



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

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Kansas Association of School Boards

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Madam Chairwoman, Members of the Committee:

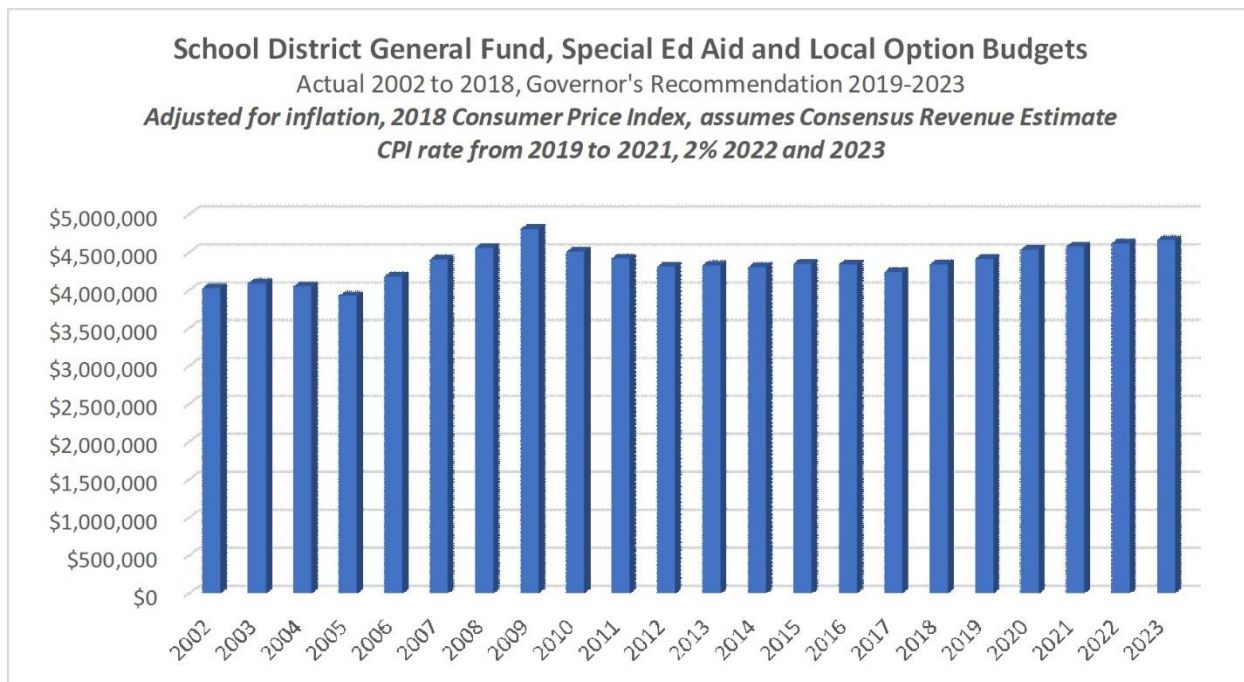
The Kansas Association of School Boards supports **SB 142** for the same reasons we supported SB 44 before this committee: because we believe it offers a real chance to finally resolve the current school finance litigation and to restore Kansas school funding to levels necessary for more students to 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 24th in total per pupil funding from all sources to 30th 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.

