440	20.8	420,000	7.0	425,000	1.2	430,000	1.2
Financial Institutions	45,527	10.7	43,000	(5.6)	44,000	2.3	44,000	—
<b>Total</b>	<b>\$ 3,812,387</b>	<b>42.8 %</b>	<b>\$ 4,013,000</b>	<b>5.3 %</b>	<b>\$ 4,169,000</b>	<b>3.9 %</b>	<b>\$ 4,244,000</b>	<b>1.8 %</b>
<b>Excise Taxes:</b>								
Retail Sales	\$ 2,341,693	2.4 %	\$ 2,345,000	0.1 %	\$ 2,370,000	1.1 %	\$ 2,400,000	1.3 %
Compensating Use	406,514	5.7	420,000	3.3	435,000	3.6	450,000	3.4
Cigarette	120,073	(7.7)	114,000	(5.1)	110,000	(3.5)	106,000	(3.6)
Tobacco Products	8,876	3.0	8,700	0.3	8,800	1.1	8,900	1.1
Cereal Malt Beverage	1,479	(4.2)	1,200	(18.8)	900	(25.0)	800	(33.3)
Liquor Gallonage	19,851	2.1	20,200	1.8	20,400	1.0	20,600	1.0
Liquor Enforcement	73,475	2.7	73,000	(0.6)	74,000	1.4	75,000	1.4
Liquor Drink	11,548	4.6	11,800	2.2	11,900	0.8	12,000	0.8
Corporate Franchise	7,487	(1.9)	7,300	(2.5)	7,400	1.4	7,500	1.4
Severance	41,401	(1.6)	41,000	(1.0)	36,200	(11.7)	33,700	(6.9)
Gas	12,920	(13.2)	6,500	(49.7)	4,400	(32.3)	3,300	(25.0)
Oil	28,481	4.7	34,500	21.1	31,800	(7.8)	30,400	(4.4)
<b>Total</b>	<b>\$ 3,032,195</b>	<b>2.4 %</b>	<b>\$ 3,042,200</b>	<b>0.3 %</b>	<b>\$ 3,074,600</b>	<b>1.1 %</b>	<b>\$ 3,114,300</b>	<b>1.3 %</b>
<b>Other Taxes:</b>								
Insurance Premiums	\$ 171,100	(0.7) %	\$ 165,000	(3.6) %	\$ 170,000	3.0 %	\$ 172,000	1.2 %
Miscellaneous	2,699	99.6	3,500	29.7	3,800	8.6	4,000	5.3
<b>Total</b>	<b>\$ 173,799</b>	<b>0.1 %</b>	<b>\$ 168,500</b>	<b>(3.0) %</b>	<b>\$ 173,800</b>	<b>3.1 %</b>	<b>\$ 176,000</b>	<b>1.3 %</b>
<b>Total Taxes</b>	<b>\$ 7,030,811</b>	<b>20.9 %</b>	<b>\$ 7,235,800</b>	<b>2.9 %</b>	<b>\$ 7,429,700</b>	<b>2.7 %</b>	<b>\$ 7,546,800</b>	<b>1.6 %</b>
<b>Other Revenues &amp; Receipts:</b>								
Interest	\$ 22,786	(65.3) %	\$ 50,000	119.4 %	\$ 57,000	14.0 %	\$ 65,000	14.0 %
Transfers & Other Receipts	198,441	(48.0)	(31,200)	(115.7)	(268,000)	(759.0)	(429,600)	(60.3)
Agency Earnings	46,034	(38.4)	55,100	19.7	52,600	(4.5)	52,600	—
<b>Total</b>	<b>\$ 267,261</b>	<b>(48.8) %</b>	<b>\$ 73,900</b>	<b>(72.3) %</b>	<b>\$ (158,400)</b>	<b>(314.3) %</b>	<b>\$ (312,000)</b>	<b>(97.0) %</b>
<b>Total Receipts</b>	<b>\$ 7,298,073</b>	<b>15.1 %</b>	<b>\$ 7,309,700</b>	<b>0.2 %</b>	<b>\$ 7,271,300</b>	<b>(0.5) %</b>	<b>\$ 7,234,800</b>	<b>(0.5) %</b>



Oral, Proponent Testimony before the  
**House Committee on K-12 Education Budget**  
on  
**SB 142 –Appropriations for the department of education for FY 2020 and FY 2021 in response to  
litigation; increasing BASE aid for certain school years**  
by  
**Mark Tallman, Associate Executive Director for Advocacy**  
**March 19, 2019**

Madam Chair and Members of the Committee:

Thank you for the opportunity to testify. To make the best use of the committee's time, I have attached the same testimony we delivered in the Senate Committee on Education Finance on this bill, and the information attached to my testimony on **HB 2395** last week on page 12.

In brief, KASB supports **SB 142**, for five reasons: (1) to address the *Gannon* adequacy decision by restoring funding to approximate 2009 inflation-adjusted levels, (2) to catch up with other states after falling behind, especially the most successful states, (3) even with this increased funding, K-12 expenditures as a share of Kansas personal income will remain lower than previous decades, (4) school districts will use additional funding to promote student success, sharing the same goals as the Legislature; and (5) we know increased funding correlates with increased student success, and we know why.

However, last week the committee had important questions for me and other conferees. I have provided answers to what I thought were the most relevant questions from the chair and others about the link between funding and student success and balancing the role between the Legislature and local school leaders. These questions are:

- Why is student performance still so low when Kansas has added so much more money?
- Kansas funding is approaching \$14,000 per pupil. Why aren't we getting better results?
- Does "how" money is spent matter more than the amount of money?
- Does the Legislature need to require schools to spend money differently to get better results?

Our answers to these questions are on the following pages. I am happy to review them as time allows.

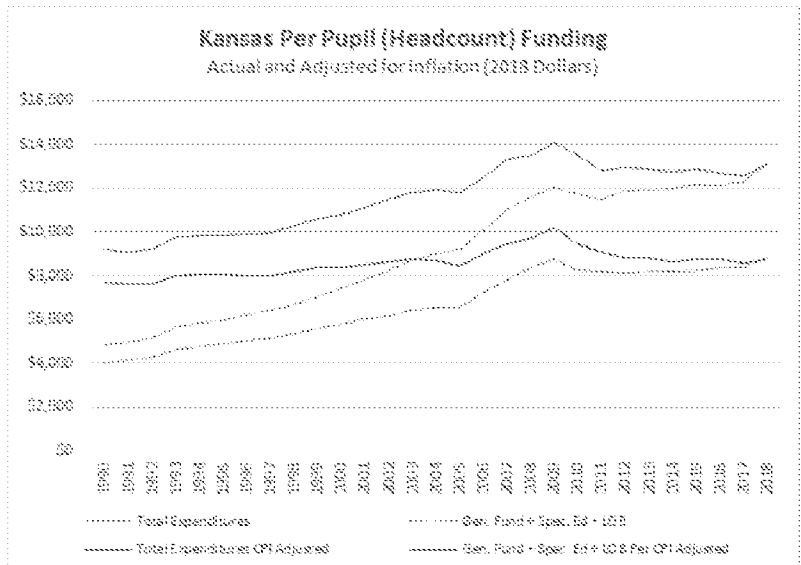
**Q. 1 Why is student performance so low when Kansas has added so much more money?**

**A. 1a.** By the state’s own calculation in the Gannon case, Kansas hasn’t increased funding in a decade, after adjusting for inflation. Total and per pupil funding is still far below 2009 inflation-adjusted levels.

From 1990 to 2009, total and per pupil funding did rise more than inflation. That changed from 2009 to 2017, when funding dropped when adjusted for inflation. Since 2017, school districts have had two years of higher-than-inflation increases, but we only have student performance data for last year.

Kansas Per Pupil (Headcount) Funding

	Total Expenditures	Gen. Fund + Spec. Ed + LOR	Total Expenditures CPI Adjusted	Gen. Fund + Spec. Ed + LOR Per CPI Adjusted
1990	\$4,803	\$4,021	\$9,205	\$7,707
1991	\$4,929	\$4,127	\$9,266	\$7,890
1992	\$5,165	\$4,262	\$9,322	\$7,811
1993	\$5,528	\$4,612	\$9,774	\$7,955
1994	\$5,832	\$4,777	\$9,857	\$8,074
1995	\$6,000	\$4,905	\$9,862	\$8,055
1996	\$6,210	\$5,033	\$9,915	\$8,023
1997	\$6,402	\$5,131	\$9,992	\$8,026
1998	\$6,585	\$5,318	\$10,273	\$8,173
1999	\$7,068	\$5,575	\$10,627	\$8,323
2000	\$7,426	\$5,775	\$10,802	\$8,400
2001	\$7,834	\$6,030	\$11,280	\$8,501
2002	\$8,270	\$6,176	\$11,516	\$8,605
2003	\$8,583	\$6,409	\$11,821	\$8,752
2004	\$8,997	\$6,536	\$11,930	\$8,892
2005	\$9,204	\$6,569	\$11,805	\$8,925
2006	\$10,078	\$7,236	\$12,522	\$9,889
2007	\$11,055	\$7,885	\$13,356	\$9,966
2008	\$11,520	\$8,359	\$13,520	\$9,765
2009	\$12,049	\$8,749	\$14,068	\$10,215
2010	\$11,758	\$8,254	\$13,507	\$9,478
2011	\$11,518	\$8,180	\$13,226	\$9,309
2012	\$11,651	\$8,114	\$13,530	\$9,253
2013	\$11,954	\$8,220	\$13,954	\$9,029
2014	\$12,026	\$8,186	\$13,726	\$9,657
2015	\$12,214	\$8,264	\$13,510	\$9,725
2016	\$12,137	\$8,387	\$12,668	\$8,733
2017	\$12,282	\$8,273	\$12,562	\$8,556
2018	\$13,106	\$8,821	\$13,106	\$8,771

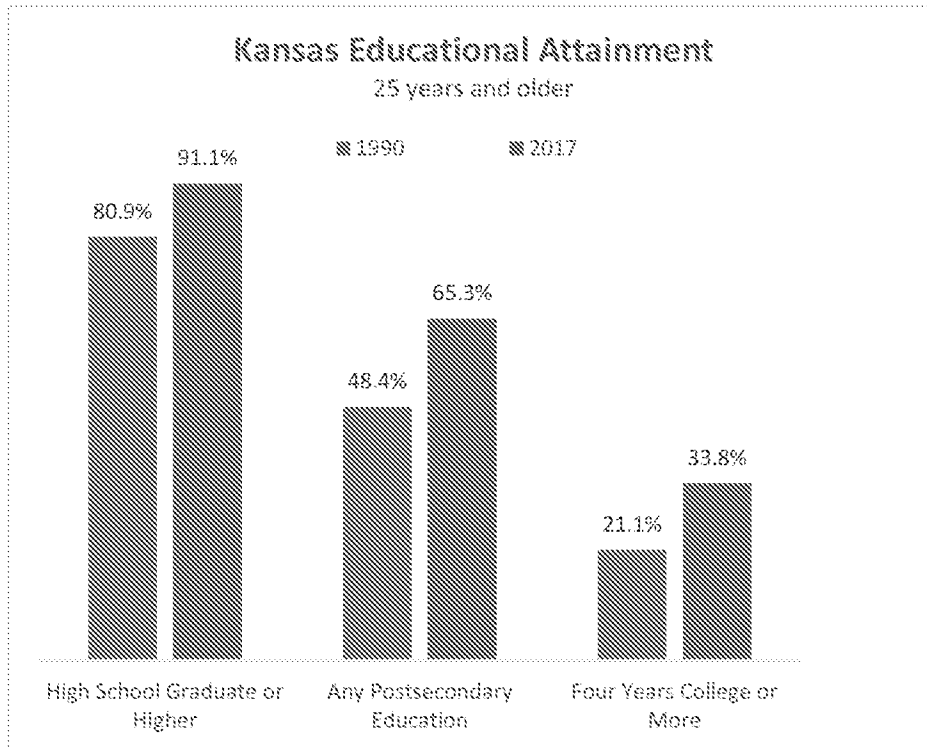


**A. 1b.** Long-term educational indicators show long-term improvement, but there have been short-term declines after funding began to fall behind inflation.

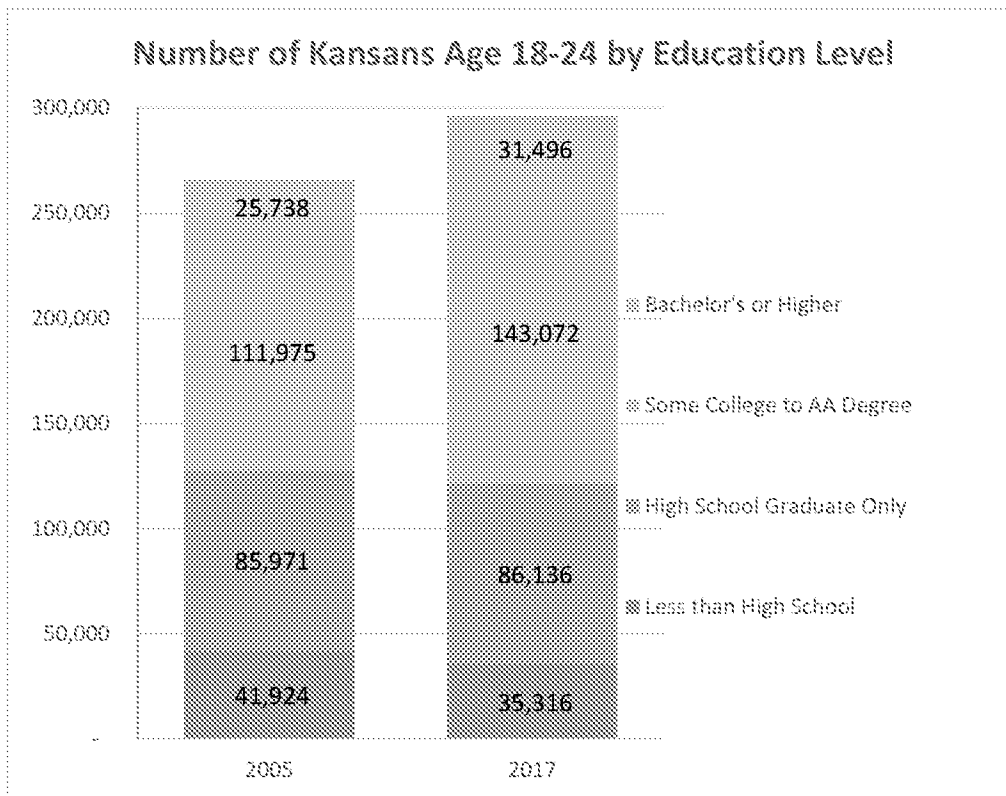
**Adult Educational Attainment = employment and income.**

KASB believes the most important educational results are levels of educational attainment. First, are students completing high school? Then are they prepared for and successfully completing postsecondary programs?

As KASB presented in previous testimony, Kansas has improved, and exceeds the national average in these areas. Since 1990, Kansans over 25 with a high school diploma went from 81 percent to 91 percent. Those with any postsecondary education went from less than one-half to almost two-thirds, and those with a four-year degree went from one in five to one in three.



Looking only at younger adults, since 2005 the percent of 18-24-year-olds – those just out of the K-12 system – without high school completion dropped from 18 to 11 percent; those with some college or higher increased from 51.9 to 58.9 percent.

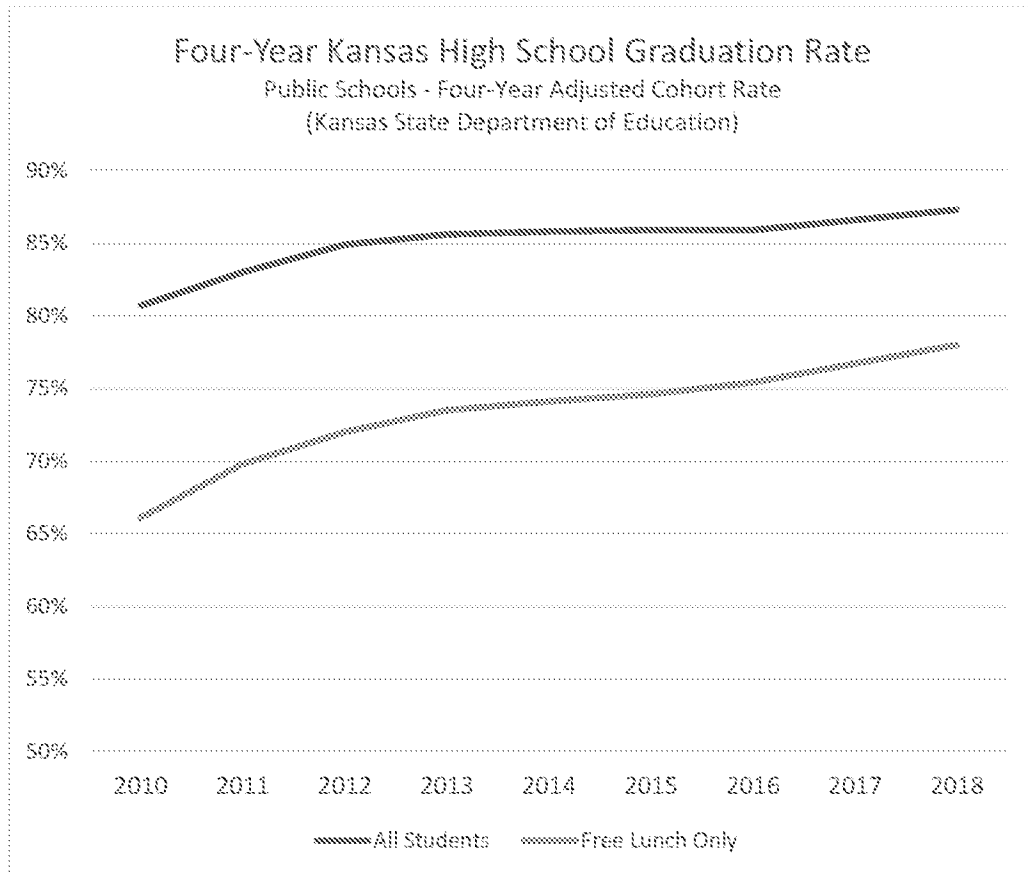


Note these increases have occurred as the Kansas student population has become more diverse, more low income and has more students with disabilities – factors which make student success more difficult.

### Graduation Rates

As the data shows, Kansas has clearly improved its overall graduation rate to an all-time high.

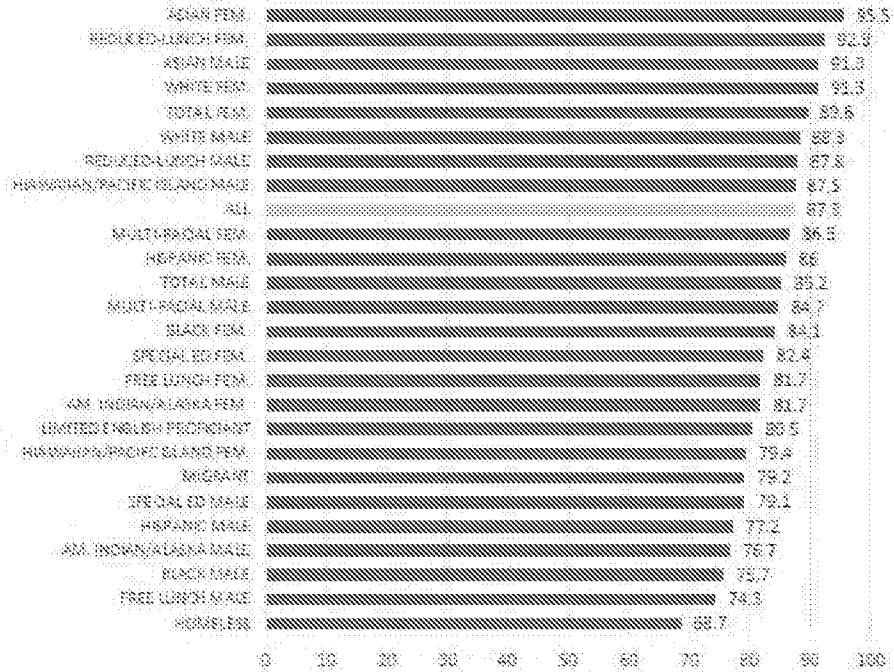
Shorter term, Kansas and other states have only been using the current “four-year adjusted cohort graduation rate,” which basically is designed to see what percentage of ninth-graders graduate “on time” in four years, since 2010. From 2010 to 2012, following a decade of increased funding and several years of funding cuts, Kansas graduation rates increased over 5 percent, then flattened out until 2017, before ticking up again in 2018 (following increased funding).



Although low income students have a significantly lower graduation rate than all students, their rate has increased more since 2010. In fact, that is true of almost all “lower performing” students, as shown on the next page.

