A longitudinal study of selected state school aid formula changes in Kansas 1992-2017, with emphasis on the Classroom Learning Assuring Student Success (CLASS) Act of 2015

by

Shiloh John Daniel Vincent

B.A., Kansas State University, 2007
B.S., Kansas State University, 2008
M.S., Fort Hays State University, 2010

AN ABSTRACT OF A DISSERTATION

submitted in partial fulfillment of the requirements for the degree

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Department of Educational Leadership
College of Education

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Abstract

This present study extended the longitudinal perspective begun by DeBacker (2002) and Jordan (2012) and, when considered wholly, provides insights into the educational experiences offered by districts in the state of Kansas from the years 1992 through 2017, as well as the impacts that changes to school funding had on those experiences.

This study assessed selected fiscal and pupil performance variables and examined the impacts that changes to school funding had on those variables, paying close attention to the shift from per pupil funding under the School District Finance and Quality Performance Act (SDFQPA) of 1992 to block grant funding under the Classroom Learning Assuring Student Success (CLASS) Act from 2015 to 2017.

In the first phase of this study, Kansas school districts were ordered from wealthiest to poorest based on their assessed valuation per pupil for 2001. To narrow the study population and to ensure that longitudinal analysis could occur, districts that had closed or consolidated by 2016 were removed. For the remaining districts, decile analysis was applied to the population by ranking all 289 school districts from wealthiest to poorest based on 2001 assessed valuation per pupil (AVPP) and by further dividing the population in to ten equal parts (i.e. each decile representing 10% of the population). The population was again narrowed to the representative sample of 112 school districts, with Decile 10 representing the wealthiest 10% of districts, Decile 1 representing the poorest 10%, and Deciles 5 and 6 representing the average wealth districts found in the middle (each representing 10% of the population respectively). This process was repeated for 2011, 2014, and 2016. For this study, 2001 and 2016 served as the bookend years, as DeBacker (2002) had done (1992 – 2001) and Jordan (2012) had repeated (2002 – 2012).

Establishing the beginning year as 2001 ensured overlap of years examined by both previous studies and extending through the most recent year of audited data, i.e., 2016.

Once the study population was established, data analysis was conducted in two phases. First, fiscal and pupil performance data were analyzed to provide insight into overall health of each district during the years 2001- 2016. Second, survey and interview data were collected and analyzed to glean insights from district leaders for contextual perspective of the impacts that changes to school funding had on districts and their leaders, paying close attention to the years of block grant funding under CLASS.

The present study resulted in a critical examination of fiscal and pupil performance variables and the impact that changes to school finance in Kansas had on the educational experience of Kansas pupils.

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Approved by:

Major Professor
Dr. David Thompson

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Dedication

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Ad Astra per Aspera

Chapter 1 - Introduction

General Background

With a court deadline looming just seven days away, the Kansas Legislature entered a special session on June 23, 2016 with the task of solving inequities in school funding in the state of Kansas. Two sides, entrenched in the debate, left Kansans wondering what would become of their schools. And, that deadline, imposed by the Kansas Supreme Court, carried, at least in words, the gravest circumstances for PK-12 students in Kansas that could be considered: a court-ordered closure of schools. While legislators filed up the steps of the state capitol building, and as protestors marched in throngs around the capital city of Topeka, spectators could not help but wonder: How did we get here? How did it go this far? How will it ever get better?

Defining the nature and cost of an adequate and equitable education is a passionately disputed topic in the current political arena, both in Kansas and across the nation. However, a look into the history of school funding shows it is not a new debate. Rather, the funding of education has long been a source of contention in the United States, and virtually nothing in education has been more fervently debated than appropriate funding methods for the nation's schools (Crampton, Wood and Thompson, 2015).

Although the education system in America is often examined, critiqued, and disputed at the national level, the reality is that PK-12 education efforts in the United States have been left almost entirely up to the individual states, and the obligation of providing and funding an adequate education for their respective students is nearly as diverse as the states themselves (Thompson, Wood and Honeyman, 1994). The obligation for states to provide an adequate education arises from the Tenth Amendment to the United States Constitution, which states,

"*The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people*" (Tenth Amendment to the United States Constitution, 1791). Since the U.S. Constitution is silent on the topic of public education and the impact it has on the progress of the nation, the duty to ensure an adequate education for the nation's citizenry falls on each individual state.