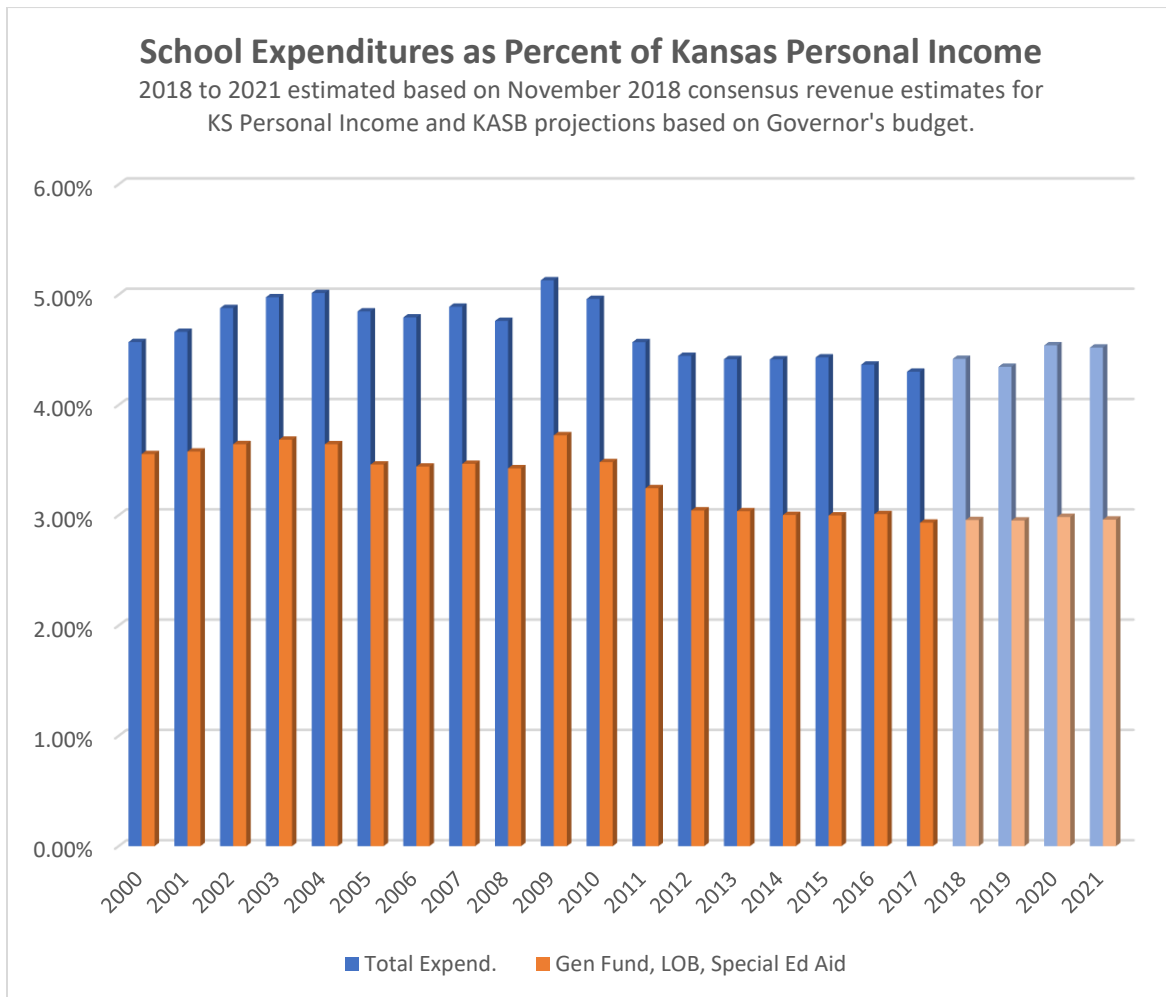
Comparing Kansas to other states is important because Kansas competes in terms of teacher salaries and programs offered to help students be successful. The seventh “Rose Capacity” adopted by the Kansas Supreme Court as a test of suitable funding and the Legislature as an education goal concerns preparing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

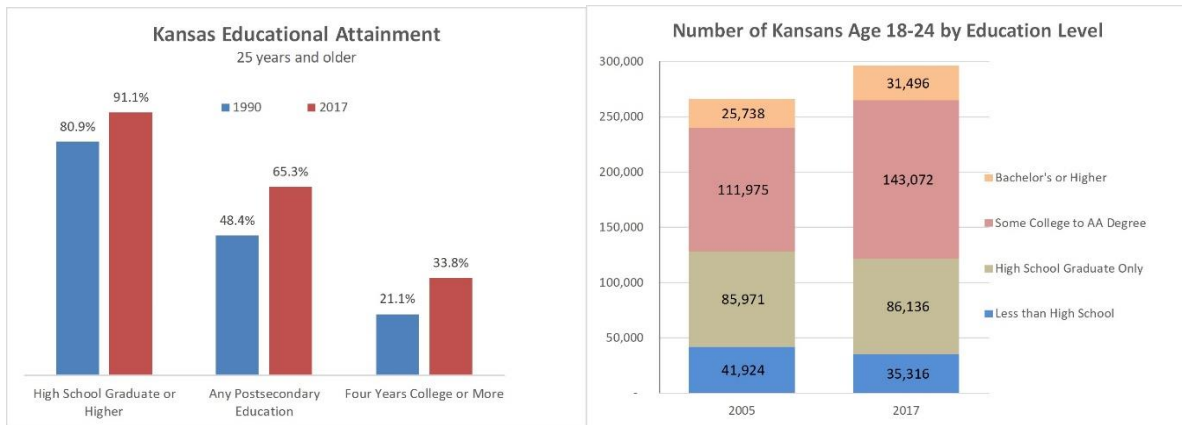
- Improving salaries to be more competitive, after falling behind other state and other employers.