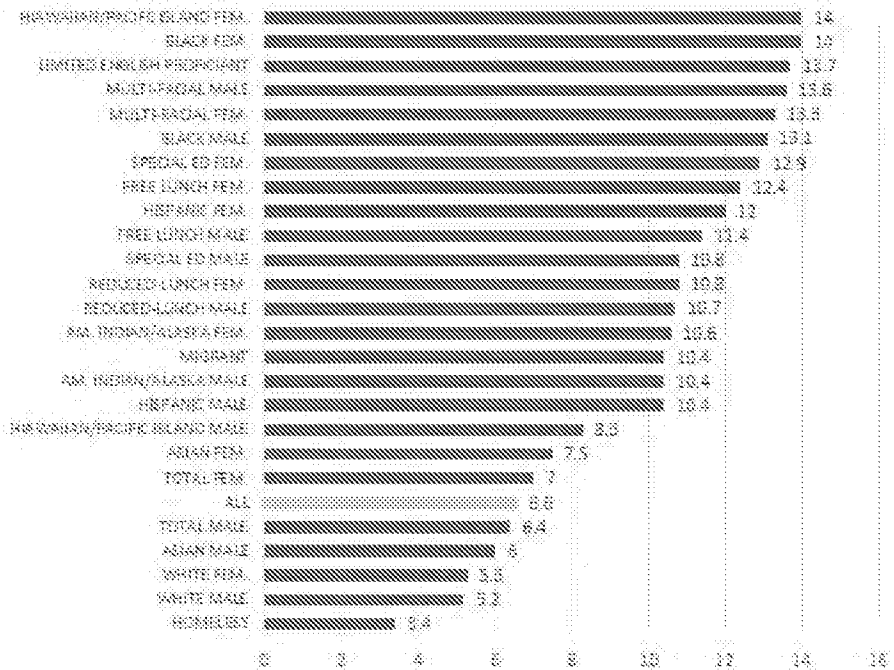
### Kansas High School Graduation Rates 2018

Four-Year Adjusted Cohort Formula (Kansas State Department of Education)



### Change in Kansas High School Graduation Rates 2010-2018

Four-Year Adjusted Cohort Formula (Kansas State Department of Education)





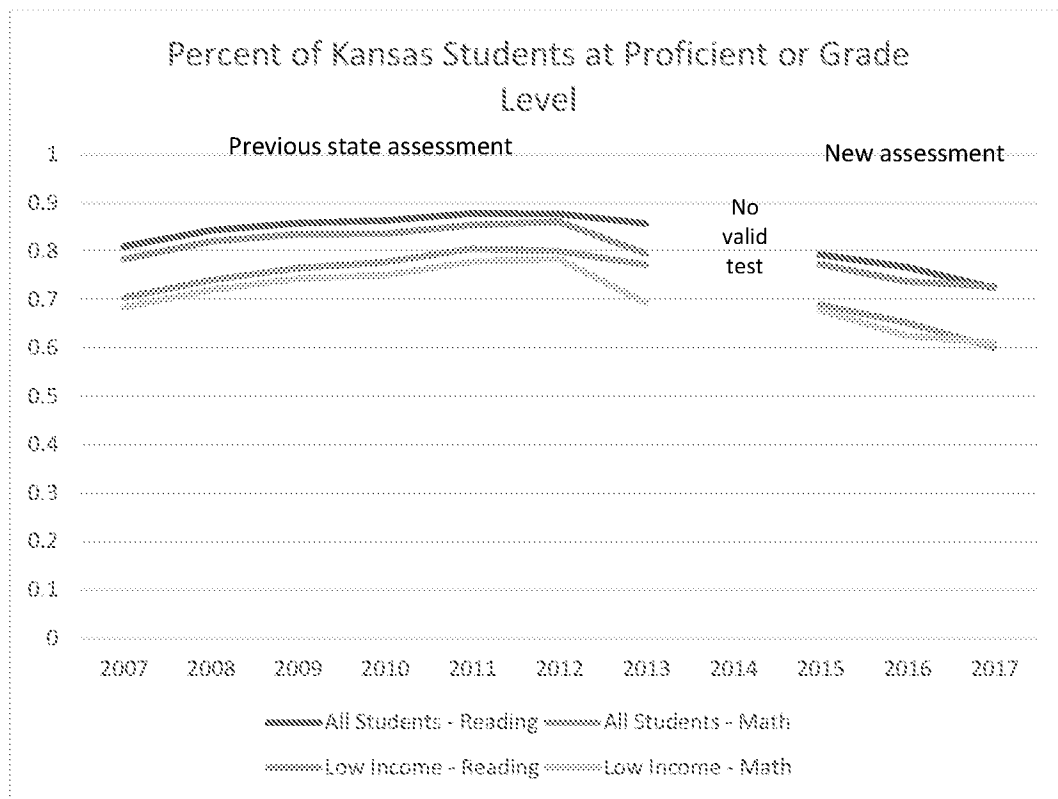
## National Assessment of Educational Progress

Kansas Legislative Research Department staff presented data to the House K-12 Education Budget Committee on Kansas. (Page 11.) Looking at data from 2000 to 2017, performance generally increased as funding was increasing and for a few years after and generally fell within several years after funding began to fall.

Let's compare eight measures: fourth and eighth grade tests in both reading and math, with percent of students at basic and percent at proficient on those four tests.

On five of eight measures, the percent in 2017 was higher than in 2000 or 2002, and on six of eight, was higher in 2017 than in 2003. On six of eight measures, the percent proficient reached its highest level between 2007 and 2013. (Inflation-adjusted funding reached its peak in 2009.) On seven of eight measures, the percent proficient was lower in 2017 than its previous high, after funding had been declining since 2009.

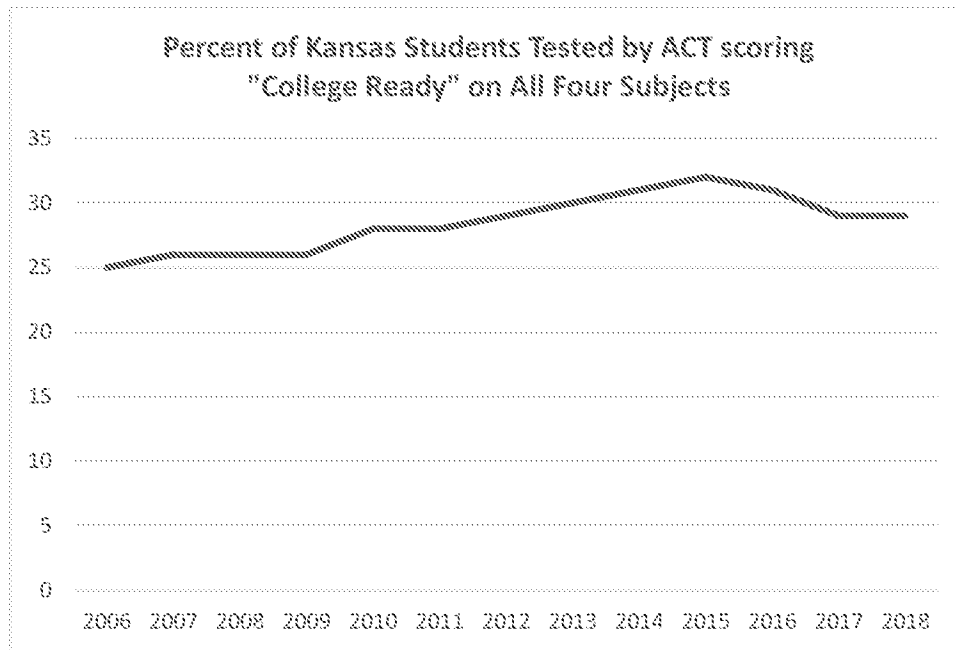
## Kansas Assessments



Kansas state assessments shows a similar pattern, but it is important to understand the state tests were significantly changed after 2013. From 2007 to 2012, average reading and math scores for all grades rose from around 80 percent to nearly 90 percent, and low-income students from around 70 percent to 80 percent, but dropped noticeably in 2013. Since the new tests were introduced in 2015, average scores have been dropping. (2018 results were also lower but have not yet been added to this graph.)

In other words, test results rose during and after increased funding. After a few years of funding decline, scores began to decline. We have had a single year of testing since "real" increased funding began.

## ACT scores



ACT began reporting on students scoring at college-ready benchmarks in 2006. The percent of Kansas scoring at that level on all four subjects rose from 25 percent in 2006 to a high of 32 percent in 2015, then dropped to 29 percent in 2017 and remained at that level in 2018.

In other words, after significant funding increases from 2005 to 2009, the five graduating classes improved. Performance did not fall immediately after funding cuts (compared to inflation) but did after several years.

### **Q. 2: Kansas spending is approaching \$14,000 per pupil. Why aren't we getting better results?**

**A. 2a.** *Compared to other states, Kansas spending per pupil is below the national average and regional states that do better on multiple measures (and below 2009 inflation-adjusted levels).*

Kansas spends \$1,600 less than the national average, ranks 30<sup>th</sup> in the nation (2016).

Kansas spends less than Nebraska, Iowa, North Dakota, Minnesota and slightly more than Missouri. Only Iowa, Nebraska and North Dakota do better on multiple results; Minnesota and Missouri have slightly lower results.

**A. 2b.** *States with better overall results provide more funding than Kansas. Even with more funding, their results are not dramatically different.*

23.6 percent of Kansans scored "below basic" based on average of the four NAEP tests. The top nine states averaged 21.8 percent, about two percentage points "better." 38.2 percent of Kansans scored proficient on NEAP. The top nine states averaged 40.7 percent, about 2.5 points better. Every state ranking higher provided more total funding per pupil than Kansas.

**A. 2c.** *If it was easy or cheaper to make all students successful, someone would have figured out how.*

Kansas private schools offer another comparison. On average, private schools have better state assessment results than public schools, but private school demographics are very different from public school demographics.

KASB added the percent of students with disabilities and the percent of students eligible for free or reduced meals for all districts and the five accredited private school systems: the four Catholic dioceses and Topeka Lutheran schools, then ranked from low to high. All five private systems were among the lowest 11 systems (out of nearly 300) for these students who usually score much lower due to non-school factors. We then compared the average percent of students “at grade level” and “at college and career level” for all systems with a disabilities plus free/reduced percentage of less than 32.

Number	ORGANIZATION NAME	Enrollment	PCT Students With Disabilities	PTC Free and Reduced Meals	Disabilities Plus FRL	Average at Grade Level	Average at CCR
Z0029	Kansas City Catholic Diocese	13308	2.44	12.60	15.04	88.37	57.15
D0229	Blue Valley	22,915	10.50	8.20	18.70	91.10	63.83
D0385	Andover	8,949	7.90	11.10	19.00	89.27	59.16
Z0026	Lutheran Schools (Topeka)	889	3.9	16.10	20.00	89.47	58.03
D0232	De Soto	7,476	8.10	12.60	20.70	89.08	55.22
D0207	Ft Leavenworth	1,922	12.90	9.30	22.20	91.86	64.56
Z0028	Dodge City Catholic Diocese	697	8.42	17.10	25.52	87.77	57.69
Z0030	Salina Catholic Diocese	2032	6.29	21.20	27.49	86.15	49.29
D0203	Piper-Kansas City	2,380	8.50	19.40	27.90	83.80	45.99
D0267	Renwick	1,842	10.70	17.90	28.60	87.23	52.72
Z0031	Wichita Catholic Diocese	9341	3.66	25.30	28.96	91.87	59.97
D0458	Basehor-Linwood	2,667	12.80	16.50	29.30	78.16	39.62
D0400	Smoky Valley	1,601	9.50	19.90	29.40	76.00	37.34
D0230	Spring Hill	4,025	16.20	15.00	31.20	80.08	47.41
D0372	Silver Lake	728	12.50	19.40	31.90	88.69	52.88
	Private Average					88.73	56.43
	Public Average					85.52	51.87
	Public Without High Virtual Enrollment					87.13	53.96

We found private systems – which do not have to accept all students, especially those most difficult – averaged about three percentage points higher than similar public schools at grade level, and 4.5 points higher at college and career. However, two of the public districts operate virtual school programs that draw higher numbers of students who are not doing well in traditional schools. Removing those two districts narrows the public/private gap to about 1.5 percent at grade level, and 3.5 percent college and career ready.

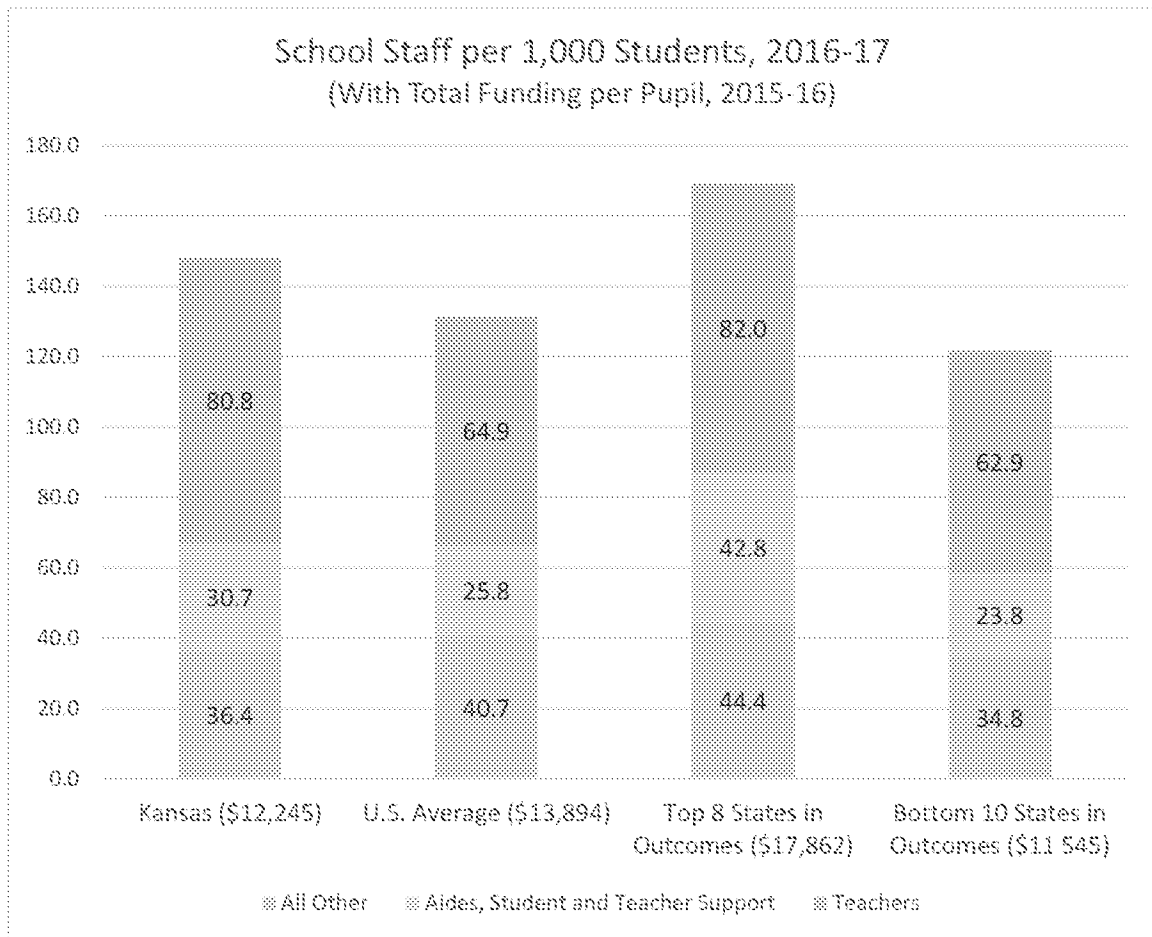
Private schools are to be commended for high results. But if the public schools’ performance rose an average of 2-4 points, would legislators be satisfied?

**Q. 3: Does “how” money is spent matter more than the amount of money?**

How you spend is always part of what you get, but even the most prudent, efficient low-income family budget won’t have the opportunities and quality of a higher income family lifestyle.

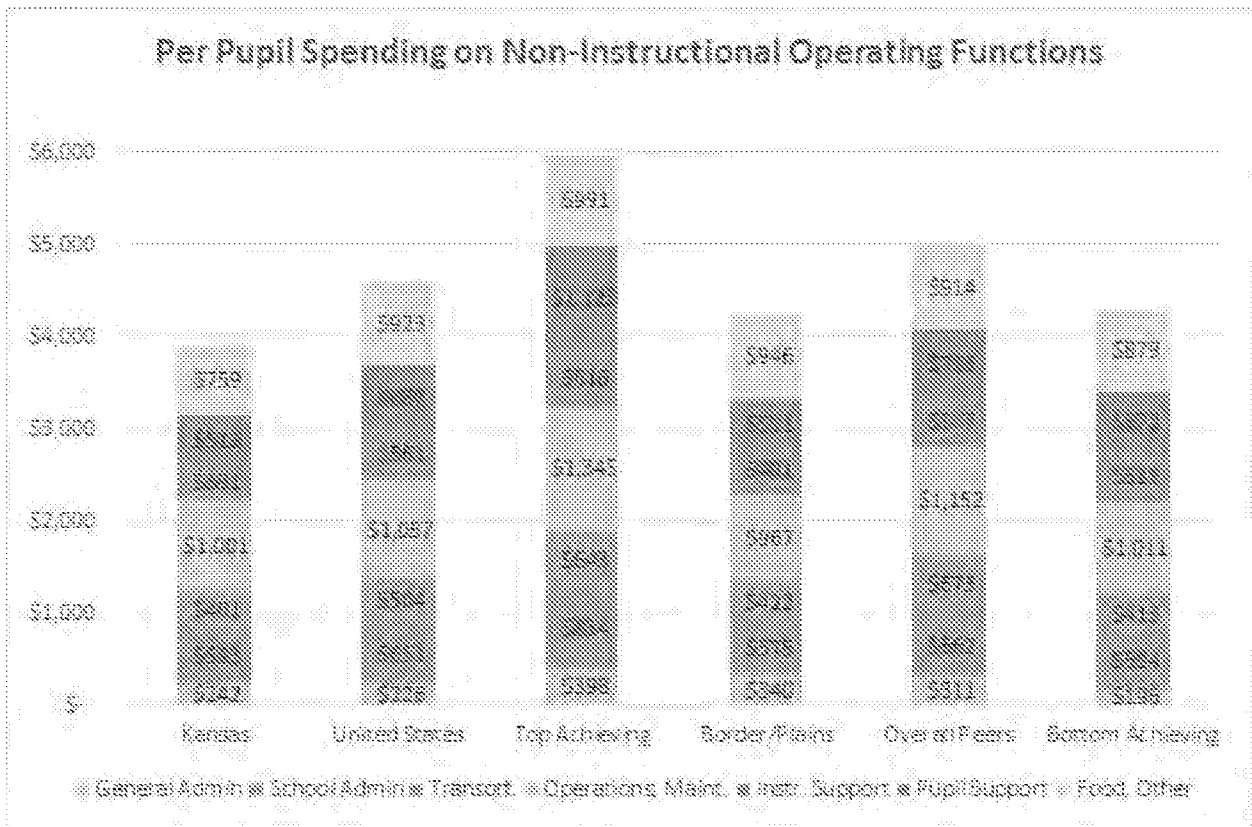
Are Kansas schools spending too little on instruction? Kansas spent 60.9 percent of current expenditures on instruction, more than the U.S. average of 59.5 percent and just below the average of 61.4 percent for the top achieving states – which not only spent more on instruction, but more on everything else.

Despite being a below-average state in spending, Kansas has a much higher number of teachers, student support and instructional support personnel than most states, and about the same number of all other states, per 1,000 students.



We suggest this is one important way Kansas gets high results while spending below average per pupil – more teachers and staff to instruct and support students.

Furthermore, Kansas already spends less per pupil than other comparison groups of states in major categories of non-instructional support.



Once again, note that the top achieving states spend the most per pupil on non-instructional (as well as on instruction).

**Q. 4: Does the Legislature need to require schools to spend money differently to get better results?**

Do you believe local school boards and leaders don't **care** as much as legislators about the students in their own districts or voters don't care as much about who they elect to school boards as to the legislature?

Do you believe local school official don't **know** as much about what their own communities want as the state? If distance improves decisions, shouldn't we welcome federal control?

If Kansas schools are poorly managed, why are Kansas results better than most other states, while Kansas spends less per pupil than most other states?

If Kansas schools can't be trusted to spend enough on instruction, why does the Legislature keep adding funding or requirements to spend more on non-instructional items like mental health teams, school safety grants, paying for ACT tests, dyslexia professional development, bullying investigations, policies and reporting, and more website information in **HB 2395** alone – none of which are "instructional"?

Kansas districts have spent money to raise instructional salaries, increase student and teacher support to address lower performing students, improve student health and safety, and improve graduation and postsecondary success. What should they be doing differently?

Thank you for your consideration.

Kansas NAEP Scores, 2009-2017

Mathematics - 4th Grade

	Percent Below Basic	Percent Basic	Percent Proficient	Percent Advanced
2009	13	42	40	6
2011	10	42	41	7
2013	13	41	40	8
2015	17	40	34	7
2017	18	40	35	7

Reading - 4th Grade

	Percent Below Basic	Percent Basic	Percent Proficient	Percent Advanced
2009	26	37	28	7
2011	29	36	26	8
2013	28	33	30	8
2015	32	32	26	8
2017	30	33	25	8

Mathematics - 8th Grade

	Percent Below Basic	Percent Basic	Percent Proficient	Percent Advanced
2009	21	46	31	8
2011	19	39	32	8
2013	21	39	30	10
2015	24	42	27	8
2017	26	39	28	10

Reading - 8th Grade

	Percent Below Basic	Percent Basic	Percent Proficient	Percent Advanced
2009	20	47	31	2
2011	21	43	33	3
2013	22	42	33	3
2015	21	44	32	3
2017	22	41	32	4

SOURCE: Kansas State Department of Education.

Kansas NAEP Scores, 2000-2017

Mathematics - 4th Grade

	% At or Above Basic	% At or Above Proficient	% Advanced
2000	78	73	7
2003	80	41	6
2005	80	47	8
2007	80	51	6
2009	80	46	6
2011	80	46	7
2013	80	46	8
2015	80	41	7
2017	70	42	7

Reading - 4th Grade

	% At or Above Basic	% At or Above Proficient	% Advanced
2000	66	34	7
2003	66	33	7
2005	66	32	8
2007	72	36	8
2009	72	35	7
2011	71	36	6
2013	71	36	6
2015	68	35	9
2017	70	37	6

Mathematics - 8th Grade

	% At or Above Basic	% At or Above Proficient	% Advanced
2000	78	34	3
2003	78	34	6
2005	77	34	5
2007	81	40	9
2009	79	39	8
2011	80	41	6
2013	79	40	10
2015	76	33	6
2017	72	36	10

Reading - 8th Grade

	% At or Above Basic	% At or Above Proficient	% Advanced
2000	81	36	6
2003	77	39	3
2005	78	36	3
2007	81	36	2
2009	80	33	3
2011	79	35	3
2013	78	36	6
2015	79	35	3
2017	76	37	4

SOURCE: Kansas State Department of Education and The Nation's Report Card.