However, absolute failure of a federal role has not been the undisputed result. In 1868, the Fourteenth Amendment to the U.S. Constitution pushed states and their governing bodies toward a federal interest in matters of fundamental fairness as it qualified federal interest in many areas by saying:

> *No State shall make or enforce any law which shall abridge the privileges or immunities of the citizens of the United States, nor shall any state deprive any person of life, liberty, or property, without due process of law; nor deny to any person within its jurisdiction the equal protection of the laws* (Fourteenth Amendment to the United States Constitution, 1868).

While making no direct reference to education, the Fourteenth Amendment is nonetheless regarded as particularly powerful because it provides a primary basis for arguing that there is a federal Constitutional obligation that requires all states to provide an education to the public. This Fourteenth Amendment claim derives from making the argument that, when coupled with later federal action involving voting rights laws and the relationship between voting and literacy, education for all citizens is inherently implied by federal interest. It is, then, only a short step to connecting the Fourteenth Amendment's equal protection to education via an informed citizenry capable of exercising the right to vote, and an even shorter step connecting Fourteenth Amendment equal protections to the argument that some required level of education is

prerequisite to citizenship rights and therefore must also be adequate and equal for all citizens (Jordan, 2012).

Through a tortuous legal path, the Tenth Amendment's silence and later the Fourteenth Amendment's equal protection provisions have led to some Constitutionally-required level of education being a right for all Americans—a right that no state could completely abridge. Yet, while education has come to that current legal foundation, there has been no equally clear federal requirement for states to find ways to fund both an adequate and equal education for all citizens. The result has been that education still today is one of the most politically charged topics faced by the nation.

Balancing Funding Factors in Kansas

Like the nation itself, Kansas has seen growth in its population that has resulted in a more politically, socially, and economically diverse landscape. And particularly over the state's recent history, Kansas has had to work continually to meet the challenge of balancing disparities in local school districts' taxable wealth and the escalating political factors that tug at policy development (Jordan, 2012). From 1973 until 1992, Kansas operated under a state school aid formula known as the School District Equalization Act (K.S.A. 1974 Supp. 72-7030 *et seq*). In this formula, local school districts financed the bulk of P-12 funding through locally generated taxes levied against real and personal property in each local district (Martinez and Snider, 2001). While the SDEA formula called for equalization in name, the method itself did not fully address the tax base disparities between wealthy school districts and poor school districts in the state. Under the SDEA, school districts with low property values still had less money to finance schools, and school districts with high property valuations continued to have more money to

finance schools despite an equalization factor built into the aid formula (DeBacker, 2002). The perceived inequity in Kansas school funding caused significant unrest as early as 1976 as evidenced by the filing of a lawsuit styled as *Knowles v. State Board of Education* (1976) charging violation of the federal Bill of Rights, violation of the federal Fourteenth Amendment's equal protection clause, and certain provisions of the Kansas Constitution. Subsequent unrest continued, so that by 1990 four additional school districts had filed separate lawsuits, arguing the state of Kansas had failed to meet its constitutional obligation under Article 6 to "make suitable provision for finance of the educational interests of the state" (Kansas Constitution, Article 6). The four suits were consolidated into one action and in the fall of 1991, Judge Terry Bullock of the Shawnee County District Court reviewed the case in *Mock v. State,* (1991) and informed then Governor Joan Finney and the members of the Kansas Senate and House Education Committees that they would have the 1992 legislative session to respond to the issues outlined in the case, or he would allow the case to proceed to trial. In response to Judge Bullock and to come into compliance with the state constitution, the Kansas Legislature passed a new school finance law, the School District Finance and Quality Performance Act of 1992 (K.S.A. 72-6405 e*t seq* known as SDFQPA).

Consequently, from 1992 until 2015 Kansas funded its schools under the SDFQPA through a three-part state aid formula. The first part was known as the base state aid per pupil (BSAPP), which served as a horizontally equalizing per-pupil dollar amount for all students across the state. The second portion of the SDFQPA was weighted full time enrollment (WFTE), which was calculated from weighted adjustments for the different characteristics of each school district and its students (e.g., bilingual education, at-risk pupils, special education). WFTE sought to provide vertical equalization via weighting factors to compensate school districts for

