

David Trabert

---

---

## Facts about K-12 Spending and Achievement\*

\*Courtesy of local districts, KSDE and U.S. Dept. of Education



## Student Achievement

- It's like taking your kids to the doctor... you only want to hear good news, but if you don't have all the facts, you can't help your child get healthy.
- A false sense of high achievement is a barrier to students getting the help they may need.
- Not 'attacking' schools or 'blaming' anyone... just stating facts that aren't widely known so people can make fully-informed decisions.



## Proficiency Matters, Not Rank

### Kansas Performance on 2011 National Testing

	KS National Rank (score)	% Proficient (Kansas)	% Proficient (U.S. average)
4 <sup>th</sup> grade Reading	T – 14th	36%	32%
8 <sup>th</sup> grade Reading	#20	35%	32%
4 <sup>th</sup> grade Math	T – 7th	48%	40%
8 <sup>th</sup> grade Math	T – 10th	41%	34%

Are these acceptable levels of proficiency?

Source: Nation's Report Card, U.S. Dept. of Education



## KS Slightly Above Average (NAEP)

	White Score		Hispanic Score		Black Score	
	U.S. Avg.	KS	U.S. Avg.	KS	U.S. Avg.	KS
4 <sup>th</sup> Grade Reading	230	229	205	209	205	204
8 <sup>th</sup> Grade Reading	272	272	251	254	248	248
4 <sup>th</sup> Grade Math	249	251	229	235	224	227
8 <sup>th</sup> Grade Math	293	295	269	274	262	269

Kansas' total scores on these twelve measures are 1.02% above the total U.S. average scores; the scale on each measurement is 0 to 500. Whites alone are 0.3% above average, Hispanics 1.9% above average and Blacks 1.0% above average.



## ACT College Readiness

- 50% chance of earning a 'B' or higher; 75% chance of earning a 'C' or higher.
- % Kansas HS graduates college-ready:
  - English 73%
  - Reading 60%
  - Math 52%
  - Science 35%
  - All four subjects 29%

Source: ACT, The Condition of College and Career Readiness, Class of 2012 (Kansas)



## Demographics Mostly Drive Kansas' ACT Composite Difference

	KS Score	KS Demo Weighting		US Score	US Demo Weighting
White	22.6	73.8%		22.4	59.0%
Hispanic	19.5	9.9%		18.9	14.1%
Black	17.6	5.3%		17.0	13.3%
Asian	22.0	2.8%		23.6	4.1%
Am. Indian	20.3	0.7%		18.4	0.8%
Hawaiian	20.5	0.1%		19.8	0.3%
2 or more	21.0	4.6%		21.4	3.3%
Not disclosed	<u>22.7</u>	2.8%		<u>21.7</u>	5.1%
Composite	21.9			21.1	

Source: ACT.org; 2012 results



## ACT Score Only Appeared to Decline Because the Demographics Shifted

	2011 Demo Mix	2011 Score	2012 Demo Mix	2012 Score
White	75.8%	22.6	73.8%	22.6
Hispanic	8.8%	19.4	9.9%	19.5
African Amer.	5.6%	17.7	5.3%	17.6
Asian	2.8%	22.5	2.8%	22.0
Amer. Indian	0.9%	20.2	0.7%	20.3
Hawaiian	0.1%	18.7	0.1%	20.5
Multi-Racial	3.3%	21.2	4.6%	21.0
Other / No Resp.	<u>2.8%</u>	<u>22.0</u>	<u>2.8%</u>	<u>22.7</u>
Composite	100%	22.0	100%	21.9

Source: ACT.org



## ACT Score Only Appeared to Decline Because the Demographics Shifted

Actual Demo Scores Weighted the Same as 2012 Shows No Change

	2008	2009	2010	2011	2012
Composite Score	21.9	21.8	21.9	21.9	21.9

Once again, funding changes have no impact on independent national tests. FYI, Total State Aid and Base State Aid peaked in 2009.



## State Achievement

- District achievement levels only available from state assessment.
- Not comparable to NAEP, which has much higher standards and different methodology.
- Comparisons only valid to 2006 per KSDE; standards were reduced significantly in 2002 and 2006.



## State Performance Categories

2000 to 2001	Present
Advanced	Exemplary
Proficient	Exceeds Standard (advanced)
Satisfactory	Meets Standard (proficient & satisfactory)
Basic	Approaches Standard
Unsatisfactory	Academic Warning

Source: KSDE



## KSDE Reduced Standards

- Proficiency pre-2002 – “Capability with information and skills in the content area is unquestionably evident. Breadth as well as depth of understandings are evidenced. The ability to go beyond mechanical application of appropriate information is in evidence. Proficiency with difficult, rigorous and formidable material is observed.” (emphasis added)
- Proficiency today – the proficient student has satisfactory comprehension.