- Improving programs for students with special challenges due to poverty, disability and other factors, such as early childhood, special education and at-risk programs.
- Strengthening student health and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

State student performance outcomes, total funding and peer states.

	Rank of Average Ranks (Weighted)	18-24-Year-Olds Education			Adjusted Cohort Graduation Rate, 2015			National Assessment of Education % at Basic					ACT & SAT Adjusted		Funding		Kansas Peer States				
		High School Graduate and Higher	Bachelor's Degree or Higher Some College or Higher	Economically Disadvantaged Students	Limited English Proficiency Students	Students with Disabilities	All Students	All Students	NSLP Eligible (Low Income)	NSLP Ineligible (Not Low Income)	All Students	NSLP Eligible (Low Income)	NSLP Ineligible (Not Low Income)	ACT Pct Meeting All Benchmarks	SAT Mean Score-Combined	Total Revenue Per Pupil	Total Revenue Per Pupil Rank	Overall	Student	Adult	Distribution
Kansas	9	87.5	58.8	10.3	85.7	77.5	77.4	77.5	76.4	64.1	86.7	38.2	22.9	51.3	22	6	\$ 12,245	30			
All States	25.5	87.0	55.2	10.3	84.0	76.6	64.5	64.8	73.1	61.4	85.0	36.0	22.2	49.9	25.4	25.5	\$ 13,894	25.5			
Top 9 States	4.5	90.0	60.5	13.7	88.6	78.9	68.9	71.1	78.2	64.3	87.3	40.7	24.5	53.5	12.1	10.6	\$ 17,826	11.1			
Adjacent to Kansas	22.0	86.9	55.3	9.6	84.7	77.0	60.6	69.8	74.1	62.9	86.2	36.7	22.3	50.5	16.0	20.8	\$ 11,577	34.5			
Overall Peers	23.8	87.1	56.7	10.1	82.9	73.6	64.7	64.4	73.7	61.3	85.8	36.3	22.5	50.8	23.1	18.3	\$ 13,083	26.3			
Student Peers	20.1	87.6	56.9	11.7	84.2	75.7	64.3	67.0	73.5	60.9	85.7	35.5	22.3	51.4	18.9	19.1	\$ 15,227	19.2			
Adult Peers	24.2	87.1	56.5	10.7	84.0	74.8	65.1	64.3	73.8	60.8	85.4	36.5	22.1	50.8	21.9	21.9	\$ 13,837	23.5			
Distribution Peers	25.7	86.9	56.1	9.7	82.9	73.0	66.0	65.7	73.8	62.0	85.3	36.2	22.4	48.9	24.4	21.0	\$ 12,200	31.1			
Massachusetts	1	89.1	62	17.6	87.5	78.4	64.1	71.8	80.5	69.0	89.1	43.5	27.9	60.2	1	5	\$ 18,826	8	X		
New Jersey	2	88.6	60	16.3	90.1	82.7	74.7	78.8	81.1	65.4	89.6	47.3	25.4	59.6	14	31	\$ 21,189	4			
New Hampshire	3	89.6	57.9	15.5	88.2	76.4	72.0	73.0	78.1	65.6	87.4	36.6	25.3	53.1	4	7	\$ 16,976	10			