the additional costs held to be associated with serving certain populations of students (Jordan, 2012). Once these weighted adjustments had been included for the individual district, the BSAPP and the WFTE were multiplied to generate a school district's state financial aid (SFA). The third part of the SDFQPA funding formula provided another layer of horizontal (and arguably) vertical taxpayer equality through an adjustment to a school district's SFA based on that district's local tax (millage) effort (i.e., local tax effort). According to SDFQPA, local effort was defined as the sum of: (a) proceeds of a uniformly levied statewide school district general fund property tax of 20 mills; (b) special education services state aid; (c) unexpended and unencumbered balances remaining in the school district's general fund; (d) unexpended and unencumbered balances remaining in any program weighted funds (i.e., transportation, bilingual, and vocational educational funds except for the vocational fund of a district which operates a vocational school); (e) industrial revenue bond and port authority bond in lieu of tax payments; (f) mineral production tax receipts; (g) 70% of federal Impact Aid in accordance with federal law and regulations; and (h) tuition paid on behalf of nonresident pupils for enrollment in regular education services. These amounts were regarded by SDFQPA as local ability to pay for educational services, i.e., a deduction against the calculated allowable budget for the district. Total funding for each school district therefore was the product of subtracting the calculated local effort from the state financial aid (SFA) calculated as the WFTE budget per pupil—an outcome that was sensitive to pupil and wealth related differences (Kansas Legislative Research Department, 2010).

Major changes to school aid distribution methods always result in major impacts at the local level. In 1992, when the SDFQPA funding formula was implemented, some school districts across the state were spending more per pupil than the newly adopted SDFQPA formula

would allow. To provide a smooth transition for these school districts, the state provided a Supplemental General fund via a local option budget (LOB) which allowed school districts to generate funds up to 125% of their SFA. While the LOB was originally intended to be a temporary, transitional part of education funding in Kansas, it devolved to become a vital piece of school districts' funding (Jordan, 2012). This was most evident in the huge number of school districts that quickly came to exercise their LOB authority, as well as the increased expenditures resulting from availability of LOB funds-- e.g., in 1992- 93, only 106 districts exercised LOB authority equaling $98.2 million in expenditures statewide; however, that proportion by 2009-10 had grown to fully 293 districts exercising LOB authority totaling $931.6 million in expenditures statewide (Jordan, 2012). This increased use of LOB authority across the state, coupled with the fact that it was still based on an individual school district's assessed valuation, made fiscal adequacy and equity an unresolved and ongoing question for school districts because districts with high assessed valuations continued to have an advantage in generating LOB leeway over their poorer counterparts within the state (i.e., a lower tax rate for wealthier districts generated more LOB dollars than the same rate within a district with low assessed valuation because SDFQPA was intentionally not designed to fully equalize the LOB portion of the budget).

As with all school funding schemes, the passage of time in Kansas created new unrest with SDFQPA. Through a series of complicated events involving changing economic pressures and legislative attitudes, a very politically conservative 2015 Kansas Legislature repealed the SDFQPA and in its place passed the Classroom Learning Assuring Student Success (CLASS) Act (K.S.A. 2015 Supp. 72-6463 *et seq*). Although SDFQPA had been variously praised for its improved wealth neutrality and for its greater comprehensive nature despite political tinkering over its nearly quarter-century history and had been variously criticized for its restrictions on

wealthier districts and perceived costs to the state, the CLASS Act dramatically upended the SDFQPA's equalization intent by providing block grant funding for each school district for the school years 2015-2016 and 2016-2017, albeit with promises to create a new state aid formula soon after. Under the CLASS Act, each school district's block grant was based on its total state financial support as provided during the 2014-2015 school year and, under the new law, would be at least equal to that amount for school years 2015-2016 and 2016-2017 (Kansas Legislative Research Department, 2015). While funding levels appeared to stay the same for the established time frame, the CLASS Act made several significant changes to the funding for Kansas schools. First, the act established an Extraordinary Need Fund for school districts across the state. Through a 0.4 percent reduction in general state aid, the Extraordinary Need Fund would allow districts to apply for additional state monies to offset increased expenses due to various needs in their districts. As part of this fund, the State Finance Council would review each district's application using three criteria for consideration: (1) any extraordinary increase in enrollment; (2) any extraordinary decrease in the district's assessed valuation; and, (3) any other unforeseen acts or circumstances substantially impacting a district's general fund (Kansas Legislative Research Department, 2015). In addition to this new fund, the state also recalculated Supplemental General state aid (LOB), capital outlay state aid, bond and interest state aid, and virtual aid to online education. Of all these adjustments, the LOB recalculation impacted local districts the most and was widely seen to have opened the door for P-12 funding inequity to reassert itself once again. Under block grant funding, LOB state aid was recalculated based on quintiles below the 81.2 percentile of school districts' assessed valuation per pupil (AVPP) in school year 2014-2015 and capped that amount for subsequent school years with gradations based on AVPP, with funds increasing as assessed valuation declined (Kansas Legislative