Oral Testimony as Proponent before the  
**Senate Select Committee on Education Finance**

on

**SB 142 – Appropriations for the department of education for FY 2020 and FY 2021 in response to litigation; increasing BASE aid for certain school years**

by

**Mark Tallman, Associate Director for Advocacy**

**Kansas Association of School Boards**

**March 6, 2019**

Madam Chairwoman, Members of the Committee:

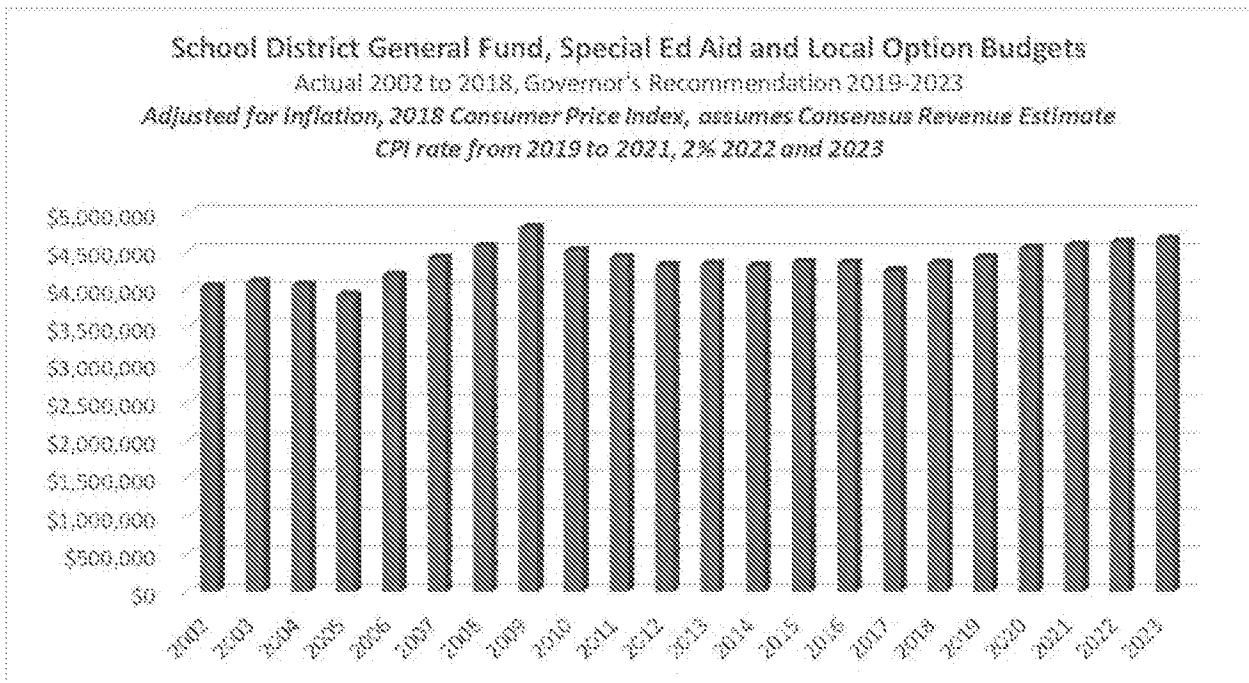
The Kansas Association of School Boards supports **SB 142** for the same reasons we supported SB 44 before this committee: because we believe it offers a real chance to finally resolve the current school finance litigation and to restore Kansas school funding to levels necessary for more students to be successful in K-12, in postsecondary education and the workforce, and help Kansas compete with other states. We believe addressing this final step should be the top priority of the 2019 Legislature.

**1. Helps settle the *Gannon* school finance case by restoring funding to constitutional levels.**

As we understand it, the primary difference from **SB 44** is that **SB 142** only contains the BASE increases from 2020 to 2023 proposed by the State Board of Education and recommended by the Governor to provide the inflation adjustment required by the Kansas Supreme Court, and appropriations to fund that base amount and associated KPERS increases for Fiscal Years 2020 and 2021 only. It does not appear to include the additional \$7.5 million per year special education increases contained in the state's five year and recommended by the Governor for 2020 and 2021.

It is important to stress that the Legislature's response to the Court has been to restore funding to approximately the level of 2009, the last point at which there is agreement that funding was constitutionally adequate. In other words, increased state funding over approximately \$1 billion dollars is simply the amount required to reach the same level as 10 years ago, after adjusting for inflation. (The Consumer Price Index is expected to increase nearly 30 percent between 2009 and 2023, which means \$3.5 billion in 2009 equals about \$4.5 billion in 2023.) Funding recommended by the State Board and Governor gets close to that amount, depending on actual inflation.

The chart below shows total funding for base state aid, special education state aid and local option budgets, estimated for 2019 through 2023, adjusted for inflation.



Note these are total dollars. They do not consider increased enrollment and the growing number of high-needs, more expensive students, such as low income and students with disabilities.

That is why we believe the State Board proposal is an appropriate, but modest and minimal, plan to restore funding to 2009 levels, which the state, the plaintiffs and the court have agreed to be a constitutional benchmark.

**2. Helps restore Kansas school funding compared to other states.**

Not only did Kansas base aid, special education aid and local option budgets fall behind inflation since 2009, Kansas has fallen significantly behind other states in **total funding per pupil**. Since 2008, the beginning of the Great Recession, Kansas has slipped from 24<sup>th</sup> in total per pupil funding from all sources to 30<sup>th</sup> in 2016.

Moreover, Kansas fell significantly behind the highest-performing states on 15 measures of student achievement, as well as those neighboring and Plains region states that do best on those same outcomes (Nebraska, Iowa, Missouri, North Dakota and Minnesota).

Assuming all states will increase funding by 2.5 percent from 2016 to 2021 (slightly more than projected inflation) and using KASB estimates of **total** school funding in Kansas under the Governor’s plan – including KPERS, bond and interest and capital outlay costs, and federal and other local aid – Kansas would move back about to the 2009 average for all states and high-performing regional states, but still be slightly lower.

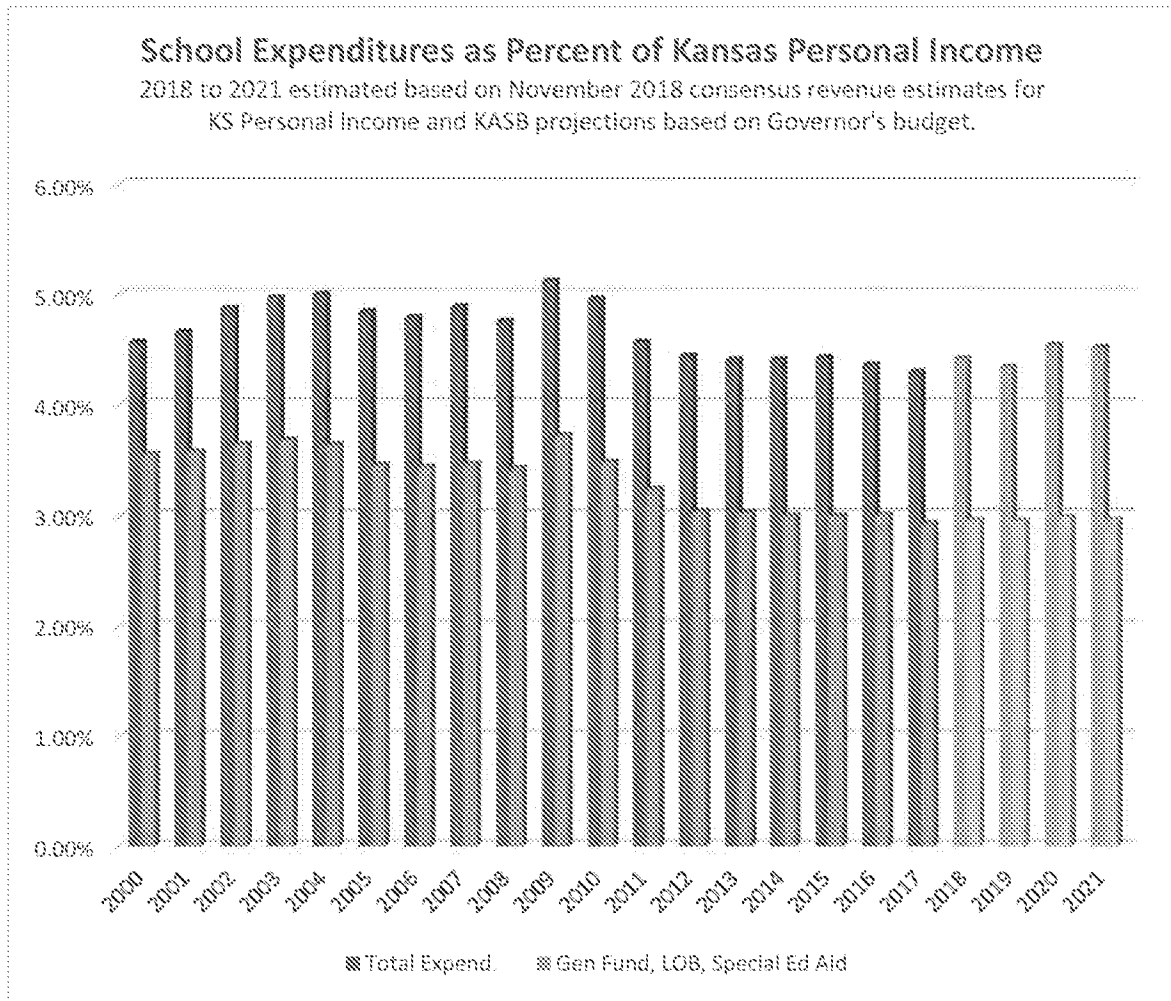
Comparing Kansas to other states is important because Kansas competes in terms of teacher salaries and programs offered to help students be successful. The seventh “Rose Capacity” adopted by the Kansas Supreme Court as a test of suitable funding and the Legislature as an education goal concerns preparing Kansas students to compete with other states academically and in the job market.



### 3. School funding would remain low compared to total state personal income.

As the chart below shows, using the Consensus Revenue Estimate projections for Kansas personal income growth from 2019 to 2021, both total school district expenditures and school district general fund, special education state aid and local option budgets will still be a lower share of Kansas personal income than any year from 2002 to 2011.

This means Kansans are investing a lower share of their income on K-12 funding as educational needs continue to rise.



### 4. School districts will use additional funding to increase student success.

As we saw last year when school districts received the first significant increase in state aid in almost a decade, funding the current school finance plan and inflation will allow the following:

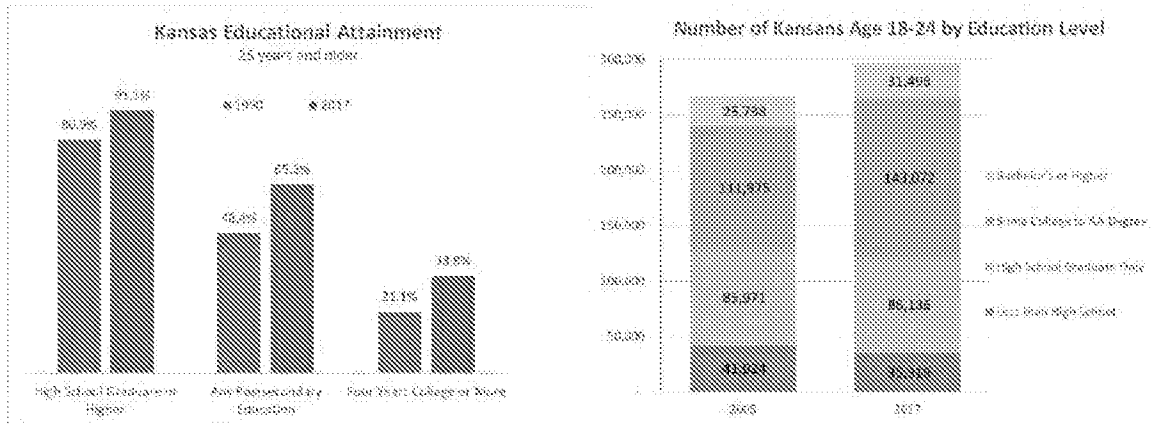
- Improving salaries to be more competitive, after falling behind other state and other employers.
- Improving programs for students with special challenges due to poverty, disability and other factors, such as early childhood, special education and at-risk programs.
- Strengthening student health and safety.
- Increase student readiness for postsecondary education and the workplace.

In a follow-up on our testimony on **SB 44** previously shared with the committee, KASB shared extensive data on how districts used additional funding, including a survey with responses from over 100 school districts, with a focus on how additional funding was used to address lower achieving student groups and promote more successful students.

**5. We know increased funding improves education, and we know why.**

We know increased funding improves student outcomes from five sources.

- State and U.S. history: most years schools received “real” increases (more than inflation) and education levels have risen to an all-time high.



- Much additional funding has been targeted at higher achievement: special education, early childhood, at-risk, alternative schools; or social concerns like safety, nutrition and technology.
- Three Kansas Legislative cost studies based on higher outcomes, as well as national studies.
- Comparison with other states.
- Cost of proven programs that could be expanded, such as early childhood programs, Jobs for America’s Graduates-Kansas (JAG-K) and the Reading Roadmap.

We also know why increased funding matters.

- Society expects more: higher graduation rates, more students successful in college and the workforce, more services, solving social issues.
- Achievement isn’t random: students with issues OUTSIDE the school’s control (such as poverty, disability and mental illness) have lower achievement.
- Overcoming those challenges usually takes more resources to make up for resources those students lack, or at minimum re-training staff.
- The biggest part of school budgets, employment costs (75 percent of spending) and construction costs (about 13 percent of spending), usually rise faster than inflation.

**SB 142** could be the final step in resolving the current school finance lawsuit by restoring constitutionally suitable funding and help students achieve the Rose capacities.





Testimony before the  
House K-12 Education Budget Committee  
in **SUPPORT** of

**Senate Bill 142 — Appropriations for the department of education for FY 2020 and  
FY 2021 in response to litigation; increasing BASE aid for certain school years.**

by  
**Game On for Kansas Schools**

Erin Gould  
March 19, 2019

Ms. Chair, Members of the Committee:

Thank you for the opportunity to submit testimony in support of Senate Bill 142.

Game On for Kansas Schools is a nonpartisan, grassroots advocacy effort among Kansans who share a belief in high-quality public education as a right of all Kansas students. We advocate for Kansas public schools to ensure our teachers, principals, superintendents, and school board members have the resources necessary to deliver quality education to all Kansas students. We inform communities across the state about education funding and policy issues and legislation affecting our students. The Game On team includes members representing the spectrum of education stakeholders (parents, educators, and other community advocates), and our membership extends statewide.

We support funding inflation during the phase-in of the funding plan passed by the legislature last year as recommended by the State Board of Education. As we understand it, this inflation approach fills the hole that would otherwise be formed if the legislature failed to account for inflation during the phase-in of the Gannon funding plan. Parents across Kansas have witnessed the impacts of nearly a decade of budget constraints. We have experienced teacher and other staff reductions, increased class sizes, cuts to programs, cuts to supply budgets and library book budgets, increases in family-paid fees, years between raises for teachers, shortened school years and shortened school weeks. Though impacts were different in different parts of the state, they were real and were felt by families in urban, suburban and rural communities.

These reductions occurred during a time when parents were being told our children were going to need to compete not just with students from other states, but with students from other nations, if they are to be able to participate in a global economy. Our school districts were told they needed to provide greater career and technical opportunities, to teach soft skills and nurture social-emotional development, to prevent bullying, to improve safety and security of their students and provide technology that didn't even exist when we were in school. We also saw an increase in students living in poverty and English Language Learners.

We have started to make progress in restoring necessary staffing, programs and resources. If we fail to account for inflation during the phase-in of the funding, we are essentially going back to making cuts. We respectfully remind the committee members that the funding set last session was based on data on the costs of educating Kansas children. If the legislature does not add funding for inflation, then there will be students whose needs cannot be met, and programs or staff that cannot be provided.

We have come a long way. We understand the multiple needs legislators must balance, and we appreciate the hard work that so many have done to get us to this point. We urge this committee to take the necessary steps to end the Gannon litigation and fund an inflation adjustment so that the progress toward the Gannon funding is maintained during the phase-in period. We also support this simple approach to addressing the remaining issue in the Gannon litigation as opposed to HB 2395, which could create new problems and delay in assuring the constitutionality of our school finance plan.



Kansas PTA  
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[www.kansas-pta-legislative.org](http://www.kansas-pta-legislative.org)  
[kansaspta@gmail.com](mailto:kansaspta@gmail.com)

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March 19, 2019

**Testimony to House K-12 Education Budget Committee**

**Honorable Chair, Representative Kristey Williams**

Laura Pryor, Committee Assistant

(785) 296-3971, [Laura.pryor@house.ks.gov](mailto:Laura.pryor@house.ks.gov)

Room 286-N, State Capitol Building

**Proponent of Senate Bill 142 – School Finance. Appropriations for Dept of Education for FY 2020 and FY 2021 in response to litigation; increasing BASE aid for certain school years<sup>1</sup>**

Hearing: Tuesday, March 19, 2019, 3:30 pm, Room 546-S

Chairwoman Williams and Committee Members,

Thank you for the opportunity to provide testimony on Senate Bill 142. I am speaking here today on behalf of the Kansas Parent Teacher Association (PTA). The PTA is a non-partisan, volunteer organization, whose mission is to make every child’s potential a reality by engaging and empowering families and communities to advocate for all children. My name is Devin Wilson and I volunteer as the Kansas PTA Legislative Chair.

Our first legislative priority states that the “Kansas PTA supports efforts to strengthen and improve the Kansas public school finance system, which includes legislation and policies that uphold the state’s constitutional obligations to make suitable provision for the finance of the Kansas public schools, achieving both equitable and adequate funding, as informed by actual costs ... .”<sup>2</sup>

The PTA finds this school finance bill to be in keeping with our legislative priority for several reasons.

**First, SB 142 approaches restoration of public school funding to a constitutional level of adequacy through fiscal year 2021.**

We understand that the working definition of *adequacy* in Kansas is the amount of funding that should have been appropriated in 2010:<sup>3</sup>

- after action to address the earlier Montoy case,
- but before budget cuts associated with the Great Recession and tax policy changes, and
- adjusted for inflation at the years of restoration.

We recognize that this *Montoy Safe Harbor* reflects that last time in which school funding for public schools was found to be constitutionally adequate<sup>4</sup> and can be achieved again with an additional inflation adjustment over the remaining years of the phase-in period. Multiple cost studies and cost related analyses would suggest this funding level to be a reasonable estimate of the actual costs to districts, for meeting the state education standards.<sup>5</sup> We ask that committee members support this school finance resolution that:

- is in keeping with the State’s own argument to return to good standing under the *Montoy Safe Harbor*;

- meets constitutional expectations as outlined by the Kansas Supreme Court,
- follows the recommendations of the State Board of Education, and
- is in alignment with the Governor's Plan.

**Second, SB 142 continues to restore opportunities for all students to achieve.**

This bill, along with recent steps to restore state aid, will allow districts to restore more opportunities for students to make meaningful educational growth and to accelerate learning for students who are behind grade level. Districts are applying these funds in a variety of ways, from expanding comprehensive early childhood, to strengthening at-risk programs, to supporting student readiness opportunities for postsecondary education and the workplace. Districts are working to restore competitive wages to recruit and retain qualified educators. Based on recent national data, Kansas ranks 46<sup>th</sup> in teacher wage competitiveness, with educators at ages 25 and 35 years earning less than 70% of their non-teacher peers of similar education levels and age – putting our youth at risk of losing great teachers to our surrounding states and to other professions.<sup>6</sup>

**Third, SB 142 provides an increased degree of much needed stability and predictability.**

For the past ten years, parents and educators alike have been asking for a plan that fulfills the constitutional obligation to our children’s educational needs and the future of our state. With this bill, parents will once again be able to bank on the school doors being open in the fall. Our district leaders and teachers will be in a better position to engage in long-term planning and to better optimize their use of finite resources.

**Fourth, we know that money matters and costs are not stagnant.**

Rigorous evidence like Bruce Baker’s (2018) research and Lori Taylor’s (2018) cost analyses, affirms that education funding, spent intentionally, makes a difference in students’ educational outcomes.<sup>7</sup> These studies in Kansas have shown an .83% increase in spending is associated with a 1.0% increase in district performance outcomes – almost a one-to-one relationship.<sup>8</sup>

We also know that Kansas public schools are efficient and intentional. The WestEd Taylor study reported a 95.6% efficiency rating – meaning public school buildings were producing nearly 96% of their potential output on average.<sup>9</sup> KSDE data indicates that 75% of the operational budgets of our public schools went toward direct support for students and teachers in the classrooms, with less than 5% going towards general/central administration in 2018.<sup>10</sup>

We know that level of education is a protective factor against recessions. Georgetown University conducted a study on the impact of the Great National Recession on employment. The researchers found that workers with a Bachelor’s degree have **added** 8.4 million jobs in the post-recession recovery and actually gained over 180,000 jobs during the recession. Workers with a high school diploma or less, however, have **lost** 5.6 million jobs in the recession and have only regained about 80,000 jobs since.<sup>11</sup> This suggests that an adequate investment in public education could help Kansans weather the storms of cyclical recessions, along with a balanced tax policy that minimizes the fluctuations in revenue during these same cycles.

And finally, we know this reinvestment in public education is a reasonable alignment of Kansas budget with Kansas priorities. KASB reminds us that school expenditures as a percent of Kansas personal income is less than 3% of what districts can spend on general operations and below 4.5% of total expenditures including KPERS, both lower than in the 2000s and below the 20-year average.<sup>12</sup>

For the past ten years, parents and educators alike have been urging the legislature to fulfill their constitutional obligation to our children’s educational needs and the future of our state. For every year legislative games are

played and insufficient, unpredictable funding in perpetuated, Kansas children suffer. They miss opportunity to make meaningful progress and their sense of belonging to school is upended as programs are eliminated, courses discontinued, teachers leave, positions left unfilled, and administrators unable to plan ahead. Please make the school finance inflation fix your education policy priority this session.

Thank you for your time and consideration.