## Reading Performance Descriptors

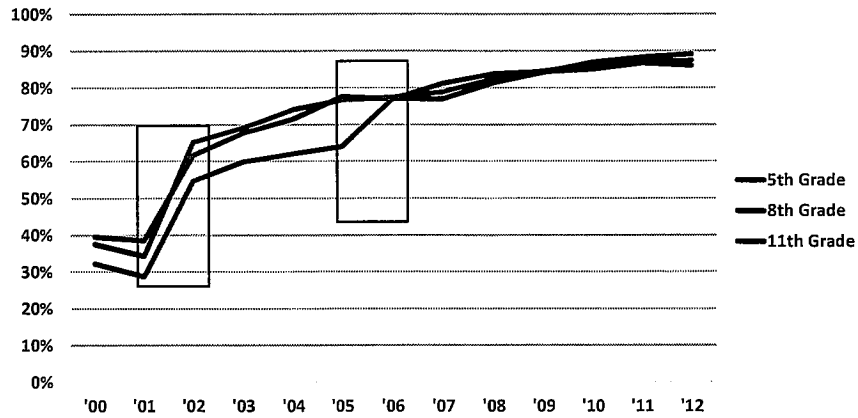
“When independently reading grade-appropriate narrative, expository, technical and persuasive text,…”

- Meets Standard – the proficient student has satisfactory comprehension.
- Exceeds Standard – the advanced student has full comprehension.



## State Proficiency Level Jumped When Standards Were Reduced

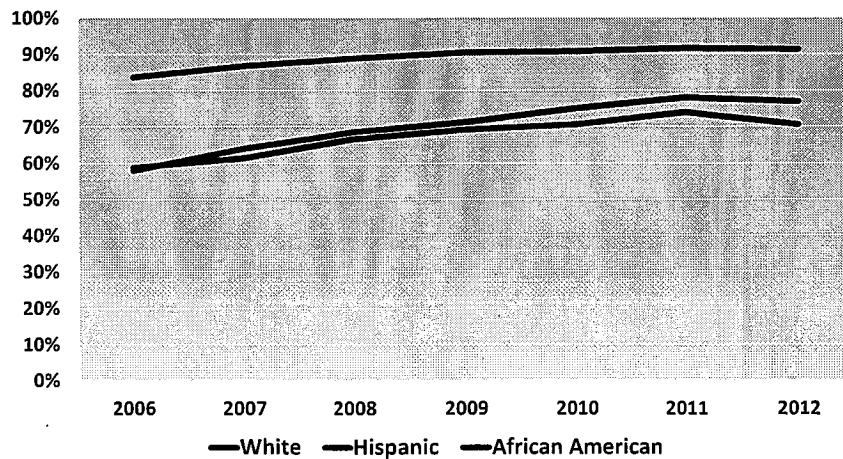
KSDE Reduced Standards in 2002 and 2006



Source: KSDE; Proficient moved from the 2<sup>nd</sup> highest category to the 3<sup>rd</sup> highest category in 2002; further explanation in "Removing Barriers to Better Public Education."



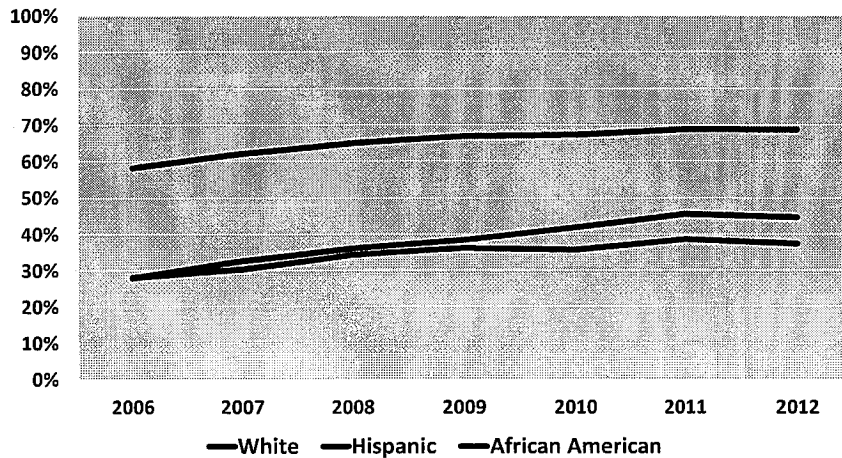
## Meets Standard - Reading



Source: Kansas Dept. of Education, State Assessment; all students



## Full Comprehension - Reading



Source: Kansas Dept. of Education, State Assessment; all students



## 87% Full Comprehension is Decades Away

Kansas 11<sup>th</sup> Grade Students Reading Grade-level Material with Full Comprehension