Iowa	4	88.8	61.5	10.8	91.3	83.9	81.0	70.0	77.5	61.6	86.9	40.3	22.5	50.3	23	3	\$ 13,080	24	X	X	X
Connecticut	5	90.6	61	15.5	87.4	76.7	67.0	65.2	76.3	59.1	86.7	40.7	20.9	52.5	3	8	\$ 22,364	2	X		
Vermont	6	90.6	59	11.6	87.7	80	68.0	72.0	77.4	65.2	85.7	40.6	25.8	52.4	20	12	\$ 20,342	5			
Nebraska	7	89.6	60.9	10.1	89.3	82.2	55.0	70.0	78.0	65.4	88.5	39.9	25.4	54.7	15	10	\$ 13,690	22	X	X	X
North Dakota	8	93.0	61.7	12.2	87.5	71	69.0	68.0	76.6	63.0	84.5	36.9	22.7	45.4	17	9	\$ 16,140	14			X
Kansas	9	87.5	58.8	10.3	85.7	77.5	77.4	77.5	76.4	64.1	86.7	38.2	22.9	51.3	22	6	\$ 12,245	30			
Wisconsin	10	89.3	57.6	11.5	88.2	77.4	66.0	68.5	72.8	58.6	85.6	32.1	20.8	49.9	8	2	\$ 13,204	23	X	X	X
Minnesota	11	88.1	60.9	13.4	82.2	68.2	63.2	60.8	78.5	62.2	89.0	39.3	23.8	56.4	2	1	\$ 14,838	17	X	X	X
Missouri	12	86.6	55.8	9.8	89	82.1	68.0	77.5	71.2	62.1	85.5	30.8	21.7	49.5	12	4	\$ 12,121	33	X	X	X
Virginia	13	89.3	58.7	12.9	86.7	78.1	45.4	53.9	79.9	64.6	87.4	44.3	22.9	55.0	18	13	\$ 12,448	28			
Maine	14	88.4	56.3	10.9	87	78	78.0	72.0	71.8	62.8	84.2	30.1	24.3	48.7	35	20	\$ 15,392	16			
Tennessee	15	88.4	52.8	9.9	88.5	85.5	76.0	71.8	72.2	60.1	80.6	35.7	19.9	44.4	27	16	\$ 9,566	45			
Illinois	16	88.0	59.1	13.8	85.5	76.7	71.9	70.5	72.8	59.0	84.5	37.0	20.3	50.6	5	48	\$ 15,841	15	X	X	
Rhode Island	17	88.9	59	13.6	82.8	74.8	74.0	59.0	73.1	57.4	85.7	38.9	19.7	51.7	25	22	\$ 17,760	9		X	
Kentucky	18	86.6	53	8.7	88.6	85.6	68.0	71.9	73.2	62.7	85.5	37.4	24.1	50.0	21	11	\$ 11,283	37			X
Pennsylvania	19	87.9	54.3	12.2	86.1	78	62.7	74.1	75.1	62.8	87.7	38.4	24.0	56.0	26	26	\$ 18,851	6	X	X	
Maryland	20	88.3	58.9	14.2	87.6	79.2	48.0	66.9	73.0	56.6	84.2	39.4	19.5	53.1	24	29	\$ 16,385	13			
Montana	21	88.9	53.4	8.4	85.6	76.4	59.0	78.0	76.4	67.1	85.6	36.2	26.3	48.1	16	24	\$ 12,243	31			
Indiana	22	84.1	53.4	9.8	86.8	85	71.0	72.0	77.6	68.7	88.0	39.3	27.9	54.7	34	27	\$ 12,477	27			
Utah	23	87.8	57.2	6.6	85.2	75.6	66.0	70.2	75.0	63.1	85.6	36.9	25.6	50.3	12	15	\$ 8,525	49		X	
New York	24	88.3	62.1	16.3	80.4	72.8	37.8	52.6	69.4	60.3	82.7	29.0	22.7	47.3	9	36	\$ 25,730	1			
Colorado	25	87.3	55.2	11.6	78.9	67.8	61.4	57.2	76.0	61.3	86.8	40.3	21.5	53.9	7	19	\$ 11,427	36			
West Virginia	26	87.5	52.6	8.1	89.8	85.5	93.0	77.0	71.0	65.4	81.7	37.5	26.2	44.6	46	49	\$ 12,204	32			