Devin Wilson, KS PTA Legislative Chair  
[kansaspta@gmail.com](mailto:kansaspta@gmail.com)  
[@KsPTALeg](https://www.facebook.com/KsPTALeg)

Cc: Monica Crow, Kansas PTA President  
Lauri DeNooy, President-Elect  
Brian Hogsett, VP of Advocacy  
Debbie Lawson, Advocacy Team  
Mary Sinclair, PhD, Advocacy Team

### **THE PTA POSITION**

*Kansas PTA is a nonpartisan association that promotes the welfare of children and youth. The PTA does not endorse any candidate or political party. Rather, we advocate for policies and legislation that affect Kansas youth in alignment with our legislative platform and priorities. PTA mission and purpose have remained the same since our inception over 100 years ago, focused on facilitating every child's potential and empowering families and communities to advocate for all children.*

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<sup>1</sup> Senate Bill 142 (Kansas Legislature, 2019) [http://kslegislature.org/li/b2019\\_20/measures/sb142/](http://kslegislature.org/li/b2019_20/measures/sb142/)

<sup>2</sup> KS PTA Legislative Platform (2018-2019) [http://www.kansas-pta-legislative.org/sites/default/files/2018KsPTALegPriorities\\_0.pdf](http://www.kansas-pta-legislative.org/sites/default/files/2018KsPTALegPriorities_0.pdf); see also our KS PTA Guiding Principles for a School Finance Formula (2016) [http://www.kansas-pta.org/files/documents/KsPTASchFinPosition2016\\_Final.pdf](http://www.kansas-pta.org/files/documents/KsPTASchFinPosition2016_Final.pdf)

<sup>3</sup> Tallman Education Report (2018, July 24). State Board proposal would adjust Legislature's school funding for inflation. <https://kasb.org/blog/state-board-proposal-would-adjust/>

<sup>4</sup> Montoy Case for 2010 (Robb Law, retrieved Feb 2019). [http://www.robblaw.com/html/school\\_finance.html](http://www.robblaw.com/html/school_finance.html)

<sup>5</sup> Augenblick & Myers (2002); Baker (2018); Duncombe & Yinger (2005); Kansas Legislative Post Audit (2006); Taylor, Willis, Berg-Jacobson, Jaquet & Caparas (2018).

<sup>6</sup> Baker, B. (2018). Educational Inequality and School Finance: Why Money Matters for America's Students. Harvard Education Press, Cambridge, MA, pp. 63-63; KASB powerpoint presentation (2018, Dec 12).

<sup>7</sup> Baker, B. (2018). Educational Inequality and School Finance: Why Money Matters for America's Students. Harvard Education Press, Cambridge, MA; Tallman Education Report (2019, Jan 16), Why funding matters in improving education, and how we know. <https://kasb.org/blog/why-funding-matters-in-improving-education-and-how-we-know/>

<sup>8</sup> Kansas Legislative Post Audit (2006, Jan). Cost study analysis. Elementary and secondary education in Kansas: Estimating the costs (2006, Jan) [http://www.ksipa.org/media/files/highlights/media/files/temp/05pa19\\_nomfJG1.pdf](http://www.ksipa.org/media/files/highlights/media/files/temp/05pa19_nomfJG1.pdf); Taylor, L., Willis, J., Berg-Jacobson, A., Jaquet, K. & Caparas, R. (2018). Estimating the costs associated with reaching student achievement expectations for Kansas public education students: A cost function approach. Prepared by WestEd for the Kansas Legislature.

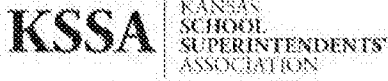
<sup>9</sup> WestEd Taylor (2018, p. 63).

<sup>10</sup> KASB (2018, Nov). Kansas public education: Commitment to success, p. 18. <https://kasb.org/wp-content/uploads/2018/11/Commitment-Revised-November-8-2018.pdf>

<sup>11</sup> Georgetown University Center on Education and the Workforce. (2016). America's divided recovery: College haves and have-nots. Washington, DC. <https://1gvhoq479ufd3vna29x7ubin-woengine.netdna-ssl.com/wp-content/uploads/Americas-Divided-Recovery-web.pdf>

<sup>12</sup> KASB (2018, Nov). Kansas public education: Commitment to success, p. 15. <https://kasb.org/wp-content/uploads/2018/11/Commitment-Revised-November-8-2018.pdf>





Testimony before the



**House K12 Committee Education Budget**

on

**SB 142**

by

**G.A. Buie, Executive Director - USA-Kansas and Kansas School Superintendents Association**

**Testimony provided on behalf of the USA-Kansas and Kansas School Superintendents Association**

Madam Chair and members of the committee

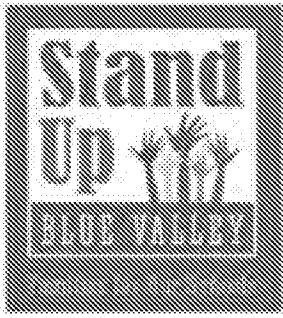
Thank you for this opportunity to address the committee.

Our organization stands as a Proponent to Senate Bill 142

Let me begin today by repeating a piece of information school leaders have heard for the last few years, “by 2020, it is estimated that 71 percent of all jobs in Kansas will require some postsecondary education. Today, only 52 percent of Kansans have ‘some’ postsecondary education.” If we have any desire to meet the workforce needs of our state, we must consider expanding the opportunities and experiences for our students.

No longer will the traditional school model work for Kansas kids and honest it never did work for many students. Through the vision of the State Board of Education, local communities are being asked to rethink, reimagine, and redesign schools to meet the ever changing and diverse communities and employment opportunities which exist across Kansas. The education system which worked for you and me is no longer practical. Business and industry are no longer looking for employees with the greatest amount of knowledge, they are looking for employees that can create, examine, and adapt to the information.

Together it is our responsibility to grow, educate, and provide for the greatest resources in our state, our children. The USA-Kansas and the Kansas School Superintendents Associations supports SB 142 because we believe it offers a real chance to resolve the current school finance litigation and restore Kansas school funding to levels necessary for more students to find success in PreK-12 education, postsecondary education, and the workforce.



Be informed.  
Get involved.  
Vote.

Testimony in writing to the House K-12 Education Budget Committee

**In support of**

**SB 142:** Appropriations for the department of education for FY 2020 and FY 2021 in response to litigation; increasing BASE aid for certain school years.

**Stand Up Blue Valley: Families for Our Schools**

March 19, 2019

Stand Up Blue Valley: Families for Our Schools is a parent and patron advocacy group in the Blue Valley School District. We advocate for legislation that supports Blue Valley Schools and work to help our community understand the importance of their votes to our schools.

Representative Williams and members of the Committee:

As we stated last week in our testimony in opposition to HB 2395: we support SB 142, based on the State Department of Education and State Board of Education's recommendation to fully fund Kansas public schools.

Families move to Blue Valley from across the country, and even around the world, for our award-winning schools. Businesses and entrepreneurs choose to locate in Blue Valley because of our schools. Blue Valley Schools are a cornerstone of our thriving local economy, engaged community, and strong property values. Our Blue Valley Schools are among the best in the nation, which is a boon to the economies of Johnson County and the state overall.

Blue Valley residents understand that an excellent education necessitates appropriate financial investment. We understand that inflation is a reality - in fact, the inflation rate over the last 10 years has been nearly 20% (19.51%). We support passing legislation to add that inflation adjustment.

We appreciate the bipartisan hard work that went into the school funding formula that was passed last session, and believe that formula is for almost all intents, solid and adequate. For that reason we urge you to leave that funding formula in place and add SB 142 to make the inflation adjustment.

Blue Valley voters value our schools, their strong outcomes, and their positive impact on our community, property values, and local economy. Blue Valley voters want our schools funded now, and 10 years from now. The continual funding uncertainty is unsettling and detrimental. Blue Valley Schools cannot adequately plan ahead for staffing next year until the funding is set by the Legislature; our students deserve the opportunity for our schools to make the best use of tax dollars, by allowing them accurate revenue numbers in time to make the best and most efficient hiring decisions.

We appreciate the efforts of the Committee to address the school funding situation. We ask that you pass SB 142 out of committee to provide for the inflationary funding increase our schools need to operate dependably, comply with the Kansas Supreme Court ruling, and to end the ongoing cloud of uncertainty over school funding. We further ask that you allow the remainder of the constitutionally sound funding formula passed in 2018 to stand without alteration.

We look forward to the coming years where our schools will be adequately funded to provide the excellent education each child deserves.

Sincerely,

Patty Logan  
For Stand Up Blue Valley: Families for Our Schools



Date of Testimony: March 18, 2019

Bill Number: SB 142

Testimony by: Megan Peters, Chair - Education First Shawnee Mission

In Support Testimony: Written Only

Dear Chair Representative Williams and Members of the House K-12 Education Budget Committee:

Thank you for the opportunity to provide testimony regarding SB 142, which includes appropriations for the department of education for FY 2020 and FY 2021 in response to litigation by increasing BASE aid for certain school years. On behalf of Education First Shawnee Mission, I am writing to voice **my support for SB 142**. EFSM is a parent-led, volunteer, education advocacy group in Shawnee Mission, and our group is comprised of members from all over our diverse school district. The Shawnee Mission School District is the third largest school district in Kansas, with more than 27,000 students and 4,300 employees, in an area spanning 14 municipalities. At EFSM, we care deeply about protecting the value of our community's number one asset by advocating for fully-funded, excellent public schools.

EFSM supports funding for inflation based on the CPI Index during the phase-in of the Gannon funding plan, which was passed by the Kansas Legislature in the last session. Funding for inflation is needed in order to meet the Supreme Court's 2017 ruling and end the cycle of litigation that has plagued the state for far too long. In the Shawnee Mission School District, we have experienced the failure of the legislature to fully fund our schools firsthand. From increased class sizes to cuts to programs and loss of staff, our children have paid the price. SB 142 increases BASE aid per student, supports Special Education funding, supports local school board control, and meets recommendations by the Kansas Department of Education.

We regret that this committee has once again given constituents incredibly short notice to provide input on such an important bill. As when we testified earlier this week against HB 2395, we want to encourage members of the K-12 Education Budget Committee to commit to transparency in governance. We understand school funding is a complex issue, and we appreciate the work done so far to avoid the mistakes of the past.

**As a parent, education advocate, and a Kansan, I support SB 142 and I ask you to support this bill as well.** Let's move forward and provide our children and our schools with the best opportunities possible to compete in a global economy.

Regards,

Megan Peters

Parent and Chair, Education First Shawnee Mission

Overland Park, Kansas

educationfirstshawneemission@gmail.com

Written Testimony to House K-12 Education Budget Committee  
In SUPPORT of Senate Bill 142  
Honorable Chair, Representative Kristey Williams  
Laura Pryor, Committee Assistant 785-296-3971  
laura.pryor@house.ks.gov

SUPPORT Senate Bill 142 AN ACT concerning education; relating to the instruction and financing thereof; making and concerning appropriations for the fiscal years ending June 30, 2020, and June 30, 2021, for the department of education; amending K.S.A. 72-5132 and repealing the existing section.

By Claire M. Reagan: Olathe resident, parent of current Olathe Public Schools Early Childhood student, parent of future Olathe Public Schools student, and public as well as private school teacher

Honorable Chairperson Williams and Committee Members,

Thank you for giving citizens the opportunity to provide written testimony on Senate Bill 142. I submit this testimony on behalf of all Kansas children (including my own) who currently or will one day attend our highly sought after Kansas public schools. I write this based on my experience as both a parent and a teacher as well as a proud byproduct of public education. As stated in the testimony I submitted last week in opposition to HB 2395, I support SB 142. This bill allows for the full funding of our Kansas public schools and makes the much needed, time sensitive, and court-mandated inflation adjustment. It's straightforward, to the point, and addresses our immediate need. Moreover, it will must certainly put an end almost a decade of litigation. Education is about moving forward, which is why I'm writing to you to respectfully request you that you pass SB 142 out of committee.

Doing some research on this bill as well as how we got here has brought back some memories for me. I was a public school teacher when the most recent budget-crisis began. It was an exceedingly stressful time for everyone, especially coming on the heels of the public education fallout from the Great Recession. Two scenes remain vivid in my memory. The first is of students going to our school board to beg them not to cut their much beloved and immeasurably valuable programs – like marching band, drama, art, etc. The second involves a colleague; during the 2012-2013 school year, when our class sizes were just beginning to burst at the seams, I watched her not get a contract because she was the last hired in our department and the principal had to make a cut. This colleague retained her job only because another teacher offered to take her place on the chopping block. The week these reduction-in-force meetings were taking place was one of the worst I can remember. The morale of the entire building was negatively impacted. It is virtually impossible for teachers, administrators, support staff, and (most importantly) students to operate at their best when they have this type of stress weighing on their minds.

Because of SB 142's succinctness, it allows us to move forward, together. Yes, we have critical issues that call for debate and discussion: bullying, suicide, mental health, school safety, special education funding, and duration of bilingual education, to name a few. However, such vital concerns deserve to be heard without the dark and dense cloud of funding ambiguity hanging

overhead; they also deserve focused attention so the best path for our students can be established on all fronts. When all you think about is paying the bills, it's so much harder to gain a clear vision for what lies ahead. The nine-pages of SB 142 provides the clarity necessary for larger solutions to materialize. It is a sound and simple first step.

Growing up in Nebraska, I attended public schools K-12 and attended a public, land grant university; I could have stayed there after graduation, but I chose to relocate here after college because of the vast and stable employment available to me in Kansas. Kansas's renowned public schools brought me to our great state, which is also why my husband and I chose to live here rather than on the Missouri-side once we decided to start our family. And we are not alone; our schools attract people from all over the country because they know their children will be well taken care of in our classrooms. Sadly, where Kansas is right now, I'm not sure we're living up to that reputation.

It is my hope that Kansas can once again be seen as an envied example of public education, a place where all children are afforded access to the resources they need regardless of where they live or who they are or what additional needs they have, a state known for charging ahead to give students the education they so rightfully deserve.

I recognize the difficulty you face in these sorts of decisions, having so many needs to consider, and I very much appreciate the time and effort you've invested already. Hence, it is with the utmost respect that I ask you to move forward with SB 142.

Thank you for your careful consideration,

Claire M. Reagan  
17673 W 156<sup>th</sup> St  
Olathe, KS 66062

**Written Testimony to House K-12 Education Budget Committee  
In Support of SB 142**

Honorable Chair, Representative Kristey Williams  
Phyllis Fast, Committee Assistant  
(785) 296-3971, [phyllis.fast@house.ks.gov](mailto:phyllis.fast@house.ks.gov)  
Room 286-N, State Capitol Building

Written testimony in support of SB 142 By Select Committee on Federal Tax Code Implementation 2-11 AN ACT concerning education; relating to the instruction and financing thereof; making and concerning appropriations for the fiscal years ending June 30, 2020, and June 30, 2021, for the department of education; amending K.S.A. 72-5132 and repealing the existing section.

Hearing: Tuesday, March 19, 2019

By Nikki McDonald, Chair, Olathe Public Education Network  
March 18, 2019

Honorable Chairman Williams and Committee Members,

Thank you for the opportunity to provide written testimony on SB 142. On behalf of the non-partisan grassroots community educational advocacy group, Olathe Public Education Network (OPEN), I am writing to request that you pass Bill 142 out of committee.

This bill represents full funding for Kansas Public Schools as required by the Kansas State Constitution and the Gannon Decision of the State Supreme Court, in addition to providing the inflation adjustment necessary for school districts to catch up after several years of inadequate funding that has strained local education budgets, led to larger classrooms and in many cases decreased programming.

As the fastest growing school district in our area, the top-rated Olathe Public School District is one of the driving reasons that major corporations have located in our community. Our schools have created a competitive and desirable economic climate, attractive to families and businesses. Olathe families, which include more than 31,000 students, value our public schools and regard them as a sound, growing investment in the future of our community. Olathe Public Schools have a graduation rate of over 90%, and it creates an educated workforce, individuals who create jobs in their communities and drive a strong local economy thanks to our public school system. Here in Olathe we respect the need for putting our public schools first in the budget, and we understand that full funding with an inflation adjustment is necessary. After years of decline, education funding was finally returned to adequate levels last year, and we must not reverse this trend. Full funding with an inflation adjustment is necessary because our students depend on these dollars in order for schools to maintain high standards. Additional resources are needed to enable students to overcome factors outside of school that impede learning (poverty, disability, mental health challenges for example). In addition, building and maintenance costs will inevitably rise in the future, so the inflation piece of the legislation is vital.

A funding inflation adjustment is necessary because the rate of inflation has been at 16.3% for the last 10 years, according to the Consumer Price Index, and was just under two percent last year. This 2% trend upward will continue, according to economists, and if we don't account for this trend, our schools will again be underfunded, struggling to do more with fewer resources. We know that the Legislature faces a complex problem as you plan for funding all of the needs before you, and we appreciate your work here. Revenues have been inadequate for too long, but this is our opportunity to ensure funding for the best investment in our state's future, our public education system, and the healthy economy created by an educated citizenry. For that reason we request that you support SB 144, accomplishing your part in the task of ensuring full, inflation-proof school funding for communities that have had a great many demands on their dollars and resources.

The sooner we can put this funding issue behind us, the better, as schools are currently making hiring decisions for the 2019/20 school year. This financial uncertainty causes unnecessary difficulties for our local districts when it comes to planning for the most prudent ways for local school boards to deploy resources. We understand that you face a complex problem in finding ways to meet your court ordered (and constitutionally required) duty to adequately and equitably fund our schools, but we trust you will work together to do what is necessary to end this continuous cycle of litigation.

At this time we would also like to once again invite you to visit our classrooms here in Olathe. Come see for yourselves our vital and energetic classrooms. You will enjoy the visit! Thank you.

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**MainStream Coalition**  
5960 Dearborn, #213  
Mission, KS 66202-9905  
(913) 649-3326  
mainstreamcoalition.org

Testimony to House Committee on K-12 Education Budget  
Chair, Rep. Kristey Williams  
Hearing: Monday, March 19, 2019

### **Position – SUPPORT SB 142**

Chairwoman Williams, and Members of the Committee,

The MainStream Coalition supports passage of SB142, in the interest of advancing the question of fully funding public education to the House floor. The Kansas Supreme Court has ruled additional funds are required to account for inflation, and their deadline is rapidly approaching. This bill covers the inflation increase for one year, and would give some certainty to school districts and families across the state.

It is time to end the cycle of litigation. The Court has already ruled the policy passed last year to be Constitutional. Please pass a clean, concise bill without additional policy amendments.

This bill, with a funding amount presented by the State Board of Education, is a step in that direction. We need to move it forward.

Thank you,

Brandi Fisher  
Executive Director of the MainStream Coalition

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Brandi Fisher  
*Executive Director*

#### **About MainStream**

Founded in 1993, the MainStream Coalition is an advocacy group for moderate political views regardless of party. Our members do more than vote.



**House Education Budget Committee**  
Testimony in support of Senate Bill 142

**Dr. Chad Higgins, Superintendent of Schools, Maize USD 266**

**March 19, 2019**

Chairwoman Williams and committee members,

**Maize USD 266 stands in support of Senate Bill 142.**

Our business of educating children is reliant on caring, compassionate human beings and driven by data and research. An investment in public schools makes it possible to recruit, retain, and reward teachers and other staff members, who are significantly influential in the quality of our state's and country's future.

The benefits of increasing funding for schools, as outlined in Senate Bill 142, include:

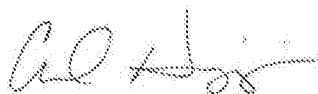
- **Operational Efficiency:** After a decade of budget cuts, in an effort to continue to provide an exceptional public education, schools are operating at an extremely high level of efficiency. As funding has improved during the past two years, our district has invested in compensation for our employees and additional teachers and much-needed support staff members in an effort to reduce, or at least maintain, class sizes.
- **Cost of Education:** During the last decade, the cost of educating students and running schools has increased and, in some cases, become nearly impossible to support. Hiring adults to work in education, especially as bus drivers and paraprofessionals, always has been difficult when trying to compete with the private sector. In the past four years, we have yet to fill all vacant positions in these two areas. In some cases, we are legally obligated through Individual Education Plans to fill positions with staff members hired in other needed assignments. Without increased funding, compensation for these difficult-to-fill and difficult-to-do jobs will continue to fall further behind private employers.
- **Expanding Opportunities:** During the budget-cutting years, our district was able to expand career and technical education programs through targeted SB 155 funds. We have partnered with local industry to develop an innovative course that allows students to work with engineers in the construction of a fully functional airplane, thanks to support by the Airbus Foundation. This is good for our students and for our economy. Those funds will expire in two years, and continuation of this expensive program is dependent on state educational support. In the past year and for next year, we will expand counseling support by seven licensed staff members. To support future programming, should funding allow, our district would like to add art and music teachers and elementary science teachers and reintroduce licensed librarians into our secondary schools to support reading, writing, and research.

- **Teacher Recruitment and Retention:** The Maize School District has been blessed for decades at being able to recruit and retain the best teachers in the state. Our proximity to a great large metro city, the advantages that accompany constant enrollment growth, and the outstanding support by our parents and community always have made Maize a destination district. However, in 2017, due to a shortage in qualified teacher candidates, we were compelled to begin to actively recruit teachers. We began efforts that never were necessary in the past.
- **Other Detrimental Changes:** While the recent formula modifications and funding increases have been helpful, the change in delayed funding for enrollment counts is very detrimental to rapidly growing districts like ours. This year alone, we are educating nearly 250 more students than last year but will not receive the state or local funds to support that fluctuation. This means we either hire the needed staff members and work in the red by nearly \$750,000 or we simply accept larger class sizes. Neither of these options are good business operations, and our students and school community deserve better.

Three studies have been conducted in the last ten years in an attempt to quantify the cost of adequately funding Kansas public schools. Adequately. Not exceptionally or at a world-class level, but just meeting the bare minimum. The funding requested in Senate Bill 142 is only asking for the smallest amount legislators are legally expected to provide. And, at this point, we will take it.

We remain hopeful that equitable and reliable funding once again will become a constant and allow local schools and boards of education to make decisions that best serves the interest of our students and communities. Please make public education a priority again in Kansas, as it was when the Kansas Constitution Article IV was adopted. Thank you for the opportunity to share my perspective as you seek feedback from Kansas educators.

Sincerely,



Dr. Chad Higgins  
Superintendent, Maize USD 266

## House K-12 Education Budget Committee

March 19<sup>th</sup>, 2019

### Senate Bill 142

Proponent Testimony By

**Justin Coup, Superintendent**

**Solomon USD 393**

Chair Williams and members of the committee. Thank you for the opportunity to provide testimony today on behalf of Solomon USD 393, a member of Schools for Quality Education. It is an honor to represent our Board of Education, staff, community members and most importantly, our students. Solomon is a rural school with a student count of 357 PK-12 as of February 4, 2019. We are located on I-70 in Central Kansas. Although we are a very rural school, we are also a bedroom community for larger cities and towns. At Solomon we are very encouraged and supportive of Senate Bill 142. Its passage will allow us to have a vision for our future and a financial plan to achieve that vision.