	All Students	Hispanic	African American
2006	51.9%	28.1%	26.0%
2007	51.5%	24.2%	25.8%
2008	49.6%	24.4%	25.9%
2009	50.7%	25.3%	28.0%
2010	52.6%	26.8%	31.4%
2011	54.9%	30.7%	35.3%
2012	56.1%	32.3%	37.6%
avg. annual gain	0.7%	0.7%	1.9%
Years to reach 87%	45.9 years	80.4 years	26.7 years

Source: Kansas Dept. of Education, State Assessment





## Reading – Full Comprehension of Grade-Appropriate Material

### 2012 State Assessment Results (All students)

	4 <sup>th</sup> Grade	8 <sup>th</sup> Grade	11 <sup>th</sup> Grade
Wichita	49%	42%	34%
Shawnee Mission	67%	71%	63%
Hays	72%	88%	60%
Topeka	39%	38%	37%
Garden City	55%	54%	54%
Pittsburg	48%	63%	39%
Salina	57%	67%	60%
<b>Kansas avg.</b>	<b>62%</b>	<b>64%</b>	<b>56%</b>

Source: Kansas Dept. of Education; all students



## Kansas Has Low Standards

- Kansas Reading standards for Proficient (cut scores) lower than USDE Basic standard.
- Kansas 4<sup>th</sup> grade Reading standards lower than 40 states.
- KSDE should immediately and significantly raise standards. They do kids no favors by pretending to have high standards.



## Is More Money the Answer?

- Money is important, but many education officials say (and the data shows) that it's how money is spent that matters...not how much.
- Reducing spending by operating more efficiently is not a 'spending cut' to parents.
- Data shows no relationship between higher spending and better achievement...no risk of operating more efficiently having any impact on achievement.



## States with Best Regional Scores Spend Less than Kansas

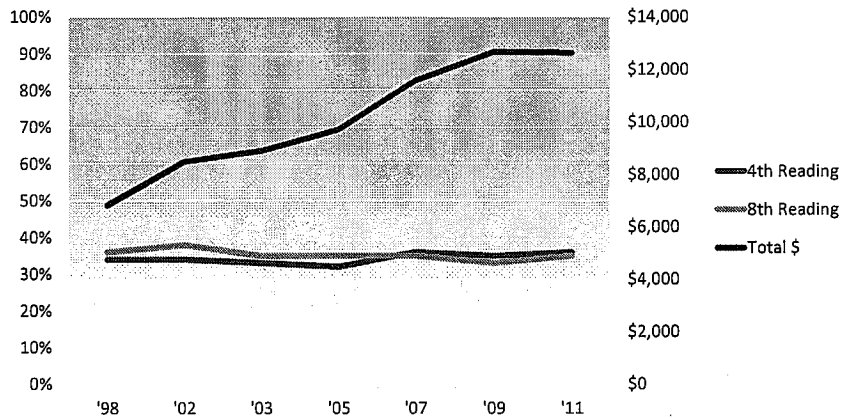
	2010 Current Spending Per-Pupil	White Students		Hispanic Students		Black Students	
		Scale Score	U.S. Rank	Scale Score	U.S. Rank	Scale Score	U.S. Rank
Kansas	\$9,715	229	T-20	209	T-15	204	T-21
Missouri	\$9,634	226	T-30	209	T-15	199	T-31
Oklahoma	\$7,896	221	T-48	207	T-23	199	T-31
Colorado	<b>\$8,853</b>	<b>236</b>	<b>6</b>	203	T-32	207	17
Nebraska	\$10,734	230	T-17	208	T-20	199	T-31
Texas	<b>\$8,746</b>	233	T-10	<b>210</b>	<b>14</b>	<b>210</b>	<b>T-7</b>

Source: Census Bureau; U.S. Dept. of Education, National Center for Education Statistics (4<sup>th</sup> grade Reading)



## More \$ ≠ Higher Achievement

Kansas Reading Proficiency (NAEP) and Per-Pupil Spending (KSDE)