California	27	88.3	58.4	10	83	79	72.0	66.0	66.7	55.3	83.2	30.9	17.5	51.1	37	44	\$ 13,923	19			
Michigan	28	86.6	57.4	9.8	79.7	67.1	72.1	55.4	72.7	55.3	83.2	41.6	18.1	45.9	11	18	\$ 13,818	20	X	X	
South Dakota	29	85.8	56.8	9.8	83.9	67	57.0	60.0	74.6	62.9	86.0	33.8	23.1	48.0	6	21	\$ 10,835	40	X	X	
North Carolina	30	86.0	54.2	10.3	85.9	80.6	57.0	68.9	72.8	61.4	83.8	37.1	22.7	50.6	28	37	\$ 9,198	46			
Arkansas	31	84.4	51.3	7.6	87	83.8	86.0	84.3	67.8	59.2	82.9	29.5	20.9	45.0	30	28	\$ 11,236	38	X		
Texas	32	84.9	52.6	8.9	89.1	86	73.7	77.9	71.3	61.6	84.0	32.7	20.9	49.5	49	47	\$ 11,498	35			
Ohio	33	86.3	52.5	10.1	83.5	72	50.0	69.6	75.9	60.9	89.1	38.0	22.1	55.8	10	41	\$ 14,348	18			
Hawaii	34	92.7	51.5	9.8	82.7	77.9	69.0	59.0	70.9	58.8	79.7	34.2	20.3	42.1	38	32	\$ 16,652	11			
Wyoming	35	84.1	51.7	6.7	80	69.1	70.0	65.0	80.4	70.5	87.3	42.7	28.8	50.8	19	17	\$ 21,606	3			
Washington	36	84.8	54.4	12	79.7	70.2	57.8	58.7	75.0	62.4	86.1	39.7	23.4	54.4	41	25	\$ 13,703	21	X	X	X
South Carolina	37	86.4	53.5	9	82.6	87.7	76.0	52.1	67.8	56.5	82.7	32.2	18.6	46.2	36	42	\$ 12,309	29			X
Delaware	38	83.2	48.5	9.5	85.5	76	73.0	67.0	70.6	59.8	77.0	33.2	20.5	41.1	29	23	\$ 16,502	12		X	
Idaho	39	88.0	51.9	6.1	79.7	71.9	73.0	60.0	74.2	65.9	85.4	34.0	25.8	48.6	39	30	\$ 8,244	50	X		X
Alabama	40	86.3	54.2	7.1	87.1	80.9	64.0	54.1	64.6	54.2	83.5	27.8	18.2	45.3	30	40	\$ 10,205	41			
Mississippi	41	84.8	54.3	5.4	82.3	78.8	65.0	34.7	68.8	58.8	87.3	36.1	18.3	51.1	42	14	\$ 9,756	44			
Florida	42	84.5	54	9	80.7	74.4	62.0	61.6	71.0	68.9	87.5	32.3	27.2	54.0	43	35	\$ 10,126	43			
Oregon	43	87.3	56.5	10	74.8	68.1	53.0	55.5	69.9	61.0	86.0	29.7	23.3	52.0	44	34	\$ 12,838	25	X	X	X
Oklahoma	44	84.0	49.2	6.7	81.6	75.9	58.0	74.4	71.1	62.7	84.0	35.9	20.7	43.8	30	50	\$ 9,070	47			X
Georgia	45	83.8	51	9.2	79.4	75.3	56.5	56.6	72.1	61.1	88.0	33.7	21.1	55.0	40	38	\$ 11,233	39		X	
Arizona	46	84.5	51.5	7.7	79.5	76.7	32.0	69.0	69.8	59.1	84.3	32.1	19.9	47.5	48	39	\$ 8,985	48			
Louisiana	47	82.5	47.1	7.4	78.6	72.9	43.0	46.6	64.0	53.9	82.1	29.1	16.6	42.7	30	33	\$ 12,696	26			
New Mexico	48	82.9	52.9	6.2	71	66.9	67.4	61.9	65.5	55.6	80.1	35.6	17.9	43.6	50	46	\$ 11,771	34	X		X
Alaska	49	86.0	46.8	7.4	76.1	68.4	55.0	54.0	65.7	51.9	78.5	28.8	16.9	40.0	47	45	\$ 18,831	7	X		X