The Solomon district is very appreciative of the additional funding the legislature provided last year. You may ask how we spent those dollars? We were able to provide a 5.6% raise to our employees both licensed and classified. Over the past five years at Solomon we have seen our headcount drop to as low as 299 with our recent high of 357. We live in a very transient world with high risk needs. The additional funds we received allowed us to put more money into at-risk and early childhood programs to provide opportunities for students who are in dire need of this support. Again, thank you for helping to make this happen.

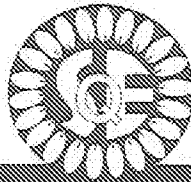
The Solomon school district carries only a small amount of contingency reserve funds because we have had to spend down those balances to protect important programs to meet the needs of our community. How does Senate Bill 142 help to restore the vision of Solomon USD 393 and our other public schools? It provides us with predictable dedicated dollars to increase the BASE and support the future of Kansas. By having a plan in place we can more actively discuss the creation of more possibilities for our students. The Kansas Can Vision allows us to think, create and dream of leading the world in the success of each student. Without Senate Bill 142 we are unable to plan beyond a year at a time. We can now look to make improvements in our schools that last for more than one year because of your forward looking funding

commitment. We can now be in a position to better address our local needs, such as adding an additional staff person at the Junior High and exploring the addition of a three (3) year program or the expansion of our four (4) year old program to help address our at-risk problem. This may not seem like a big deal to some, but one more staff member and potential improvements to our early childhood program is vital not only to the success of Solomon as a school, but more importantly to our community. This legislature's new initiative on rural revitalization starts with a sound school finance plan. The best revitalization for rural Kansas begins with our schools which in most rural communities provide the single largest payroll that helps sustain our main street business community. Senate Bill 142 does what is needed for students in Solomon, Weskan, Garden City, Wichita, Topeka and Kansas City.

We are excited in Solomon about the future of education and the future of Kansas. Senate Bill 142 will help provide the Solomon district with the opportunity to develop a local plan that addresses our student's individual needs based upon its stable funding. Thank you for the opportunity to provide testimony in support of Senate Bill 142.

Respectfully Submitted,

Justin Coup, Superintendent  
Solomon USD 393



## Schools for Quality Education

345 Bluemont Hall, 1114 Mid-Campus Drive North, Manhattan, KS 66506 • (785) 532-5886 • www.schoolsforqualityeducation.com

### House K-12 Education Budget Committee

#### Senate Bill 142

Submitted by

**Dr. Kelly Arnberger, Superintendent/Elementary Principal, USD 482  
Dighton, a member of Schools for Quality Education**

Chair Williams and committee members. Thank you for the opportunity to provide my testimony in favor of **Senate Bill 142**. There are many issues facing our citizens who reside in rural Kansas and it goes without saying that the future of our local schools is at the top of the list. We appreciate your efforts during the last legislative session to rectify the inequity and inadequacy of the school finance formula. That legislation resolved all equity issues with the Kansas Supreme Court. The court further determined that the legislature could resolve the remaining adequacy component if it provided the needed cost of living adjustment during the five-year phase-in to meet the state's proffered "Montoy safe harbor" and make the funding of our schools constitutional, thereby ending what many call the "cycle of litigation." We also appreciate that the passage of **Senate Bill 142** will allow school districts throughout the state to eliminate a major concern and spend their time planning approaches to better educating their students.

At Dighton USD 482, we have utilized the renewed state's financial support to address a variety of issues and we look forward to even more progress in the future once the court case is finally resolved.

During the last three years, we have accomplished the following:

Raised our base teaching salary from \$31,151 to \$33,000. Our plan over the next three years will be to increase the base by \$750 to \$1000 per year.

We have been able to hold our local property taxes steady due to the increase in state aid while enduring declines in our assessed valuations.

*"Rural is Quality"*

We have also launched our District Redesign that allows us to better meet the needs of our students. This includes providing a flexible schedule at the high school level, starting a project based learning academy, providing real work experiences off campus, and providing a personalized learning platform for students in grades seven (7) through nine (9) so that they will be able to possess the habits of success and the cognitive skills to ensure their final three years of high school will truly prepare them for post-secondary success.

Our elementary school embraces care and concern for the social-emotional needs of each student, recognizes that each child learns differently at a different pace, and most importantly, is committed to helping our students utilize their foundational skills in reading, writing, and math to pursue their curiosity and creativity.

We are not here to ask for what we have done without for so long, but rather, we are here to ask the legislature to now complete the task and help us provide for a system that will ensure equity and adequacy for the long term. For the first time in a decade, with the passage of Senate Bill 142, we will be able to look forward to embracing future opportunities without the fear of having to revert to obsolete methods due to a lack of resources. We urge the committee to consider a simple clean fix in response to the Gannon VI ruling. The Senate version of Senate Bill 142 provides the amount of funding and BASE aid increases that the Kansas State Board of Education felt was necessary to satisfy the court in its latest ruling. The Governor followed the board's lead in her budget recommendation to the legislature which the Kansas Senate approved last week. Quick passage by the House of Senate Bill 142 unamended will allow the Attorney General to prepare his brief to meet the state's deadline with the court. We feel that this is the best approach to keep our schools open next year.

Thank you for the opportunity to provide this testimony in support of Senate Bill 142.

Respectfully,

Kelly Amberger  
Superintendent/Elementary Principal  
USD 482 Dighton



Testimony before the  
House K-12 Education Budget Committee  
in **SUPPORT** of

**Senate Bill 142 — Appropriations for the department of education for FY 2020 and  
FY 2021 in response to litigation; increasing BASE aid for certain school years.**

by  
**Game On for Kansas Schools**

Erin Gould  
March 19, 2019

Ms. Chair, Members of the Committee:

Thank you for the opportunity to submit testimony in support of Senate Bill 142.

Game On for Kansas Schools is a nonpartisan, grassroots advocacy effort among Kansans who share a belief in high-quality public education as a right of all Kansas students. We advocate for Kansas public schools to ensure our teachers, principals, superintendents, and school board members have the resources necessary to deliver quality education to all Kansas students. We inform communities across the state about education funding and policy issues and legislation affecting our students. The Game On team includes members representing the spectrum of education stakeholders (parents, educators, and other community advocates), and our membership extends statewide.

We support funding inflation during the phase-in of the funding plan passed by the legislature last year as recommended by the State Board of Education. As we understand it, this inflation approach fills the hole that would otherwise be formed if the legislature failed to account for inflation during the phase-in of the Gannon funding plan. Parents across Kansas have witnessed the impacts of nearly a decade of budget constraints. We have experienced teacher and other staff reductions, increased class sizes, cuts to programs, cuts to supply budgets and library book budgets, increases in family-paid fees, years between raises for teachers, shortened school years and shortened school weeks. Though impacts were different in different parts of the state, they were real and were felt by families in urban, suburban and rural communities.

These reductions occurred during a time when parents were being told our children were going to need to compete not just with students from other states, but with students from other nations, if they are to be able to participate in a global economy. Our school districts were told they needed to provide greater career and technical opportunities, to teach soft skills and nurture social-emotional development, to prevent bullying, to improve safety and security of their students and provide technology that didn't even exist when we were in school. We also saw an increase in students living in poverty and English Language Learners.

We have started to make progress in restoring necessary staffing, programs and resources. If we fail to account for inflation during the phase-in of the funding, we are essentially going back to making cuts. We respectfully remind the committee members that the funding set last session was based on data on the costs of educating Kansas children. If the legislature does not add funding for inflation, then there will be students whose needs cannot be met, and programs or staff that cannot be provided.



We have come a long way. We understand the multiple needs legislators must balance, and we appreciate the hard work that so many have done to get us to this point. We urge this committee to take the necessary steps to end the Gannon litigation and fund an inflation adjustment so that the progress toward the Gannon funding is maintained during the phase-in period. We also support this simple approach to addressing the remaining issue in the Gannon litigation as opposed to HB 2395, which could create new problems and delay in assuring the constitutionality of our school finance plan.



Testimony before House K-12 Budget Committee

SB 142 – written opposition

Mike O’Neal, Kansas Policy Institute

March 19, 2019

Madam Chairman and members of the Committee

On behalf of the Kansas Policy Institute, thank you for the opportunity to appear as an opponent on SB 142, dealing with additional K-12 appropriations.

Needless to say, no matter what your particular position may be with regard to the school finance litigation, everyone is in agreement that the litigation should end. How it ends is a matter for some debate. It has to be frustrating for the Legislature, which is not a party in the lawsuit, to be responsible for satisfying the moving funding target that has been the *Montoy* and now *Gannon* experience.

Indeed, there is a compelling case to be made for politely telling to Court to stay in its own lane under the separation of powers doctrine. The very Court that decided *Gannon* also decided *Solomon v. State*, where the Court held the Legislature had violated the separation of powers doctrine by encroaching on the power of the Chief Justice to appoint local chief judges of the judicial districts. The Court emphatically pronounced that “...by the Constitution of the United States, the government thereof is divided into three distinct and independent branches, and that **it is the duty of each to abstain from, and to oppose encroachments on either.**”

The Supreme Court opposes encroachments on the Judicial Branch by putting pen to paper and rendering an opinion. How does the Legislative Branch oppose encroachments by the Judiciary? Justice Harold Herd, a former Democrat legislator from Coldwater, wrote a remarkable concurring opinion in the 1984 case of *State, ex rel Stephan v. House of Representatives*, where the separation of powers doctrine was at issue. He stated, in pertinent part:

“...In ruling the legislature, which is not before us, is usurping executive powers in violation of the separation of powers, this court is violating the constitutional prohibition against giving advisory opinions, an executive function, and thus itself is in violation of the separation of powers.

While the majority opinion makes much of the dangers of a violation of the

separation of powers doctrine between the executive and legislative branches,  
**the danger of the judiciary usurping executive or legislative powers is more  
destructive.”**

Quoting from I Montesquieu, *The Spirit of Laws*, Justice Herd went on to say:

“[T]here is no liberty, if the judiciary power be not separated from the  
legislative and executive. Were it joined with the legislative, the life and  
liberty of the subject would be exposed to arbitrary control; **for the judge  
would be then the legislator ....”**

A prior Supreme Court decision interpreting Art. 6, Sec. 6, *USD 229 v. State* (1994) made it clear that  
“...the issue for judicial determination was **whether the Act provides suitable financing, not  
whether the level of finance is optimal or the best policy.**” (This language was quoted by the  
Court in *Gannon I*) The *USD 229* Court found that the 1964 constitutional amendment in question  
(the same language that exists today) “...reaffirmed the inherent powers of the legislature, and  
through its members, the people, to shape the general course of public education and provide for its  
financing.”

The Legislature has already protected the schools and our school-aged children from any order of  
the Court that would attempt to close schools or enjoin the distribution of school funds by  
appropriation. (See K.S.A. 60-2106(d)) The Legislature and the Legislature alone has the power  
over appropriations. (See Kansas Constitution Art. 2, Sec. 24) Besides, no order of the Court could  
override Federal law protecting special education students, our state compulsory attendance law,  
or existing contracts., e.g. Accordingly, any decision of the Court that would purport to tell the  
Legislature how much to appropriate for K-12 education would be advisory only.

However, we expect that the Legislature will be do as it has always done in the past, in the absence  
of litigation, i.e., consider the needs of K-12, along with the needs of all the other agencies,  
departments and constituencies that you must consider, and make appropriate funding decisions.  
We are here today to consider the funding of K-12 education. In that regard, *Gannon* has provided a  
focus for our attention. The Court has acknowledged that the vast majority of our K-12 students are  
performing at levels that meet our articulated goals. Of concern are those who are at-risk, for  
whatever reason, of not meeting our articulated goals.

In *Gannon*, the Court has stated that “[r]egardless of the source or amount of funding, total spending  
is not the touchstone for adequacy in education required by Article 6 of the Kansas Constitution.”  
The *Gannon* Court has engrafted a requirement of “adequacy” in determining whether the  
Legislature has “made suitable provision for the finance of the educational interests of the state.”  
That test is: “whether the public education financing system provided by the legislature for grades  
K-12 – through structure and implementation – is reasonably calculated to have all Kansas public

education students meet or exceed the standards set out in *Rose* and as presently codified in K.S.A 2013 Supp. 72-1127.”

Specifically, the *Gannon* Court noted that “[w]hile the wisdom of the legislature’s policy choices in allocating financial resources is not relevant to this analysis, the panel can consider how these choices impact the State’s ability to meet the *Rose* factors.”

It is clear from the Court’s language and, indeed, the test of adequacy the Court has laid out, that the Court acknowledges and even asserts the Legislature’s role in both structuring the system of school finance but also implementing that structure by allocating the financial resources. Herein lies the current problem. The Court, in determining whether the Legislature’s appropriations have been “adequate” has failed to take into account that, while the Legislature has a funding formula and distributes funds through the formula, the actual allocation of funds has been left to local districts over whom the Legislature has exercised no control. Indeed, some of the very districts, in allocating their own funds, are now heard to complain bitterly that they don’t have sufficient funds to assist a population of their at-risk student in meeting their goals. Yet, those districts had the ability and latitude to allocate sufficient resources toward that very task; they just didn’t. Many of those districts are sitting on ever-increasing unencumbered funds they choose not to spend. **(Operating cash reserves statewide are now over \$951M, up from \$928M last year.)**

The Court appears to assume it is the State that must meet the *Rose* standards. This assumption is naïve at best as we know that the *Rose* goals are outcomes that only the education establishment can deliver. We depend on the schools to allocate resources in a manner that will allow our educators to achieve outcomes. The State’s “ability” ends with distribution of funds to KSDE.

The good news is that this disconnect can be easily remedied, and in a manner wholly consistent with the views articulated by the Court. Assuming, as we do, that the Court will retain jurisdiction of *Gannon*, it is incumbent on the Legislature to fully embrace the role of financing K-12 education that the Court has either envisioned or presumed to exist. That is, the Legislature must assume control of both the structure and implementation of funding by ensuring allocation of funds in a manner that is reasonably calculated to get our underperforming students up to the goals set forth in statute. This does not mean controlling all the various funding silos, just the ones that impact learning for those at-risk of not meeting the statutory goals.

Some may argue that this proposal would seem to fly in the face of “local control”. That “local control” has not, with all due respect, led to better student outcomes and an end to litigation, at least insofar as funding outcomes-based learning goes. But, we need look no further than the KSDE’s own *Accounting Handbook for Unified School Districts* for direction. Last updated in March of last year and published by the Kansas State Department of Education, it sets out the KSDE Mission and describes the various funds and functions within the budget. It is a school district budget roadmap, if you will.

First the Mission: *“To prepare Kansas students for lifelong success through rigorous, quality academic instruction, career training and character development according to each student’s gifts and talents.”*

“Instruction” is broadly defined and is classified as account code 1000. According to KSDE, as set forth in their *Handbook*, the significance of “Instruction” is as follows”

**Although all other functions are important, this function acts as the most important part of the education program, the very foundation on which everything else is built. If this functions fails to perform at the needed level, the whole educational program is doomed to failure regardless of how well the other functions perform. Instruction not only includes the regular face to face classroom teaching but also such things as lab sessions, independent work, and educational field trips.”**

Given this strong statement on the importance of instruction as being the “foundation “of the school budget, and given the Court’s challenge to the Legislature to structure and implement a system of finance reasonably calculated to ensure our students can meet our statutory goals, the Legislature can and must take steps to require the districts to build their budgets from the classroom up, rather than the administration building down.

How can this be accomplished? Budgets will continue to be developed at the district level. But the Legislature should require that the districts, as a first step in the budgeting process, allocate a sufficient amount of funds in a manner reasonably calculated to have those students enrolled in the district achieve the statutory educational goals. The districts should be required to certify that they have done so and further certify that they have assigned sufficient personnel adequately trained in providing curriculum and/or have contracted with bona fide programs that can deliver adequate at-risk programs. In the next year and years thereafter, if performance does not improve satisfactorily, districts should be required to submit a remediation plan for achieving those outcomes. The consequence for two or more years of unsatisfactory improvement should be that affected students may leave the district and choose another public or non-public school option. The State is not in litigation because the districts don’t have enough, e.g., administration, IT personnel, janitors, food service workers, busses or SUV’s.

There should be legal reform that prevents the Court from shifting the burden of proof from the Plaintiffs to the State. There should also be a legal presumption that all funds made available by the State were utilized first by the districts to ensure that all students meet the statutory goals. Gone should be the days where the districts are allowed to spend their funds in other areas and then be heard to argue they didn’t have sufficient funds “left over “ to accomplish their core mission. Remember, the KSDE’s Accounting Handbook states that “instruction” is the foundation on which

everything else is built. It stands to reason, in this litigation environment, that this directive should be codified.

Since 2005, what has been the consequence of allowing the districts total control over spending on instruction? In the process of responding to the Court's mandate in *Montoy in 2005*, the Legislature ended up paying the sum of money the Court ordered. But in so doing the Legislature also passed some school finance reforms, including the reforms mentioned earlier regarding the prohibition against the Court ordering school closures or enjoining the distribution of school funds. The Legislature also established a public policy goal that at least 65% of the funds appropriated be expended in the classroom or otherwise for instruction. In addition, all new funds were required to be spent in the classroom or otherwise for instruction. "Instruction" was given the definition that appears in KSDE's *Accounting Handbook for USD's*. (Former K.S.A. 72-64c01)

Unfortunately, at the time districts were only allocating a little over 54% of total spending, on average, for instruction. Equally unfortunate is the fact that, in spite of the statutory policy passed with bi-partisan support, districts have never allocated above 55.3% of total spending for instruction in the intervening years. In 2018, the average was less than it was in 2005, at 53.9%. **Had the districts, on average, met the state policy goal in statute in the intervening years, nearly \$7.8B more would have been spent on instruction!** To be clear, we are not here to advocate for a specific percentage for instruction spending. Districts should decide but then be held accountable for those allocation decisions. However, this calculation of funds diverted from the classroom, together with the fact that it's the State and not the districts being sued, underscores the need for the Legislature to assume a greater degree of control over allocation of funds needed to address the needs of the underperforming students at risk of not attaining the statutory goals.

Although not required, it is likely that the Legislature will increase funding for schools again this year. (Per-pupil funding has increased every year since the recession with the exception of 2016 when a KPERS payment was delayed. KSDE estimates funding will exceed \$14,000 per-pupil this year and funding already approved by the Legislature will exceed \$16,000 per-pupil in 2023.)

Our suggestion this year, however, is to target any new funds toward the task the Court has challenged you with – helping the underperforming students reach your articulated educational goals. Simply running more funds through your current weighted formula, as SB 142 does, will dilute the effect of your efforts, given that approximately \$.46 of every dollar will be spent on something other than instruction. Consider increasing the at-risk weighting or simply do as the Legislature did in 2005 and require that any new funds be used for instruction. The Court has said that "total" spending is not the touchstone of adequacy; it's how the money is spent. The crux of the case is about those students who are at-risk of not reaching the statutory goals.

Finally, as the *Accounting Handbook* states: "By far the biggest cost items in this function [Instruction] are teacher salaries and associated costs such as social security, fringe benefits, and workers' compensation. Other major costs in the function are costs in providing substitutes and

paraprofessionals who work with the teachers. All the materials needed in the delivery of the instructional program by the teacher and helpers are another major cost.” Allocating sufficient resources means addressing teacher compensation. Teacher compensation has lagged significantly behind administrative raises. And, effective teachers, those whose efforts increase student performance in a measurable way, should be rewarded with compensation that matches their talent.

One passage in KSDE’s *Accounting Handbook* is troubling and bears mentioning. In the section on “Reviewing Budget Costs”, while promoting transparency in the budgeting process, the *Handbook* states:

“This system also allows the public to see the salaries of employees, especially teachers, and their associated costs (like social security, fringe benefits, etc.) make up a large percentage of the operational costs. If patrons support improved teacher salaries, **it can easily be shown that this can cause a major increase in the total budget since it represents such a large percentage of the total.**”

We hope this was not intended as an argument against teacher salary increases. If it is, this passage flies in the face of the *Handbook’s* strong statement on the importance of the function “Instruction”. It assumes all other aspects of the budget are off limits, baked in the cake, if you will, such that adding to instruction must add to the budget. This is simply not true. Recall that the *Handbook* says that “[i]f this function [instruction] fails to perform at the needed level, the whole educational program is doomed to failure regardless of how well the other functions perform.”

Budgets must be built from the classroom up. Paying Superintendents and other non-instructional staff ever increasing amounts of salary, e.g., at the expense of teachers is self-defeating. Shifting valuable funding to other aspects of the budget without first taking care of the very foundation of the education budget is self-defeating. If districts don’t get the instructional calculus right, it doesn’t matter how well the non-instructional pieces work. The educational program is “doomed”.

The Legislature must act now to embrace its role in ensuring the proper and effective allocation of resources toward the mission of education and the statutory goals. The Court acknowledges this role. Codifying a “performance goals first” budgeting process and requiring the Districts to certify compliance, will not only meet the adequacy test laid out by the Court but will also be a huge step forward in addressing the needs of our under-performing students.



**House K-12 Education Budget Committee**  
**S.B. 142 Appropriations for the Department of Education for FY 2020 and 2021**

Testimony submitted by Schools For Fair Funding  
March 19, 2019

Chairman Williams, Members of the Committee:

SB 142 provides the appropriate inflationary increases for FY 20, but the funding and base numbers are not appropriate for the ensuing 3 years, so **SFFF cannot support this bill in its current form.**

Historical perspective. The State argued to the Kansas Supreme Court last summer that the finance system should be constitutional if spending levels were increased to the levels in place at the conclusion of the Montoy case in 2010, as adjusted for inflation. Last summer, Legislative Research calculated those spending levels and concluded that, as of 2017, the system should be constitutional if \$3,434,941,542 was being spent. That amount was not being spent. The state then, in SB 61 last session, increased funding to approximate those spending levels in a five year phased-in plan from 2019 through 2023. In *Gannon VI*, the court found that the spending targets and the so-called Montoy Safe Harbor would be an appropriate end to the litigation, if but only if inflationary amounts were added, to recognize that the spending target was calculated as of 2017 spending, but the phase-in would not provide those dollars until 2023. The court required those 6 years of inflation (2017-2023) to be added by 2023 if the state desired to rely on the Montoy Safe Harbor to end the litigation. This amounts to adding 6 years of inflation over the next 4 years to catch up the missing, past years.