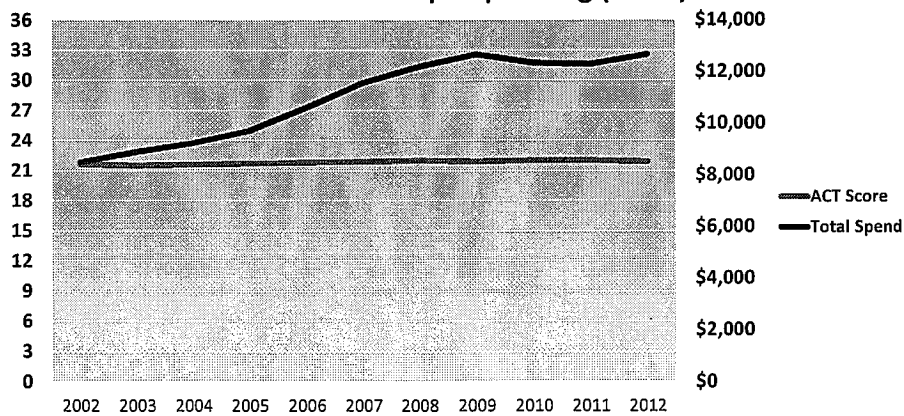


Source: U.S. Dept. of Education, NCES; Kansas Dept. of Education



## More \$ ≠ Higher Achievement

ACT Scores and Per-Pupil Spending (KSDE)



Source: ACT.org; KSDE



## Revenue Review



## K-12 Funding

Millions of Dollars

	State	Federal	Local	Total
1994	\$1,469	\$137	\$1,012	\$2,618
2005	\$2,362	\$399	\$1,529	\$4,290
2009	\$3,287	\$414	\$1,966	\$5,667
2010	\$2,868	\$727	\$1,995	\$5,590
2011	\$2,962	\$667	\$1,959	\$5,587
<b>2012</b>	<b>\$3,184</b>	<b>\$447</b>	<b>\$2,139</b>	<b>\$5,771</b>

Source: Kansas Dept. of Education.



## State Aid Per-Pupil

	Base	KPERS	Bond	Other	Total
1998	\$3,670	\$157	\$42	\$178	\$4,047
2004	\$3,863	\$250	\$113	\$567	\$4,793
2006	\$4,257	\$320	\$130	\$1,299	\$6,006
2008	\$4,374	\$434	\$156	\$2,045	\$7,008
2010	\$4,012	\$477	\$194	\$1,643	\$6,326
2011	\$3,937	\$409	\$212	\$1,953	\$6,511
<b>2012</b>	<b>\$3,780</b>	<b>\$690</b>	<b>\$230</b>	<b>\$2,283</b>	<b>\$6,983</b>

Source: Kansas Dept. of Education



## Carryover Cash (millions)

All Districts Statewide

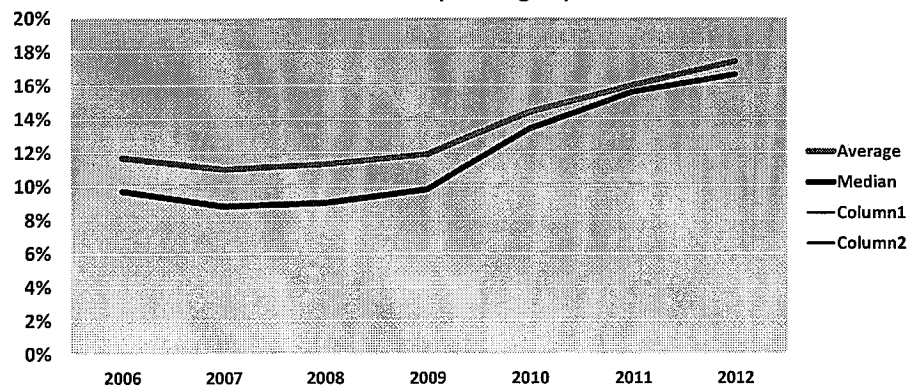
	Capital	Debt	All Other	Total
2005	\$320.1	\$284.7	\$458.2	\$1,068.6
2006	\$364.2	\$299.1	\$494.1	\$1,157.6
2007	\$384.0	\$307.4	\$524.3	\$1,236.4
2008	\$449.3	\$320.5	\$587.1	\$1,360.6
2009	\$451.7	\$344.3	\$699.2	\$1,498.9
2010	\$429.8	\$361.9	\$774.6	\$1,567.4
2011	\$470.8	\$366.3	\$868.3	\$1,710.2
<b>2012</b>	<b>\$453.2</b>	<b>\$377.7</b>	<b>\$888.7</b>	<b>\$1,717.7</b>

Source: Kansas Dept. of Education; excludes federal funds



## Carryover Ratio

Operating Cash Reserves on July 1 as Percentage of That Year's Current Operating Expense



Source: KSDE, calculated as above


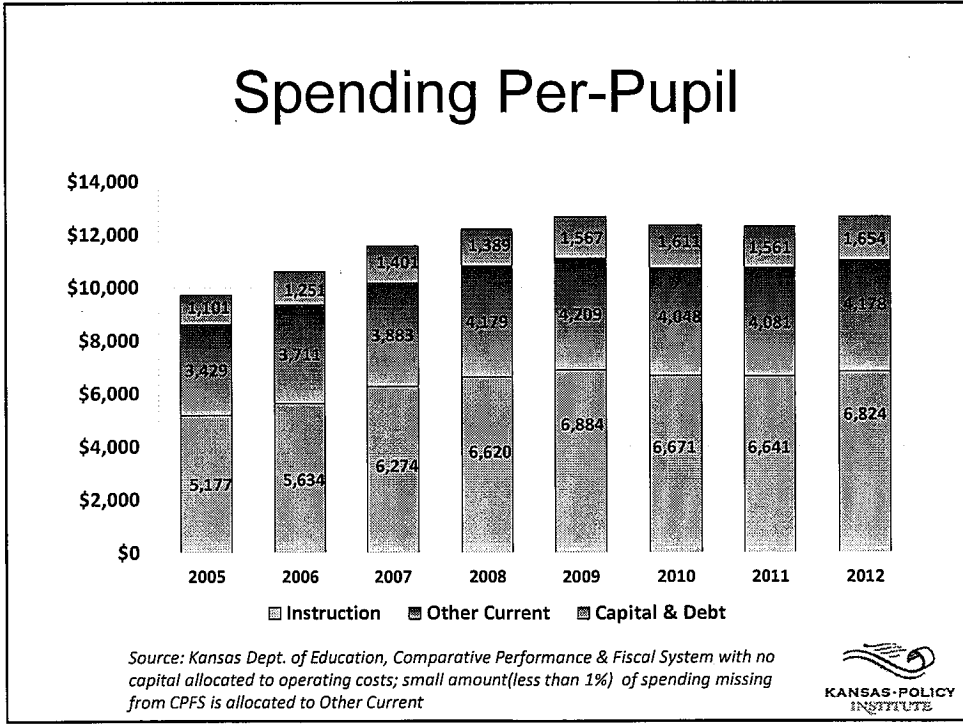


## Carryover Reserve Implications

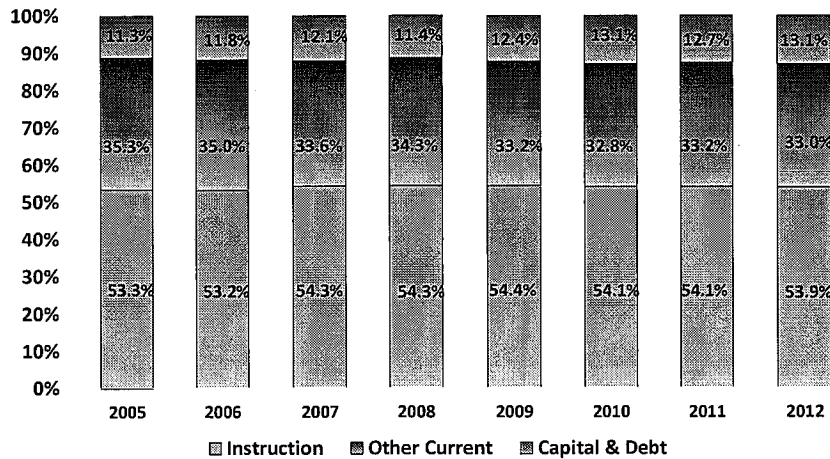
- \$430 million increase in All Other (current operating) funds represents tax revenue that was used to increase reserves... \$158 million increase was in At Risk, Special Ed and Bilingual.
- Jump in Carryover Ratio indicates at least \$300 million could be drawn down.
- Finding ways to make reserves available helps districts and at least temporarily reduces taxpayer costs.



# Spending Review

## Spending Per-Pupil



Source: Kansas Dept. of Education, Comparative Performance & Fiscal System with no capital allocated to operating costs; small amount (less than 1%) of spending missing from CPFS is allocated to Other Current.