The State Board of Education then calculated that \$363 million in NEW funding was needed to fund this required inflation over the phase-in period. See attached KSDE calculation. SFFF believes that all parties are in agreement that this \$363M is the needed amount of new money to fund the inflation. It was intended to be *new money, in addition* to the increases already scheduled to take place as adopted in SB61.

The issue comes in the conversion of this new \$363M into the Bases needed to drive the formula.

The Bases in the bill, as written, include only one (1) installment of NEW inflation money over the four year period. It only provides approximately \$90M in new money. The remaining years are simply repeating the prior year's money and are, thus, NOT equivalent to the NEW money



required by the KSDE calculation to reach the Montoy Safe Harbor. The correct method if phased over four years requires four (4) \$90M installments of NEW money to reach the KSDE \$363M new money target and the Montoy Safe Harbor.

The correct method of phasing these increases in has been used for many years. It was used during the conclusion of the Montoy litigation and it was used again last year in SB 61. A yearly amount of NEW money is added. The following year, that amount repeats and another installment of NEW money is added. The following year this pattern repeats. New money is added to the repeating money to reach the goal. The effect of the bases contained in this bill is to depart from accepted methodology and to attempt to count this “repeating” money as “new” money. It is simply funny math. It does not reach the goal.

SFFF **does support** the FY2020 appropriation of \$92,659,017 and base of \$4436 in this bill. It adds the first of the four required new money increases needed to phase-in the missing 6 years of inflation.

SFFF **cannot support** the FY2021 appropriation of \$89,659,017 and base in FY2021 of \$4569. It does NOT add a second installment of NEW money needed to phase in the missing 6 years of inflation.

Similarly, the bases for FY2022 and FY2023 are also incorrect to continue the phase-in of 2018 SB61 and to phase-in a total of \$363M in new money needed for inflation.

A check step. KSDE computed the amount of increased aid needed to reach the Montoy Safe Harbor in the Dale Dennis February 6 testimony. Like the Legislative Research computation in 2018, Dale continues the methodology from 2017 through 2023. Dale finds that total spending in 2023 should equal \$3,742,611,889 to equate to Montoy spending in 2010 adjusted for inflation. See page 2 of Dale’s February 6 testimony. To see if the bases contained in both SB 44 and SB 142 hit this mark, you need only look as far as the Governor’s Current Projections which are attached. It clearly shows that in 2023 the spending level only reaches \$3,419,231,000, not the required \$3,742,611,889 for the Montoy Safe Harbor.

Another check step. If you compare the 2018 version of the projections to the current 2019 version of the projection you see that in 2018, after SB 61 was adopted, the 2023 spending level was projected to be \$3,310,599,000. The Current 2019 projection for 2023 shows the level at \$3,419,231,000, a difference of only \$108,632,000. This means that only \$108M of new money was added by the current bill over the total four year phase-in time period, NOT the required \$363M required by the state’s analysis.

Yet another check step. Rather than add the inflation over a four year phase-in, what addition to the base would be needed to be added “all at the end” to fund the required \$363M of new inflation money.  $\$363,036,068$  divided by  $700,154$  weighted students produces a needed addition to the base of \$519 to cover the inflation amount. If you add that amount to the base all at the end of the SB 61 phase-in in 2023, you get  $\$4713 + \$519 = \$5232$ . This is far higher than the final base contained in the bill.

When Dale was asked if the Bases in this bill will reach the required \$3.7B spending level for the Montoy Safe Harbor that the state desired to reach, he responded “No sir.” He added that the

Bases in the bill will only produce an ending spending level of approximately \$3.4B. This is verified by the governor's current spending projection for 2023. The bases in the bill simply are not correct, nor do they follow from the KSDE and Legislative Research analysis of what is needed for the state to reach and take advantage of the Montoy Safe Harbor to comply with the court order and end the litigation.

Dale Dennis has provided the Base numbers needed to address the inflation and reach the \$3.7B Montoy Safe Harbor. Those bases are:

FY20 \$4436  
FY21 \$4697  
FY22 \$4958  
FY23 \$5219

These are the Bases that include BOTH the SB 61 adequacy amount AND the new inflation amount. These are the correct Bases that need to be included in SB 142 to reach the Montoy Safe Harbor.

SB142, as introduced, addresses and includes both the SB 61 new money and the inflation new money for the first year only, FY20. However, the Base amounts included in Section 4 of the bill as introduced do NOT include the required new inflation money for FY21, FY22 and FY23.

Upon analysis we find that, in its current form, SB 142 would not satisfy the *Gannon VI* decision. Without change we cannot support SB 142. With correction of the bases as set forth above, SFFF can support the bill.

Thank you for allowing SFFF to clarify SFFF's opposition to the bill.

Contact information:

Bill Brady  
Schools For Fair Funding  
785 233 1903

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## STATE GOAL:

Returning to Level of Spending in FY10.

This was the Montoy level of spending before the cuts.

Rationale: It was constitutional in 2006. It should be constitutional now if adjusted for inflation to current dollars.

SB 61 attempted to do this during the 2018 session.

They call this the Montoy Safe Harbor.



## Division of Fiscal and Administrative Services

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February 6, 2019

TO: Senate Select Committee on Education Finance

FROM: Dale M. Dennis, Deputy  
 Commissioner of Education

SUBJECT: State Board of Education Budget Recommendations

The purpose of this memorandum is to review how the State Board of Education determined its recommendations on the Base Aid for Student Excellence (BASE).

The process began with the following chart submitted to the Supreme Court by the state attorneys.

Year	Prior Year Amount	Inflation Percent	Inflation Adjustment Amount	New Amount
2011	\$ 3,108,690,821	3.22	\$ 100,099,844	\$ 3,208,790,665
2012	3,208,790,665	2.03	65,138,451	3,273,929,116
2013	3,273,929,116	1.40	45,835,008	3,319,764,124
2014	3,319,764,124	1.47	4,880,533	3,368,564,656
2015	3,368,564,656	(0.54)	(18,190,249)	3,350,374,407
2016	3,350,374,407	0.85	28,478,182	3,378,852,590
2017	3,378,852,590	1.66	56,088,953	3,434,941,542

Following discussion, the State Board increased the inflation factor by 1.44 percent. This decision was based on the following quote from the Kansas Supreme Court Opinion, June 25, 2018.

*"Toward that end, we observe that the average of all the years of inflation shown in the State's chart from its April 23, 2018 memo (SY 2010-11 through SY 2016-17) is 1.44%. Inflation adjustments for SY 2017-18 and SY 2018-19 obviously enlarge the State's principal figure of \$522 million. That enlarged principal amount then needs to be adjusted gain (for inflation) until the new principal is paid in full over time--- as the State's chosen remediation plan provides."*

**INFLATION ADJUSTMENT**

Year	Prior Year Amount	Inflation Percent	Inflation Adjustment Amount	Net Amount
2010-11	\$3,108,690,821	3.22	\$100,099,844	\$3,208,790,665
2011-12	\$3,208,790,665	2.03	\$ 65,138,451	\$3,273,929,116
2012-13	\$3,273,929,116	1.40	\$ 45,835,008	\$3,319,764,124
2013-14	\$3,319,764,124	1.47	\$ 48,800,533	\$3,368,564,656
2014-15	\$3,368,564,656	(0.54)	(\$18,190,249)	\$3,350,374,407
2015-16	\$3,350,374,407	0.85	\$ 28,478,182	\$3,378,852,590
2016-17	\$3,378,852,590	1.66	\$ 56,088,953	\$3,434,941,542
2017-18	\$3,434,941,542	1.44	\$ 49,463,158	\$3,484,404,700
2018-19	\$3,484,404,700	1.44	\$ 50,175,428	\$3,534,580,128
2019-20	\$3,534,580,128	1.44	\$ 50,897,954	\$3,585,478,076
2020-21	\$3,585,478,076	1.44	\$ 51,630,884	\$3,637,108,960
2021-22	\$3,637,108,960	1.44	\$ 52,374,369	\$3,689,483,329
2022-23	\$3,689,483,329	1.44	\$ 53,128,559	\$3,742,611,889

**SUMMARY**

Target Aid To Schools -- FY 2023	\$ 3,742,611,889
Less: Current Aid	(\$ 2,817,090,821)
Less: Scheduled Increase in Aid -- FY 2019	(\$ 148,103,000)
Total Target Additional Aid	\$ 779,416,068

THIS IS THE AMOUNT NEEDED IN FY 23  
TO FUND SB 61 PLUS INFLATION REMEDY.

ANNUAL SUMMARY	2019-20	2020-21	2021-22	2022-23	TOTAL
Four-Year Average	\$ 194,854,017	\$ 194,854,017	\$ 194,854,017	\$ 194,854,017	\$ 779,416,068
Five-Year Plan Amount	(\$ 102,195,000)	(\$ 103,195,000)	(\$ 103,195,000)	(\$ 103,195,000)	(\$ 415,780,000)
Additional Required	\$ 92,659,017	\$ 89,659,017	\$ 89,659,017	\$ 91,659,017	\$ 363,636,068

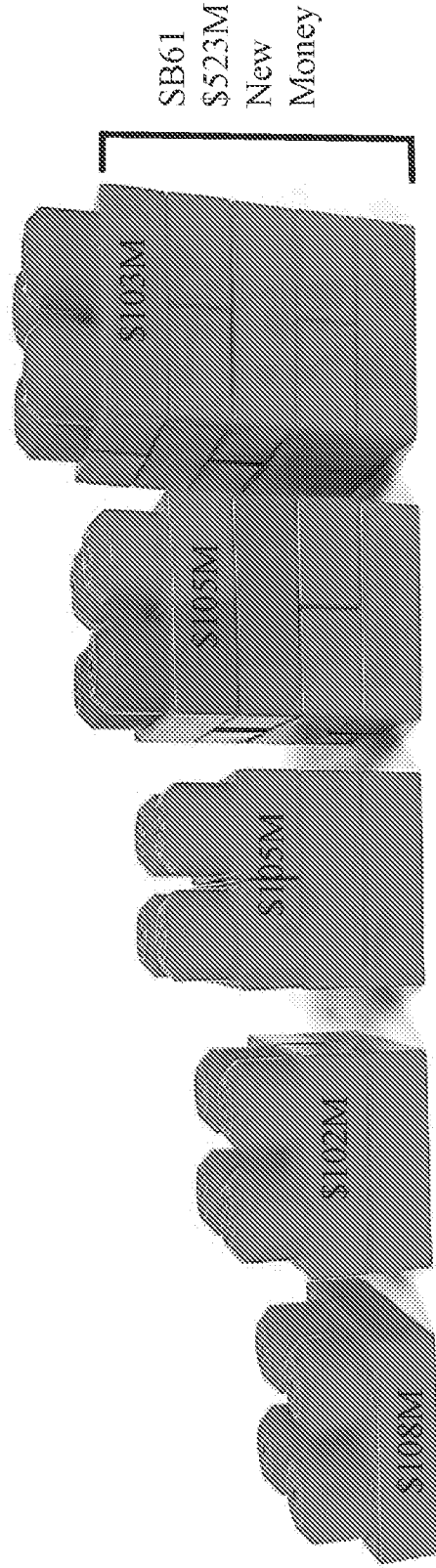
The State Board increased the amount by 1.44 percent as outlined by the Supreme Court, subtracted current aid plus the amount approved in 2018-19 and then divided by four (four-year period) and subtracted from that amount the amount already approved by the Legislature.

They then adjusted the BASE only on the amounts that would be needed for the next four years that is approximately \$90 million per year. The State Board's BASE recommendations are provided below.


	Sub. for SB 61	KSBE
2018-19	\$ 4,165	
2019-20	4,302	\$ 4,436
2020-21	4,439	4,569
2021-22	4,576	4,706
2022-23	4,713	4,846
2023-24	CPI	

THESE BASES DO NOT GET THE \$3.7B  
NEEDED TO FUND SB61 PLUS  
INFLATION REMEDY.

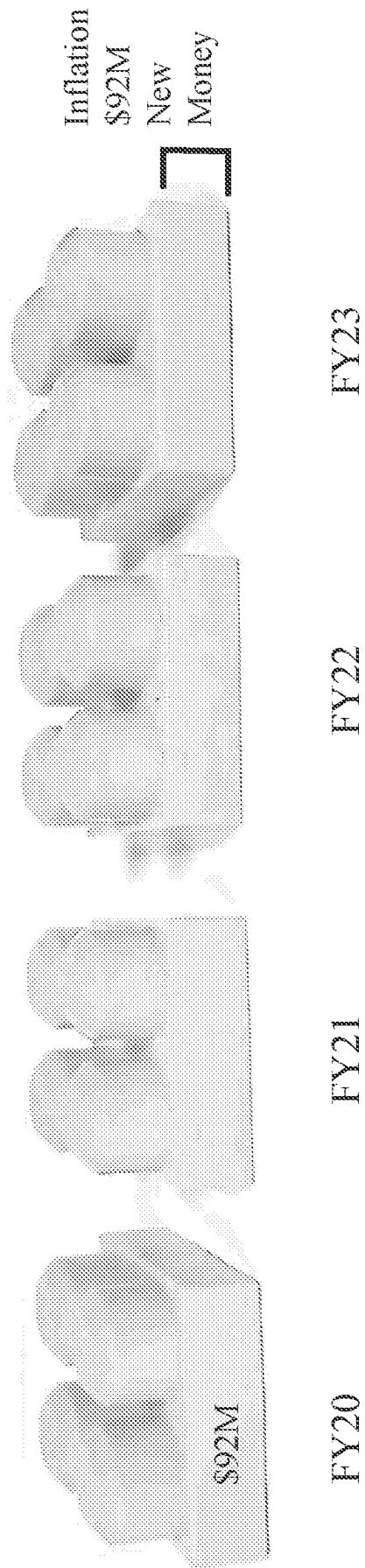
# New Money Included in SB61 5 Year Plan Adopted 2018 Session



FY19	FY20	FY21	FY22	FY23
SB61 Base: \$4165	\$4302	\$4439	\$4576	\$4713

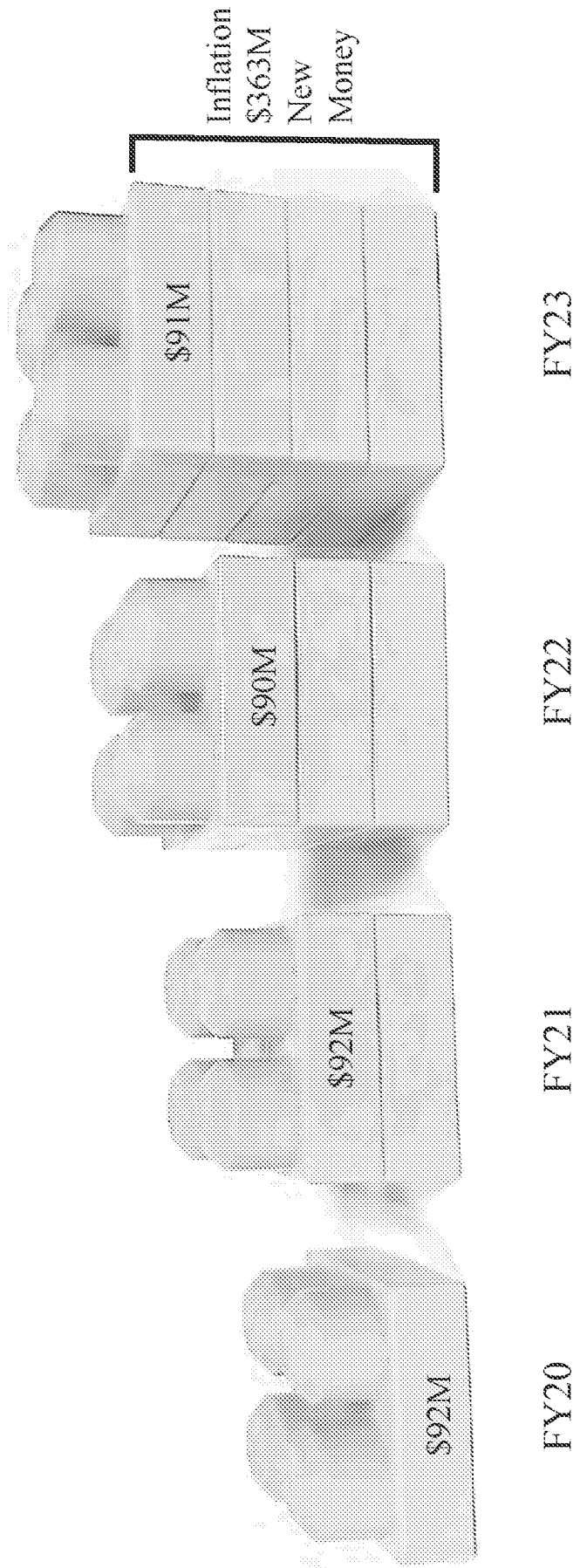
 SB61 New money phased-in over 5 years

# New Money in SB44/SB142 Only One Year of Inflation Added

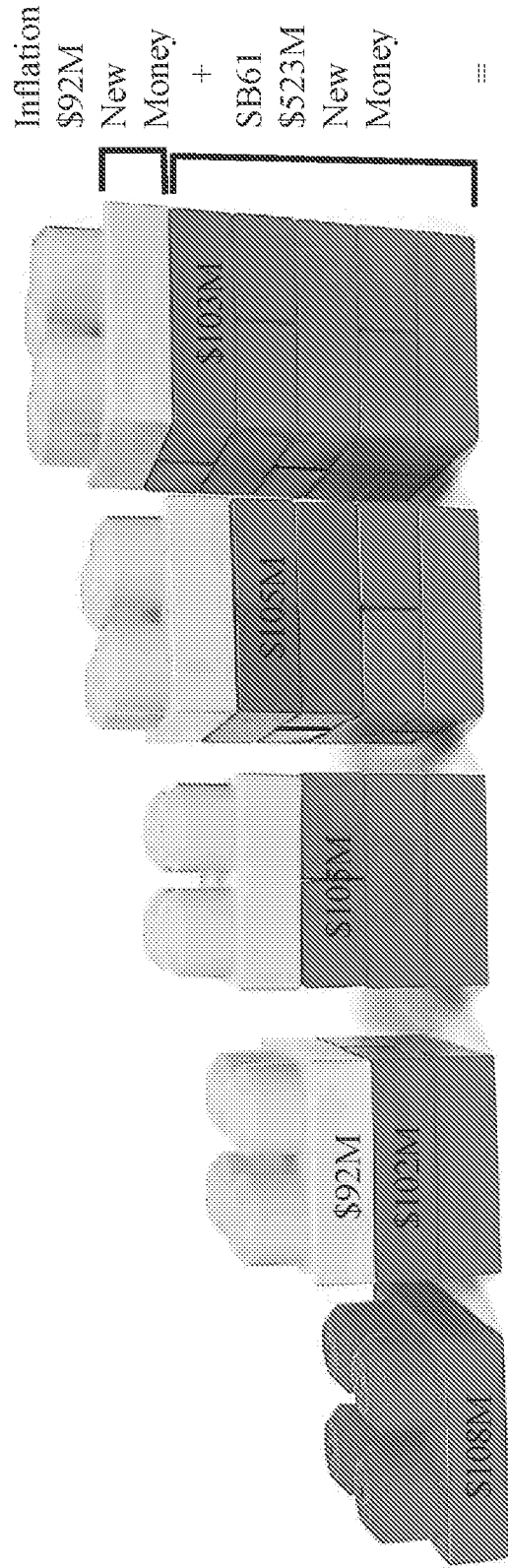




# New Money Required to Phase-In Six Years of Gannon VI Inflation



# New Money in SB44/SB142 Only One Year of Inflation Added



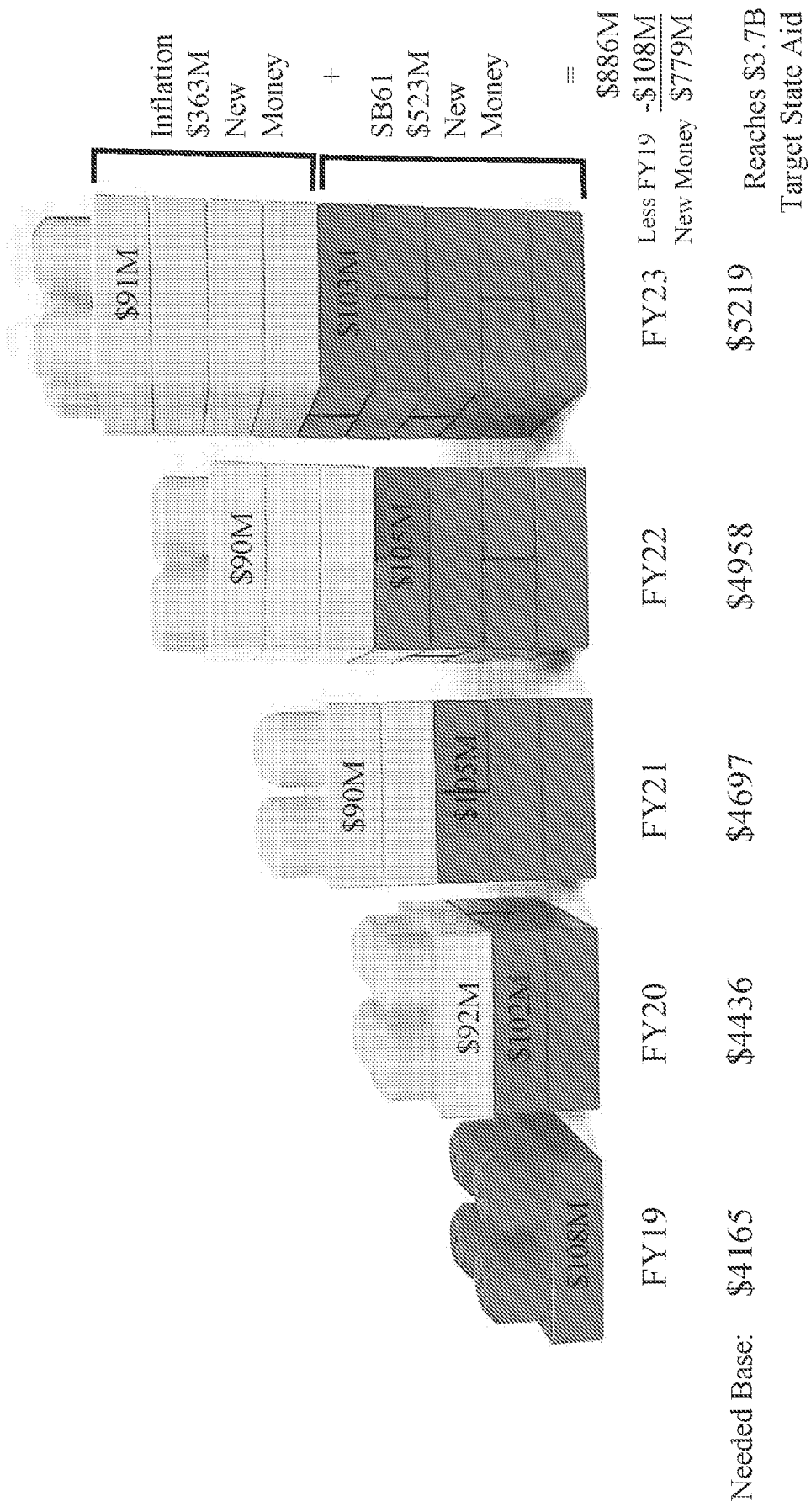
Inflation \$92M  
New Money + SB61 \$523M  
New Money = \$615M  
Less FY19 New Money -\$108M  
= \$507M