## 2012 Per-Pupil Spending Statewide

	Low	Median	High
Instruction	4,442	7,374	16,313
Student Support	0	309	2,405
Staff Support	5	281	991
Administration	610	1,323	3,555
Operations / Maint.	266	1,148	2,566
Transportation	59	543	2,052
Food Service	280	611	1,304
Community Svc.	0	0	420
Capital & Debt	0	1,233	5,875
<b>Total</b>	<b>9,130</b>	<b>12,915</b>	<b>24,803</b>

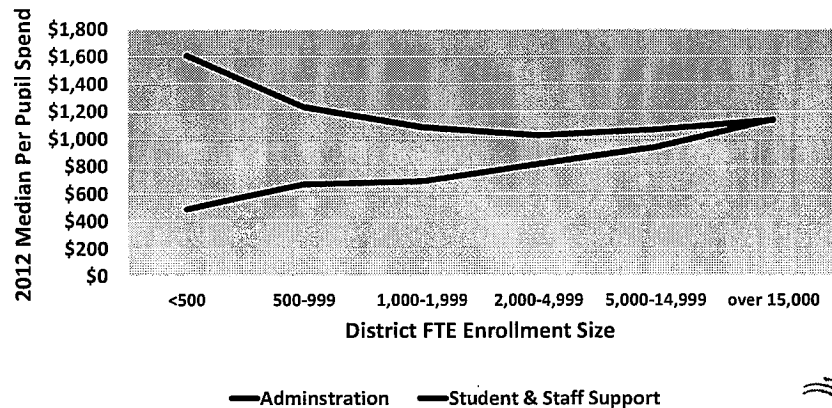
Source: Kansas Dept. of Education, Comparative Performance & Fiscal System; no capital expenditures allocated to operating costs.





## Administrative Efficiency Frees Up Money for Student & Staff Support

Student & Staff Support Spending Increased as Districts Spent Less on Administration



KANSAS POLICY  
INSTITUTE

## Kansans Want Efficient Schools

- 65% of Kansans support consolidation of outside-the-classroom functions across district lines and only 28% are opposed. (SurveyUSA).
- Only 29% of those who know that total support is greater than \$12,000 per pupil are willing to pay higher taxes.
- Everyone benefits when schools operate more efficiently.

KANSAS POLICY  
INSTITUTE

## KansasOpenGov.org

---

- All government data; listed by district
  - Revenue by source
  - Spending by category
  - Carryover cash
  - Student achievement
  - Employment and enrollment
  - Payroll listing
  - Checkbooks



## Contact Info

- [KansasOpenGov.org](http://KansasOpenGov.org)
- [KansasPolicy.org](http://KansasPolicy.org)
- (316) 634-0218 Wichita office
- (913) 213-5038 Overland Park office
- (316) 993-4667 mobile
- [Dave.Trabert@KansasPolicy.org](mailto:Dave.Trabert@KansasPolicy.org)





## How Many More Generations of Kids Will Be Left Behind While Waiting for Achievement Levels to Inch Forward under the Current System?

### Reads Grade-Appropriate Material with Full Comprehension

School Year	All	11th Grade Students		
		Hispanic	Black	Low Income
2006	51.9%	28.1%	26.0%	32.9%
2007	51.5%	24.2%	25.8%	32.0%
2008	49.6%	24.4%	25.9%	31.6%
2009	50.7%	25.3%	28.0%	33.0%
2010	52.6%	26.8%	31.4%	35.3%
2011	54.9%	30.7%	35.3%	38.7%
2012	56.1%	32.3%	37.6%	39.3%
Avg. annual gain (points)	0.7	0.7	1.9	1.1
<b>Years to reach 87%</b>	<b>45.9</b>	<b>80.4</b>	<b>26.7</b>	<b>45.3</b>

*Source: Kansas Department of Education, State Assessment Results; percentage of students at or above Exceeds Standard. KSDE reports that 87% of students Meet Standards but full comprehension of grade-appropriate material is not required to Meet Standards. KSDE considers full comprehension to be Advanced and Exceeds Standard.*



## Market Research Highlights – K-12 Education

SurveyUSA Poll conducted October 23-25, 2012 on behalf of Kansas Policy Institute. 500 Adults; Margin of Error  $\pm 4.5\%$  unless otherwise noted. Complete results and cross-tabs at [KansasPolicy.org](http://KansasPolicy.org)

### **1. Kansans are grossly misinformed about taxpayer funding.**

- a. Only 13% know that State funding per-pupil is greater than \$6,000
- b. Only 7% know that total taxpayer funding is greater than \$12,000
- c. Only 15% know that total taxpayer funding is nearly 10% more than in 2007.

### **2. Kansans' opinions on K-12 funding are directly impacted by their understanding of the facts.**

- a. 54% of those least informed about total taxpayer support are willing to pay higher taxes for education but only 29% of those who know that total support is greater than \$12,000 per pupil are willing to pay higher taxes.
- b. 60% of those least informed about total taxpayer support believe other state spending should be reduced to provide more money to education but only 33% of those who know that total support exceeds \$12,000 per pupil share that opinion.