Base: \$4165      FY19      \$4436      FY20      \$4569      FY21      \$4706      FY22      \$4846      FY23

Short \$272M of Reaching \$3.7B of Target State Aid

- SB61 New money phased-in over 5 years
- Gannon VI 6 years of inflation NOT phased-in over 4 years

# New Money Required to Fund SB61 Plus Gannon VI Inflation



SB61 New money phased-in over 5 years  
 Gannon VI 6 years of inflation phased-in over 4 years

# Current Projections

Governor's Recommendation School Finance Plan State Expenditures Perspective (Dollars in Thousands)											
	FY 2018 Actuals	FY 2019 Gov. Rec.	Prior Year Difference	FY 2020 Gov. Rec.	Prior Year Difference	FY 2021 Gov. Rec.	Prior Year Difference	FY 2022 Est.	Prior Year Difference	FY 2023 Est.	Prior Year Difference
BASE	\$ 4,086	\$ 4,165	\$ 159	\$ 4,436	\$ 271	\$ 4,569	\$ 133	\$ 4,786	\$ 137	\$ 4,846	\$ 140
State Foundation Aid (SFA)	\$ 2,001,554	\$ 2,109,651	\$ 108,098	\$ 2,317,775	\$ 308,123	\$ 2,395,360	\$ 77,585	\$ 2,478,317	\$ 82,957	\$ 2,563,937	\$ 85,720
State General Fund	641,068	678,357	37,289	711,933	33,596	738,735	26,782	764,347	25,612	788,968	24,621
20-Adm/Local Prop. Tax	53,447	56,080	553	56,000	--	56,000	--	56,000	--	56,000	--
School Dist. Fin. Fund	7,197	9,233	2,036	11,100	1,867	10,326	(774)	10,326	--	10,326	--
Miscellaneous Production Fund	96,600	45,000	(51,600)	--	(45,000)	--	--	--	--	--	--
State Highway Fund	\$ 2,801,866	\$ 2,898,241	\$ 96,376	\$ 3,026,828	\$ 198,586	\$ 3,200,421	\$ 103,593	\$ 3,308,890	\$ 108,469	\$ 3,419,231	\$ 110,341
Total-SFA	\$ 455,982	\$ 490,381	\$ 34,399	\$ 497,881	\$ 7,500	\$ 505,381	\$ 7,500	\$ 512,881	\$ 7,500	\$ 520,381	\$ 7,500
Special Education	10,000	--	(10,000)	--	--	--	--	--	--	--	--
State General Fund	\$ 415,982	\$ 490,381	\$ 44,399	\$ 497,881	\$ 7,500	\$ 505,381	\$ 7,500	\$ 512,881	\$ 7,500	\$ 520,381	\$ 7,500
State Highway Fund	\$ 3,247,847	\$ 3,389,622	\$ 140,775	\$ 3,594,709	\$ 206,086	\$ 3,795,802	\$ 111,093	\$ 3,821,779	\$ 115,969	\$ 3,939,612	\$ 117,841
Total-Special Education	\$ 454,300	\$ 494,300	\$ 39,900	\$ 503,300	\$ 9,000	\$ 519,300	\$ 16,000	\$ 532,300	\$ 13,000	\$ 545,300	\$ 13,000
Subtotal-USD General Funds	\$ 3,702,347	\$ 3,887,971	\$ 180,575	\$ 4,098,809	\$ 215,086	\$ 4,275,192	\$ 127,093	\$ 4,354,071	\$ 138,969	\$ 4,484,912	\$ 130,841
Supp. General State Aid (LOB) State General Fund											
Total-Governor's Plan			4.9%		5.3%		3.2%		3.1%		3.0%
% Chg. from Prior Yr.											

This is the total, purportedly, after SB61 PLUS inflation is phased-in.  
 Note - It is not \$363M higher than the 2018 projections. It is only \$109M higher.  
 If \$363M had been added over all 4 years, the end result would be \$363M higher than the 2018 projections.  
 This is how we know the bases are incorrect.

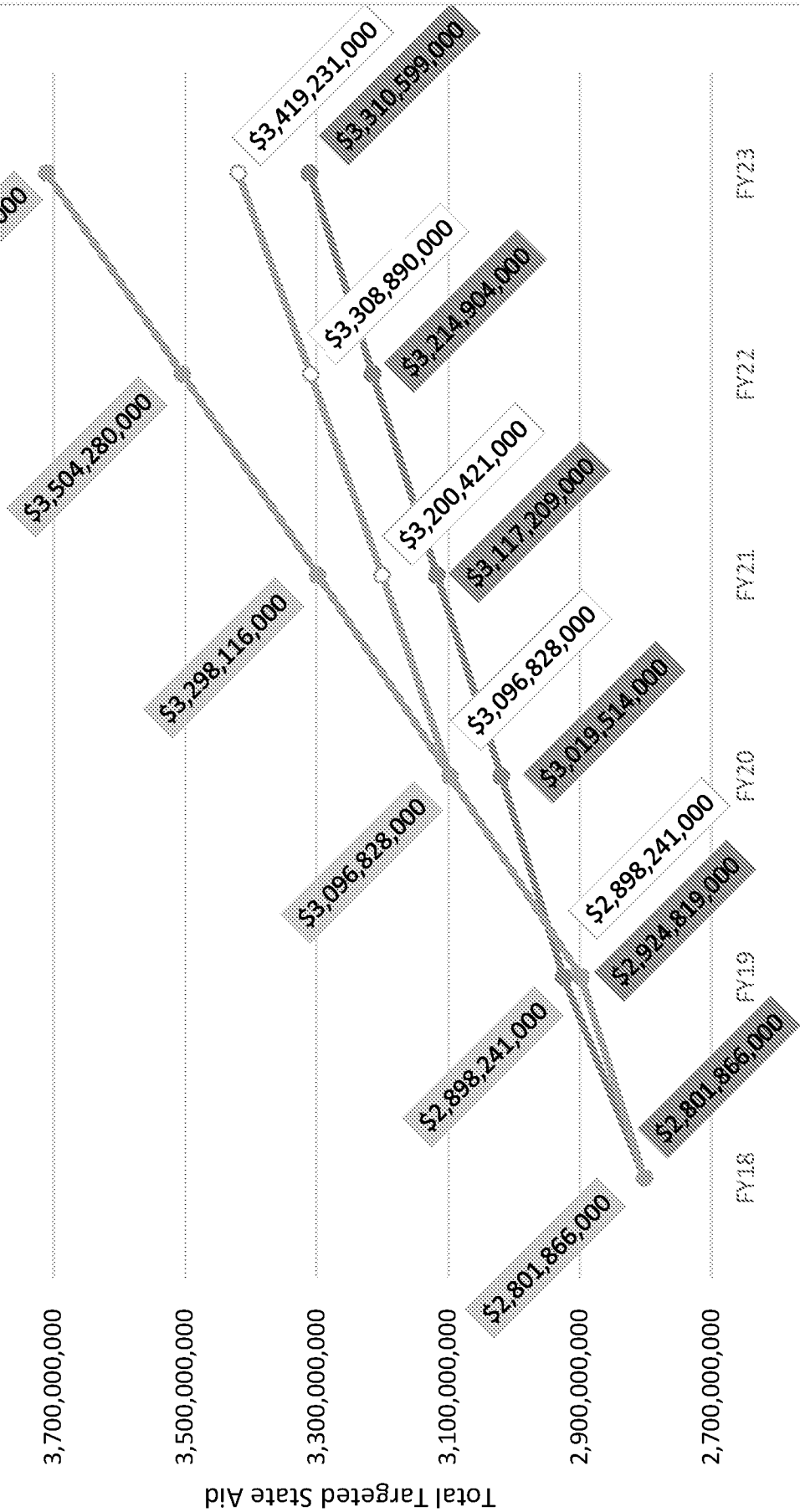
**2018  
Projections**

**2018 Legislature  
Approved School Finance Plan  
State Expenditures Perspective  
As of May 2018**  
(Dollars in Thousands)

	FY 2018 Actuals	FY 2019 Leg. Apprd.	FY 2020 Est.	Prior Year Difference	FY 2021 Est.	Prior Year Difference	FY 2022 Est.	Prior Year Difference	FY 2023 Est.	Prior Year Difference
<b>B.A.S.E.</b>	\$ 4,006	\$ 4,165	\$ 4,302	\$ 137	\$ 4,438	\$ 137	\$ 4,576	\$ 137	\$ 4,713	\$ 137
State Foundations Aid (SFA)	\$ 2,001,554	\$ 2,148,294	\$ 2,218,696	\$ 68,402	\$ 2,287,850	\$ 71,153	\$ 2,359,933	\$ 72,083	\$ 2,433,183	\$ 73,252
State General Fund	641,068	669,656	693,549	28,588	722,480	26,541	748,102	25,612	770,545	22,443
20-Mill Local Prop. Tax	55,447	57,800	52,800	(2,647)	52,800	--	52,800	--	52,800	--
School Dist. Fis. Fund	7,197	9,000	9,000	1,872	9,000	--	9,000	--	9,000	--
Mineral Production Fund	96,600	45,000	45,000	(31,600)	45,000	--	45,000	--	45,000	--
State Highway Fund	2,801,866	2,924,819	3,019,514	\$ 94,695	\$ 3,117,269	\$ 97,694	\$ 3,214,004	\$ 97,694	\$ 3,310,599	\$ 95,683
<b>Total-SFA</b>	\$ 433,963	\$ 490,381	\$ 497,881	\$ 7,300	\$ 505,381	\$ 7,300	\$ 512,881	\$ 7,500	\$ 520,381	\$ 7,500
Special Education	10,923	--	--	(10,923)	--	--	--	--	--	--
State General Fund	485,982	490,381	497,881	7,500	505,381	7,500	512,881	7,500	520,381	7,500
State Highway Fund	3,247,847	3,415,200	3,517,395	\$ 102,195	\$ 3,622,598	\$ 105,193	\$ 3,727,785	\$ 105,193	\$ 3,830,980	\$ 103,195
<b>Total-General Funds</b>	\$ 454,500	\$ 483,917	\$ 491,217	\$ 7,300	\$ 498,517	\$ 7,300	\$ 507,117	\$ 8,600	\$ 520,117	\$ 13,000
Supp. General State Aid (L.O.B.)	--	--	--	--	--	--	--	--	--	--
State General Fund	--	7,500	7,900	7,500	7,500	7,500	7,500	7,500	7,500	7,500
Mental Health Pilot Program	--	2,500	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800
ACT/Workeys	--	500	500	500	500	500	500	500	500	500
Teacher Mentoring	--	--	--	--	--	--	--	--	--	--
<b>Total School Finance Expenditures</b>	\$ 2,702,347	\$ 3,089,917	\$ 3,019,412	\$ 109,495	\$ 3,131,907	\$ 312,494	\$ 3,246,782	\$ 113,795	\$ 3,361,991	\$ 116,195
<b>% Chg. from Prior Yr.</b>		3.8%	2.8%	2.8%	2.8%	2.8%	2.8%	2.8%	2.7%	2.7%

This is the total after SB61 is phased-in.

# Total Targeted State Aid



Data from 2018 Legislature Approved School Finance Plan as of May 2018 and Governor's Recommendation School Finance Plan

**Another view of the issue:**

What if the \$363M for inflation was added to the final year rather than spreading it over 4 years?

Amount Needed for Inflation Increase	Weighted Enrollment in FY23	Base Increase Needed for Inflation Only
\$363,636,068	700,154	\$519

/      =

\$519 on the base is needed for inflation only.

FY23 base in current law		\$4,713
Inflation	+	\$519
Base needed by FY23 to include SB61 plus Inflation		\$5,232

Conclude: The final phased-in base in FY23 must approximate \$5,232 to fund both SB61 plus the Gannon VI required inflation. Getting there in a phased-in manner should not reduce the final required base to achieve the goal.

Date: February 13, 2019 at 1:15:20 PM CST

Listed below—see estimated BASE amounts.

2019-20	\$ 4,436
2020-21	\$ 4,697
2021-22	\$ 4,958
2022-23	\$ 5,219

Let us know if you have questions.

Dale



**Dale M. Dennis**

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**Kansas State Department of Education**

LONDON STATE OFFICE BUILDING, 900 SW JACKSON STREET, SUITE 354, TOPEKA, KS 66612



**Dale Dennis Testimony February 6, 2019**  
**Senate Select Committee on Education Finance**

Dale Dennis: I am supposed to review with you how the Board arrived at their numbers. One on general state aid and then our budget appeal. So we'll try to do that within the time frame.

On the first page of our memo, and John referred to this a little bit ago, from the memo that went to the Supreme Court from the State's Attorneys. You'll see that table that shows about a several, six to seven year history of the inflation costs, and that's what was very very important in arriving of what the court came down with.

You'll notice right under that table was a quote from the court. They took an average of those inflation factors and they averaged 1.44%. The Board's opinion when we did this, they thought that was kind of a vehicle that the court would accept the 1.44.

You may hear today somebody that the inflation will be higher than that. But we believe based on that language at the bottom of the page that the board thought that would be acceptable to the court. So on page two we apply that 1.44% out for the number of years that the law provided for. Five years, so there's four years left.

And you'll notice the target aid after the 1.44% in 2023 is **\$3.742B**. The 2.817B was in the memo that went to the court and the State's attorneys.

The \$146M is what we added last year in General Aid and also includes Special Ed. We subtract that out and we are \$779M short and what the Board chose to do, and there is more than one way you could do this and come up with higher numbers, they spread that \$779M on page three over a four year period and that's \$194M. You subtract out the money that you approved, the bill you approved last year which run about a little over \$100M to \$105M per year. Subtract that out and that leaves you in the range of \$89M to \$92M per year.

The Board then translated that into an amount per pupil and that amount per pupil is shown on page three. It increases the base amount per pupil about the \$90M to \$89M to \$92M **per** year. Same law that you adopted last year it just takes, tries to solve the adequacy problem. That's how the board went about that.

I also attached another sheet that came out of the Governor's budget that shows the four year history of that and which is based on the same base amount per pupil.

Before I go to the other piece dealing with the agency, is there any questions?

That's nine credit hours in three minutes. Is there any questions you got in there?

Molly Baumgardner: Senator Denning.

Jim Denning: Dale before I start talking about the finance piece, do you have any idea why Governor Kelly added the whole entire budget to what we're working on today rather than just let us sort out the latest demand for inflation? Do you have any idea why she bundled the whole darn education budget in one bill?

Dale Dennis: No you will have to ask somebody else other than me sir. I couldn't answer that.

Jim Denning: Gotcha. I mean, it's caused so much angst because there's half of the State's budget is sitting in this committee and we're really just interested in sorting out the final piece.

Dale Dennis: Somebody else might be able to but I couldn't tell you why it's in one bill verses more than one. Sorry.

Jim Denning: Gotcha. On just the finance piece, when the house bill, their budget, which we sent to the Supreme Court they use the Montoy Logic all the way through.

Now, the Board has deviated from that Montoy Logic and I'm specifically talking about the \$363M which is on your page three where it says additional required. So that's a total deviation from the Montoy Logic. So what we've used all this time is an accumulating logic and this is a fixed logic. So if we would use the Montoy Logic where the Supreme Court signed off on **we're shorting schools \$271M from FY20 to FY23**. So I looked ahead at the Schools for Fair Funding and it looks like they're agreed that we can deviate from the Supreme Court's demand, short the schools \$271M and call it a day. I just want to make sure that you're in agreement with that.

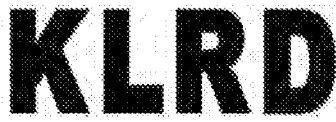
Dale Dennis: Sir, I don't know it's important that I agree but I would have to look at the numbers because if I recall Montoy started out at 4433 and then I assume you would apply then the consumer price index coming forward and I'm not sure exactly what that would be but I understand the logic.

Jim Denning: So I can show you offline. I stayed up late last night and spread it out for you. But **it's clearly shorting schools \$271M from FY20 to FY23** and I just want to make sure I guess if the attorneys sign off on it, it's a no brainer but I don't (A) want to get sued and (2) I don't want the Supreme Court coming back that we defied them.

Dale Dennis: I understand that.

Jim Denning: So if we could talk offline about that. Thank you.

Dale Dennis: I understand.



March 27, 2019

**To:** Representative Blaine Finch  
**From:** Edward Penner, Principal Research Analyst  
**Re:** *Gannon VI* School Finance Calculations

You requested our office perform calculations concerning the adequacy requirement in Article 6 of the *Kansas Constitution* as identified by the Kansas Supreme Court (Court) in the June 25, 2018, opinion in *Gannon v. State of Kansas*. This memorandum attempts to quantify solutions to what the Court identified as “two obvious problems arising from the April 23 memo.” Additionally, the memorandum attempts to clarify the State’s treatment of virtual school state aid, as sought by the Court in the opinion referenced above.

**Inflation Through 2018-2019 School Year**

The Court first identified the State’s approach in 2018 did not adjust for inflation through what is now the current school year. At the time of the State’s efforts in 2018, inflation amounts from the U.S. Department of Labor Bureau of Labor Statistics were only available through 2017. Accordingly, the Legislature used the available inflation levels and then ceased calculating inflation. In assessing this problem in the State’s approach in 2018, the Court observes that the average of the years of inflation used in the State’s 2018 calculations is 1.44 percent. Accordingly, the table below applies an inflation rate of 1.44 percent to the total aid amount from the April 23 memo referenced by the Court for years 2018 and 2019.

Year	Prior Year Amount	Inflation Percent	Inflation Adjustment Amount	New Amount
2018	\$ 3,434,941,542	1.44 %	\$ 49,463,158	\$ 3,484,404,700
2019	3,484,404,700	1.44	50,175,428	3,534,580,128
<b>TOTAL</b>			<b>\$ 99,638,586</b>	

The sum of the two additional years of inflation is \$99.6 million. When added to the \$522.2 million identified by the State in 2018, this generates a new enlarged principal amount of \$621.9 million.

## Inflationary Adjustment of New Principal Until Principal is Paid in Entirety

The Court provides the “enlarged principal amount then needs to be adjusted again (for inflation) until the new principal is paid in full over time.” The Court initially describes this as a term of approximately five years, but then acknowledges that one year of that inflation is provided for in the adjustment described above. However, the \$621.9 million obligation would have existed at the beginning of FY 2019, even if it is addressed with legislation that will take effect at the beginning of FY 2020, so an inflationary adjustment for 2019 may be appropriate. Accordingly, the table below shows a five-year level amortization of a principal of \$621.9 million using, once again, the inflation rate of 1.44 percent observed by the Court to be the average of the years of inflation used in the State’s 2018 calculations.

Year	Principal	Interest	Total of Principal and Interest
2019	\$ 120,845,823	\$ 8,955,120	\$ 129,800,942
2020	122,586,002	7,214,940	129,800,942
2021	124,351,241	5,449,701	129,800,942
2022	126,141,899	3,659,043	129,800,942
2023	127,958,342	1,842,600	129,800,942
<b>TOTAL</b>	<b>\$ 621,883,307</b>	<b>\$ 27,121,404</b>	<b>\$ 649,004,711</b>

The total amount of interest to be paid in this amortization schedule is \$27.1 million. Adding that amount to the newly enlarged principal identified above creates a total state aid obligation of \$649.0 million.

## Determining the Amount Already Provided for by the Legislature

In 2018, the State provided the Court with a memorandum quantifying the amounts of new aid for all categories associated with enactment of school finance legislation in 2017 and 2018. However, in making its budget recommendations, the Kansas State Board of Education (State Board), at its July 2018 regular meeting, only included those categories of increased aid associated with the base aid for student excellence, the formula weightings, and special education. Accordingly, the State Board determined the Legislature had provided increased aid totaling \$146.1 million in FY 2019 and a total of \$415.8 million in FY 2020 through FY 2023. However, of the \$146.1 million in FY 2019, \$95.6 million of that amount had already been considered by the State, as is evident in the April 23 memo, in arriving at the \$522.2 million target aid amount. Therefore, the total amount of new aid to schools provided by the State that would go towards the newly inflated principal and associated interest is \$466.3 million. Netting that amount out of the \$649.0 million obligation results in a total amount of aid owed by the State of \$182.7 million, as is shown in the following table.

Newly Enlarged Principal	\$	621,883,307
Interest		<u>27,121,404</u>
<i>Total Obligation</i>	\$	<i>649,004,711</i>
State Board Identified FY 2019 Increase	\$	146,105,000
Less Increase Already Counted by State		(95,606,000)
State Board Identified FY 2020-2023 Increases		<u>415,780,000</u>
<i>Total Increases Provided</i>	\$	<u><i>466,279,000</i></u>
<b>Total Remaining Obligation</b>	<b>\$</b>	<b>182,725,711</b>

### Virtual School State Aid Treatment

Finally, in the most recent *Gannon* opinion (*Gannon VI*), the Court requested the State clarify whether virtual school state aid was included in the first step of analysis in determining the \$522.2 million target of additional aid in 2018. The Court notes the State reduced the total aid amount by \$31.2 million to account for virtual school state aid and describes this category of aid as operating “outside the funding formula.” However, prior to 2015 legislation, virtual school state aid operated within the funding formula as a formula weighting. This weighting was eliminated by 2015 SB 7 and replaced with virtual school state aid as categorical aid outside of the formula. Therefore, since the initial total aid amount of \$3.109 billion was based on the formula as it existed in school year 2009-2010, virtual school state aid was included as a weighting within the formula at that time and, accordingly, was included in the first step of the analysis generating the target aid amount of \$522.2 million.

EFP/mkh

	New Proposal		SF16-169	SF16-169	SF16-167	
USD #	County	District Name	LOB State Aid Adjustment from Block Grant	Capital Outlay State Aid Adjustment from Block Grant	Virtual Aid Adjustment from Block Grant	Total Adjustment from Block Grant
101	Neosho	Erie-Galesburg	35,894	42,938	0	78,832
102	Gray	Cimmaron-Ensign	(77,501)	18,454	0	(59,047)
103	Cheyenne	Cheylin	0	0	0	0
105	Rawlins	Rawlins County	(66,122)	0	0	(66,122)
106	Ness	Western Plains	0	0	0	0
107	Jewell	Rock Hills	(21,269)	0	0	(21,269)
108	Washington	Washington Co. Schools	10,499	3,908	0	14,407
109	Republic	Republic County	(10,778)	0	0	(10,778)
110	Phillips	Thunder Ridge Schools	(72,118)	1,310	0	(70,808)
111	Doniphan	Doniphan West Schools	0	0	0	0
112	Ellsworth	Central Plains	0	0	(18,600)	(18,600)
113	Nemaha	Prairie Hills	18,945	72,950	0	91,895
114	Doniphan	Riverside	202,876	0	(10,800)	192,076
115	Nemaha	Nemaha Central	(15,480)	0	0	(15,480)
200	Greeley	Greeley County Schools	0	0	0	0
202	Wyandotte	Turner-Kansas City	228,521	222,220	0	450,741
203	Wyandotte	Piper-Kansas City	338,112	162,149	0	500,261
204	Wyandotte	Bonner Springs	257,432	282,461	(7,800)	532,093
205	Butler	Bluestem	132,856	57,779	0	190,635
206	Butler	Remington-Whitewater	18,062	23,597	(600)	41,059
207	Leavenworth	Ft Leavenworth	99,806	3,072	0	102,878
208	Trego	Wakeeney	2,632	0	0	2,632
209	Stevens	Moscow Public Schools	0	0	0	0
210	Stevens	Hugoton Public Schools	12,947	0	(1,200)	11,747
211	Norton	Norton Community Schools	(23,524)	36,733	0	13,209
212	Norton	Northern Valley	8,285	15,579	0	23,863
214	Grant	Ulysses	501,843	0	0	501,843
215	Kearny	Lakin	0	0	0	0
216	Kearny	Deerfield	0	0	0	0
217	Morton	Rolla	0	0	0	0
218	Morton	Elkhart	190,144	151,931	(342,600)	(525)
219	Clark	Minneola	43,207	0	0	43,207
220	Clark	Ashland	0	0	0	0
223	Washington	Barnes	(134,190)	0	0	(134,190)
224	Washington	Clifton-Clyde	5,908	0	0	5,908
225	Meade	Fowler	(70,923)	0	0	(70,923)
226	Meade	Meade	0	0	0	0
227	Hodgeman	Hodgeman County Schools	0	0	0	0
229	Johnson	Blue Valley	(2,386,017)	0	0	(2,386,017)
230	Johnson	Spring Hill	217,913	0	(501,000)	(283,087)
231	Johnson	Gardner Edgerton	450,650	536,203	0	986,854
232	Johnson	De Soto	(238,037)	500,424	0	262,387
233	Johnson	Olathe	(648,172)	573,104	0	(75,068)
234	Bourbon	Fort Scott	(84,925)	(26,977)	0	(111,901)

USD #	County	District Name	LOB State Aid Adjustment from Block Grant	Capital Outlay State Aid Adjustment from Block Grant	Virtual Aid Adjustment from Block Grant	Total Adjustment from Block Grant
235	Bourbon	Uniontown	5,971	0	0	5,971
237	Smith	Smith Center	(70,746)	12,071	0	(58,675)
239	Ottawa	North Ottawa County	(17,280)	(29,532)	0	(46,812)
240	Ottawa	Twin Valley	(65,909)	30,045	0	(35,864)
241	Wallace	Wallace County Schools	0	0	0	0
242	Wallace	Weskan	13,176	0	0	13,176
243	Coffey	Lebo-Waverly	(91,845)	8,651	0	(83,194)
244	Coffey	Burlington	0	0	0	0
245	Coffey	LeRoy-Gridley	47,383	0	0	47,383
246	Crawford	Northeast	(18,710)	43,286	(5,400)	19,176
247	Crawford	Cherokee	(159,766)	16,430	0	(143,337)
248	Crawford	Girard	33,355	31,230	(2,400)	62,184
249	Crawford	Frontenac Public Schools	38,626	22,202	(1,200)	59,628
250	Crawford	Pittsburg	327,696	131,452	(19,800)	439,349
251	Lyon	North Lyon County	0	0	0	0
252	Lyon	Southern Lyon County	60,863	50,394	0	111,257
253	Lyon	Emporia	238,325	559,812	(600)	797,537
254	Barber	Barber County North	0	0	0	0
255	Barber	South Barber	0	0	0	0
256	Allen	Marmaton Valley	(396,596)	0	0	(396,596)
257	Allen	Iola	88,410	90,418	(15,000)	163,828
258	Allen	Humboldt	(296,627)	60,240	(44,400)	(280,787)
259	Sedgwick	Wichita	5,857,222	4,542,697	(118,800)	10,281,119
260	Sedgwick	Derby	828,111	824,761	(3,000)	1,649,871
261	Sedgwick	Haysville	324,404	(20,608)	0	303,796
262	Sedgwick	Valley Center Pub Sch	199,539	178,747	(13,800)	364,486
263	Sedgwick	Mulvane	388,975	246,902	0	635,877
264	Sedgwick	Clearwater	65,696	100,133	0	165,829
265	Sedgwick	Goddard	363,795	421,821	(7,800)	777,816
266	Sedgwick	Maize	201,033	634,264	(181,800)	653,497
267	Sedgwick	Renwick	13,640	155,360	0	169,000
268	Sedgwick	Cheney	31,546	50,113	0	81,660
269	Rooks	Palco	0	0	0	0
270	Rooks	Plainville	150,216	0	0	150,216
271	Rooks	Stockton	31,515	0	0	31,515
272	Mitchell	Waconda	(48,713)	0	0	(48,713)
273	Mitchell	Beloit	63,765	76,945	0	140,710
274	Logan	Oakley	0	0	0	0
275	Logan	Triplains	0	0	0	0
281	Graham	Graham County	0	0	0	0
282	Elk	West Elk	86,155	21,039	(3,000)	104,194
283	Elk	Elk Valley	(137,948)	0	(2,400)	(140,348)
284	Chase	Chase County	(4,606)	0	0	(4,606)
285	Chautauqua	Cedar Vale	32,755	0	0	32,755
286	Chautauqua	Chautauqua Co Community	73,977	6,414	(2,400)	77,991

USD #	County	District Name	LOB State Aid Adjustment from Block Grant	Capital Outlay State Aid Adjustment from Block Grant	Virtual Aid Adjustment from Block Grant	Total Adjustment from Block Grant
287	Franklin	West Franklin	79,851	56,862	0	136,713
288	Franklin	Central Heights	21,641	39,054	0	60,695
289	Franklin	Wellsville	27,193	72,342	0	99,536
290	Franklin	Ottawa	136,959	201,330	(12,600)	325,689
291	Gove	Grinnell Public Schools	0	0	0	0
292	Gove	Wheatland	0	0	0	0
293	Gove	Quinter Public Schools	108,968	36,506	0	145,473
294	Decatur	Oberlin	(49,483)	0	0	(49,483)
297	Cheyenne	St Francis Comm Sch	24,674	0	0	24,674
298	Lincoln	Lincoln	(146,881)	(10,662)	0	(157,544)
299	Lincoln	Sylvan Grove	(66,548)	0	0	(66,548)
300	Comanche	Comanche County	0	0	0	0
303	Ness	Ness City	0	0	0	0
305	Saline	Salina	681,962	563,589	0	1,245,551
306	Saline	Southeast Of Saline	29,329	0	0	29,329
307	Saline	Ell-Saline	(108,128)	33,992	(1,800)	(75,936)
308	Reno	Hutchinson Public Schools	170,916	156,920	0	327,836
309	Reno	Nickerson	62,984	51,692	0	114,676
310	Reno	Fairfield	0	0	0	0
311	Reno	Pretty Prairie	(54,422)	13,035	0	(41,388)
312	Reno	Haven Public Schools	(35,497)	66,770	(37,200)	(5,927)
313	Reno	Buhler	302,615	239,049	0	541,664
314	Thomas	Brewster	0	0	0	0
315	Thomas	Colby Public Schools	(88,698)	44,730	(600)	(44,569)
316	Thomas	Golden Plains	(65,916)	0	0	(65,916)
320	Pottawatomie	Wamego	16,865	62,366	0	79,231
321	Pottawatomie	Kaw Valley	0	0	0	0
322	Pottawatomie	Onaga-Havensville-Wheaton	(21,751)	31,313	0	9,562
323	Pottawatomie	Rock Creek	53,860	0	0	53,860
325	Phillips	Phillipsburg	66,169	32,452	0	98,621
326	Phillips	Logan	49,058	0	0	49,058
327	Ellsworth	Ellsworth	23,966	31,570	0	55,536
329	Wabaunsee	Mill Creek Valley	(72,880)	9,206	0	(63,675)
330	Wabaunsee	Mission Valley	63,694	52,554	0	116,248
331	Kingman	Kingman - Norwich	282,773	113,641	(10,200)	386,214
332	Kingman	Cunningham	0	0	0	0
333	Cloud	Concordia	2,843	68,670	0	71,512
334	Cloud	Southern Cloud	(45,021)	0	(1,200)	(46,221)
335	Jackson	North Jackson	(41,229)	4,014	0	(37,215)
336	Jackson	Holton	(5,627)	66,933	(4,200)	57,106
337	Jackson	Royal Valley	(48,612)	42,731	0	(5,881)
338	Jefferson	Valley Falls	(32,716)	23,414	0	(9,302)
339	Jefferson	Jefferson County North	(23,430)	20,356	0	(3,073)
340	Jefferson	Jefferson West	63,501	67,048	0	130,549
341	Jefferson	Oskaloosa Public Schools	44,714	9,614	0	54,328



USD #	County	District Name	LOB State Aid Adjustment from Block Grant	Capital Outlay State Aid Adjustment from Block Grant	Virtual Aid Adjustment from Block Grant	Total Adjustment from Block Grant
342	Jefferson	McLouth	(15,654)	22,468	0	6,814
343	Jefferson	Perry Public Schools	28,701	23,752	0	52,452
344	Linn	Pleasanton	(92,293)	18,790	0	(73,503)
345	Shawnee	Seaman	214,201	356,902	0	571,103
346	Linn	Jayhawk	(500,643)	(27,030)	(1,200)	(528,873)
347	Edwards	Kinsley-Offerle	44,846	37,583	0	82,429
348	Douglas	Baldwin City	79,245	120,982	0	200,228
349	Stafford	Stafford	(24,156)	6,363	0	(17,794)
350	Stafford	St John-Hudson	141,868	0	0	141,868
351	Stafford	Macksville	0	0	0	0
352	Sherman	Goodland	(156,488)	(21,403)	(3,000)	(180,890)
353	Sumner	Wellington	(32,841)	165,368	0	132,527
355	Barton	Ellinwood Public Schools	348,636	47,029	0	395,665
356	Sumner	Conway Springs	(8,405)	49,694	0	41,288
357	Sumner	Belle Plaine	19,503	39,429	(600)	58,332
358	Sumner	Oxford	140,754	44,884	(22,800)	162,838
359	Sumner	Argonia Public Schools	13,340	0	0	13,340
360	Sumner	Caldwell	(30,855)	10,933	(1,200)	(21,121)
361	Harper	Chaparral Schools	(79,661)	0	0	(79,661)
362	Linn	Prairie View	0	0	0	0
363	Finney	Holcomb	0	0	0	0
364	Marshall	Marysville	(122,579)	0	0	(122,579)
365	Anderson	Garnett	(85,028)	82,653	0	(2,375)
366	Woodson	Woodson	124,558	2,179	0	126,737
367	Miami	Osawatomie	(20,357)	79,674	0	59,317
368	Miami	Paola	502,293	232,595	0	734,888
369	Harvey	Burrton	142,490	40,259	0	182,749
371	Gray	Montezuma	6,603	9,568	(6,000)	10,171
372	Shawnee	Silver Lake	10,902	46,437	0	57,339
373	Harvey	Newton	(26,059)	239,212	(2,400)	210,753
374	Haskell	Sublette	0	0	0	0
375	Butler	Circle	305,430	72,089	(9,600)	367,918
376	Rice	Sterling	15,083	49,557	0	64,639
377	Atchison	Atchison Co Comm Schools	(132,189)	4,289	(1,200)	(129,101)
378	Riley	Riley County	(59,076)	46,030	0	(13,046)
379	Clay	Clay Center	(22,201)	(77,990)	(4,200)	(104,391)
380	Marshall	Vermillion	(79,621)	30,897	0	(48,724)
381	Ford	Spearsville	(13,292)	12,551	0	(741)
382	Pratt	Pratt	25,739	109,485	(1,800)	133,423
383	Riley	Manhattan-Ogden	293,089	0	(69,000)	224,089
384	Riley	Blue Valley	13,821	0	0	13,821
385	Butler	Andover	(240,748)	450,363	(190,800)	18,815
386	Greenwood	Madison-Virgil	7,527	10,209	0	17,736
387	Wilson	Altoona-Midway	(39,534)	0	0	(39,534)
388	Ellis	Ellis	206,200	63,307	0	269,507

USD #	County	District Name	LOB State Aid Adjustment from Block Grant	Capital Outlay State Aid Adjustment from Block Grant	Virtual Aid Adjustment from Block Grant	Total Adjustment from Block Grant
389	Greenwood	Eureka	15,255	12,618	0	27,873
390	Greenwood	Hamilton	(1,521)	0	0	(1,521)
392	Osborne	Osborne County	(13,972)	19,440	0	5,468
393	Dickinson	Solomon	(14,953)	22,662	0	7,709
394	Butler	Rose Hill Public Schools	96,376	106,054	(13,800)	188,630
395	Rush	LaCrosse	45,387	7,025	0	52,411
396	Butler	Douglass Public Schools	112,342	48,139	(3,600)	156,881
397	Marion	Centre	74,309	45,276	(33,600)	85,985
398	Marion	Peabody-Burns	35,285	0	(1,800)	33,485
399	Russell	Paradise	0	0	0	0
400	McPherson	Smoky Valley	53,663	110,579	(24,000)	140,242
401	Rice	Chase-Raymond	0	0	0	0
402	Butler	Augusta	13,104	194,668	(600)	207,172
403	Rush	Otis-Bison	25,629	0	(3,000)	22,629
404	Cherokee	Riverton	70,500	(6,023)	(2,400)	62,077
405	Rice	Lyons	206,465	69,008	0	275,473
407	Russell	Russell County	583,267	70,624	0	653,891
408	Marion	Marion-Florence	35,272	0	(2,400)	32,872
409	Atchison	Atchison Public Schools	152,951	112,785	0	265,736
410	Marion	Durham-Hillsboro-Lehigh	16,393	58,892	(1,200)	74,086
411	Marion	Goessel	3,973	9,534	0	13,506
412	Sheridan	Hoxie Community Schools	(7,174)	0	0	(7,174)
413	Neosho	Chanute Public Schools	409,975	243,358	(1,800)	651,533
415	Brown	Hiawatha	(47,914)	0	0	(47,914)
416	Miami	Louisburg	283,021	150,372	(4,200)	429,193
417	Morris	Morris County	104,777	56,732	0	161,509
418	McPherson	McPherson	156,154	148,145	0	304,298
419	McPherson	Canton-Galva	10,650	13,823	0	24,474
420	Osage	Osage City	30,119	24,426	(3,600)	50,945
421	Osage	Lyndon	11,640	30,124	0	41,764
422	Kiowa	Kiowa County	0	0	(52,800)	(52,800)
423	McPherson	Moundridge	(107,753)	0	0	(107,753)
426	Republic	Pike Valley	(33,963)	8,629	0	(25,334)
428	Barton	Great Bend	220,099	130,268	0	350,367
429	Doniphan	Troy Public Schools	(14,161)	13,610	0	(552)
430	Brown	South Brown County	(72,800)	39,756	0	(33,045)
431	Barton	Holsington	348,470	49,030	0	397,500
432	Ellis	Victoria	106,456	0	0	106,456
434	Osage	Santa Fe Trail	44,051	35,486	(3,000)	76,537
435	Dickinson	Abilene	134,837	179,293	(3,000)	311,130
436	Montgomery	Caney Valley	(13,494)	22,699	(2,400)	6,806
437	Shawnee	Auburn Washburn	1,122,822	776,699	(1,200)	1,898,321
438	Pratt	Skyline Schools	(18,838)	31,217	0	12,379
439	Harvey	Sedgwick Public Schools	55,347	12,820	0	68,167
440	Harvey	Halstead	(65,827)	25,258	0	(40,569)

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443	Ford	Dodge City	432,597	424,755	(600)	856,752
444	Rice	Little River	0	0	0	0
445	Montgomery	Coffeyville	206,265	55,297	(1,200)	260,362
446	Montgomery	Independence	(134,127)	71,040	0	(63,087)
447	Montgomery	Cherryvale	33,650	44,627	(12,600)	65,677
448	McPherson	Inman	(14,544)	24,032	0	9,488
449	Leavenworth	Easton	(36,192)	28,606	0	(7,586)
450	Shawnee	Shawnee Heights	214,027	310,284	0	524,311
452	Stanton	Stanton County	0	0	0	0
453	Leavenworth	Leavenworth	239,564	229,715	(45,600)	423,679
454	Osage	Burlingame Public School	6,511	0	0	6,511
456	Osage	Marais Des Cygnes Valley	(59,858)	0	0	(59,858)
457	Finney	Garden City	873,515	296,132	(18,000)	1,151,647
458	Leavenworth	Basehor-Linwood	167,572	184,751	(94,200)	258,124
459	Ford	Bucklin	0	0	0	0
460	Harvey	Hesston	(37,502)	46,845	0	9,343
461	Wilson	Neodesha	(55,266)	46,961	0	(8,305)
462	Cowley	Central	(35,953)	17,559	0	(18,394)
463	Cowley	Udall	(84,857)	14,886	0	(69,971)
464	Leavenworth	Tonganoxie	82,154	(25,615)	0	56,539
465	Cowley	Winfield	(78,293)	157,583	0	79,291
466	Scott	Scott County	227,641	21,880	(7,200)	242,321
467	Wichita	Leoti	(63,403)	0	0	(63,403)
468	Lane	Healy Public Schools	0	0	0	0
469	Leavenworth	Lansing	164,861	110,198	0	275,059
470	Cowley	Arkansas City	130,105	53,080	0	183,185
471	Cowley	Dexter	15,202	16,970	0	32,172
473	Dickinson	Chapman	108,579	(17,242)	(600)	90,736
474	Kiowa	Haviland	0	0	0	0
475	Geary	Geary County Schools	(40,929)	(151,464)	(1,200)	(193,593)
476	Gray	Copeland	0	0	(2,400)	(2,400)
477	Gray	Ingalls	141,144	7,671	0	148,815
479	Anderson	Crest	(14,347)	0	0	(14,347)
480	Seward	Liberal	334,603	0	0	334,603
481	Dickinson	Rural Vista	(27,300)	0	0	(27,300)
482	Lane	Dighton	0	0	0	0
483	Seward	Kismet-Plains	165,251	0	0	165,251
484	Wilson	Fredonia	71,683	20,281	0	91,964
487	Dickinson	Herington	74,422	0	(3,600)	70,822
489	Ellis	Hays	512,495	0	(16,800)	495,695
490	Butler	El Dorado	380,343	72,084	(4,800)	447,627
491	Douglas	Eudora	115,091	111,211	(12,600)	213,702
492	Butler	Flinthills	(60,724)	5,713	(600)	(55,611)
493	Cherokee	Columbus	(51,542)	35,073	0	(16,469)
494	Hamilton	Syracuse	203,511	35,806	0	239,317

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495	Pawnee	Ft Larned	(81,154)	(73,560)	0	(154,715)
496	Pawnee	Pawnee Heights	(28,400)	0	(600)	(29,000)
497	Douglas	Lawrence	1,571,490	656,309	(639,600)	1,588,199
498	Marshall	Valley Heights	(34,035)	25,315	0	(8,720)
499	Cherokee	Galena	33,347	26,348	(4,800)	54,895
500	Wyandotte	Kansas City	1,345,832	1,279,337	(25,800)	2,599,369
501	Shawnee	Topeka Public Schools	1,245,172	840,487	(600)	2,085,059
502	Edwards	Lewis	0	0	0	0
503	Labette	Parsons	64,168	44,829	0	108,998
504	Labette	Oswego	31,279	18,088	0	49,367
505	Labette	Chetopa-St. Paul	(1,579)	24,810	0	23,231
506	Labette	Labette County	56,936	93,241	0	150,177
507	Haskell	Satanta	0	0	0	0
508	Cherokee	Baxter Springs	100,361	83,517	(7,200)	176,677
509	Sumner	South Haven	109,367	9,765	(1,800)	117,332
511	Harper	Attica	74,279	11,276	0	85,556
512	Johnson	Shawnee Mission Pub Sch	(1,440,779)	0	0	(1,440,779)
	Totals		20,814,172	23,704,828	(2,746,800)	41,772,200