### **3. Kansans overwhelmingly support consolidation of non-instructional functions.**

- a. 65% of Kansans believe outside-the-classroom functions such as administration, transportation, food service and maintenance should be consolidated across district lines. Only 28% are opposed.
- b. There is broad geographic support for administrative consolidation, ranging from 52% in Western Kansas (with 43% opposed) to 70% in Eastern Kansas (with only 25% opposed).

7-20



# KANSAS POLICY INSTITUTE

ADVOCATING FOR FREE MARKETS AND THE PROTECTION OF PERSONAL LIBERTY

## Kansas - Statewide

Spending Per Pupil			
	2005	2012	% Chg.
Instruction	5,177	6,824	31.8%
Stud. Staff Supp.	795	988	24.3%
Administration	979	1,152	17.7%
Operations&Main	829	985	18.8%
Transportation	366	455	24.3%
Community Svcs	2	3	50.0%
Food Service	418	533	27.5%
Capital	453	666	47.0%
Debt	648	989	52.6%
<b>Total</b>	<b>9,667</b>	<b>12,595</b>	<b>30.3%</b>

Revenue Per Pupil			
	2005	2012	% Chg.
State	5,346	6,983	30.6%
Federal	902	981	8.8%
Local	3,454	4,692	35.8%
<b>Total</b>	<b>9,707</b>	<b>12,656</b>	<b>30.4%</b>

Carryover Cash (millions)			
	2005	2012	% Chg.
Capital Outlay	320.1	453.2	41.6%
Debt Service	284.7	377.7	32.7%
Federal	5.7	(1.8)	-131.4%
All Other	458.2	888.7	94.0%
<b>Total</b>	<b>1,068.6</b>	<b>1,719.5</b>	<b>60.9%</b>

% of Students That Can Read Grade-Appropriate Material with Full Comprehension (State Exam)			
Demographic Group	2006	2008	2012
4th Grade (all students)	51%	60%	62%
8th Grade (all students)	51%	58%	64%
11th Grade (all students)	52%	50%	56%
11th Grade - White	58%	55%	62%
11th Grade - Hispanic	26%	26%	38%
11th Grade - Black	28%	24%	32%
11th Grade - Low Income	33%	32%	39%

% of Students reading proficient according to National Assessment of Educational Progress			
Demographic Group	2007	2009	2011
4th Grade (All Students)	36%	35%	36%
8th Grade (All Students)	29%	30%	32%

Employment and Enrollment			
	2005	2012	% Chg.
Students	441,868	456,684	3.4%
Teachers	32,825	34,075	3.8%
All other staff	31,182	33,785	8.3%
total staff	64,007	67,860	6.0%
Students / Teacher	13.5	13.4	0.4%
Students / Employee	6.9	6.7	2.6%

### Notes

- all data provided by the Kansas Dept. of Education; years refer to school year. students and staff are shown as full time equivalents; teachers as identified by KSDE, including pre-school teachers; enrollment includes pre-school students with IEPs.
- a decline in Students-per-Teacher or per-Employee is reflected as an improvement in the ratio, and vice-versa.
- carryover cash represents unencumbered balances as of July 1.
- reading achievement per Kansas state assessment; KSDE says a methodology change in 2006 invalidates comparisons to prior years.
- all per-pupil amounts based on full time equivalent (FTE) enrollment per KSDE protocol.



## Public Comment Delivered to Kansas Board of Education KBOE Review of Cut Scores and Education Standards

*December 11, 2012*

Chairman Dennis, Commissioner DeBacker and members of the State Board of Education:

Thank you for this opportunity to provide public commentary on your review of cut scores used on state assessments and their impact on education standards in Kansas. My name is Dave Trabert; I am president of Kansas Policy Institute and co-author of "Removing Barriers to Better Public Education: Analyzing the facts about student achievement and school spending."

I commend you for having the courage to address this sensitive issue, which, at its core, is about providing students with the best opportunity to receive an excellent public education. We may not agree with the Board and KSDE on some of the steps along the way, but I believe we share a common goal of doing what is in the best interests of students' educational interests.

I imagine KSDE will tell you this morning that the U.S. Department of Education (USDE) approved the cut scores and standards currently in place, which is true. But that approval did not mean that USDE said Kansas has high standards.

No Child Left Behind presented states with the impossible task of getting schools to 100% proficiency by 2014 or face financial and other consequences. But the law did not require states to reach a national standard of Proficiency; instead, it allowed states to set the bar wherever they chose. No less than U.S. Secretary of Education Arne Duncan says states responded by reducing their standards, and our research shows that Kansas was one of those states.

In 2009, the National Center for Education Statistics (operating within USDE), performed an analysis of state proficiency standards for 2009 and concluded that "...most states' proficiency standards are at or below NAEP's definition of Basic performance." Indeed, Table 6 of "Removing Barriers" shows that Kansas is one of those states, with its Reading Proficiency standard set lower than what the U.S. Department of Education considers Basic

7-22

performance. Math Proficiency levels are above what NAEP considers to be Basic but still well below the U.S. standard for Proficient.

The Kansas standards for Proficient in Reading on state assessments, as determined by cut scores, are not only below what USDE considers to be Basic; they are also lower than most other states. In fact, 40 states have higher 4<sup>th</sup> grade Reading standards and 35 states have higher 8<sup>th</sup> grade Reading standards according to USDE.

KSDE does not dispute our findings that standards were lowered in 2002 and 2006. In fact, prior to publishing our study in June, Dr. DeBacker and David Dennis were asked if they found any inaccuracies in our findings. They did not respond...then or since.

The evidence showing how standards were lowered is fully explained and annotated in our study, but some of the key findings follow:

- ✓ In 2002, cut scores were reduced but the assessment (test) was unchanged. This has the effect of 'lowering the curve' on a test by reducing the minimum score required to receive a particular grade.
- ✓ 'Proficient' once was the second-highest (of five) categories and 'Satisfactory' was the third-highest. In 2002, 'Proficient' was moved to the third-highest category (of five).
- ✓ 'Proficient' and 'Satisfactory' are now used to define the current third-highest category (of five), which is Meets Standard.

Prior to the standards being reduced in 2002, 'Proficient' was defined as, "Capability with information and skills in the content area is unquestionably evident. Breadth as well as depth of understandings is evidenced. The ability to go beyond mechanical application of appropriate information is in evidence. Proficiency with difficult, rigorous and formidable material is observed."

The next definition of Proficient was implemented in 2002 and was in effect through 2005. "Students who perform at the proficient level on the Kansas State Assessments demonstrate a mastery of core skills. These students exhibit competence in applying knowledge and skills in most problem situations. They show evidence of solid performance."

The above definitions applied to both Reading and Math across all tested grade levels. The 2006 standards brought separate definitions for Reading and Math with minor variations across grade levels. The primary definition of Proficient in Reading is now "When

7-23

independently reading grade-appropriate narrative, expository, technical and persuasive text, the *proficient* student has *satisfactory* comprehension.”

‘Satisfactory comprehension’ is a far cry from ‘proficiency with difficult, rigorous and formidable material’ and ‘a mastery of core skills.’ Legislators and parents have been quite surprised to learn that ‘full comprehension’ is now in the definition of Exceeds Standard in Kansas.

The difference between ‘full’ and ‘satisfactory’ comprehension is quite significant. For example, KSDE reports that 87% of 11<sup>th</sup> grade students Meet Standard in Reading but only 56% read with full comprehension. As shown on the attached handout, it will take nearly 46 years for Kansas’ 11<sup>th</sup> grade students to read with full comprehension at the pace established since 2006.<sup>1</sup>

Kansas does students and parents no favors by pretending to have high achievement while sending thousands of kids off to college or the workforce unprepared. Kansas Policy Institute is not alone in this belief. Indeed, it exists within the public education system. Earlier this year, Superintendent of Kansas City Public Schools, Dr. Cynthia Lane, said “The Kansas assessment is not rigorous enough to guarantee that our students are on-track with where they need to be.”<sup>2</sup>

We cannot allow generations of students to be left behind while waiting for progress to inch along under the current system. The federal government put states in the impossible position of having to deal with NCLB in the past but states now have freedom to ignore federal threats and stand up for local control. The Supreme Court ruling on the Affordable Care Act eliminated the feds’ ability to coerce states to ‘voluntarily’ do their bidding by threatening to take all funding away.

Kansas should seize this opportunity by acknowledging that standards are too low and set out to immediately raise standards. Students and parents deserve an honest look at where achievement truly stands so fully-informed decisions can be made on what they believe needs to be changed.

Hopefully, your review today is the first step on that courageous journey.

---

<sup>1</sup> As noted in “Removing Barriers,” KSDE says the standard changes in 2006 were of such significance as to invalidate any comparisons of student achievement to prior years.

<sup>2</sup> “KCKPS Denied Opportunity to Raise Standards for Students,” Staff Notebook, March 22, 2012, accessed December 10, 2012 at <http://kckps.cloudaccess.net/images/newsletters/archive/s032212.pdf>

7-24