Research Department, 2015). Each quintile equaled roughly 46 school districts and funding was distributed as follows:

- Lowest quintile – 97.0 percent of LOB State Aid;
- Second lowest quintile – 95.0 percent of LOB State Aid;
- Middle quintile – 92.0 percent of LOB State Aid;
- Second highest quintile – 82.0 percent of LOB State Aid; and
- Highest quintile – 72.0 percent of LOB State Aid.

The recalculation was argued by proponents to have accounted for varying degrees of wealth across the state, but opponents argued it also fixed in place the amount that each district could receive for the years to follow. Like flat grants in education a century earlier, this block grant CLASS Act froze districts where they were during the 2014-2015 school year and kept them there through the spring of 2017. Depending on political leanings, the outcome was damaging to both fiscal and educational adequacy and equity dimensions. For districts with decreasing needs or shrinking student populations, block grant funding allowed them to maintain the same levels of funding they had in the 2014-2015 school year and, in effect, gave them more money for the students they served. But for districts with growing populations or increased pupil needs, the opposite was painfully true. While the Extraordinary Need Fund was in place to help offset this, many districts saw limited funding in a time of growth as state revenues declined under miserable economic and tax policy conditions and as districts often viewed the Extraordinary Need Fund as beggary while the state shirked its obligation to provide sufficient funding—a scenario said to be needlessly imposed when better alternatives were readily available (Thompson, 2016).

None of this escaped the scrutiny of litigants who had been embroiled in lawsuits over Kansas school funding, literally on some level since 1972 (*Caldwell,* 1972) and with enormous intensity in the early years of the 21st century. On May 27, 2016, the Kansas Supreme Court ruled in *Gannon III* that the state had indeed failed to provide an equitable funding formula in the CLASS Act and subsequent 2016 Senate Substitute for House Bill No. 2655 (HB 2655). Specifically, the state supreme court pointed out that while HB 2655 provided a "hold harmless" equalization factor and the CLASS Act offered an Extraordinary Need Fund, neither effort would help property-poor districts overcome the equity disparities that existed within the block grant funding structure. Even more alarming, these same legislative efforts, which were geared toward mitigating the disparity between property-rich and property-poor districts, in reality only exacerbated the issue. In its order, the court tasked the 2016 Legislature with finding a cure, or promised to lift its stay and issue an order holding the school finance system unconstitutional, thereby closing the operations of schools (Office of Revisor of Statutes, 2017).

Responding to the court's decision, Governor Sam Brownback called the legislature back to a special session which began on June 23, 2016. Over the next two days, as crowds marched in throngs around the capitol building and the contentious nature of Topeka politics played out for all to see, the Kansas Legislature ironed out the details of Substitute for House Bill 2001 (HB 2001). The effort reinstated the supplemental general state aid formula – the item central to this portion of the *Gannon* case – to its existence prior to the enactment of the CLASS Act. While victory was sounded and a closing of schools was avoided, the solution to the problem left many wondering if anything had really changed. A reinstatement to the formula that had brought us here? Had the formula been wrong? Or just the people arguing over it? Would a solution ever truly be recognized?

Under these federal and state realities, Kansas has continued to find itself in a tense gridlock over funding for public schools. Ever-increasingly self-reliant on highly variable voter-driven local tax bases given lack of direct federal involvement in P-12 education funding matters and given severe state-level funding losses due to tax reduction policies and significant antipathy by many state legislators toward school funding concerns, local Kansas school districts have faced simultaneous and unprecedented budget reductions.

As of this present study, Kansas has seen yet another new formula, the Kansas School Equity and Enhancement Act (KSEEA) enacted into law, be challenged in court, and fail in front of the Kansas Supreme Court by measure of both the adequacy and equity components. It is in this environment that this dissertation seeks to extend existing knowledge about Kansas school funding: i.e., how has Kansas school funding adequacy and equity fared across three state aid formulas, even as it stands now in the spotlight of yet a fourth funding scheme already locked in legal debate—in sum, what are the prospects and lessons for the future?

Statement of Problem

The struggle to devise a school finance formula for Kansas that political contestants can agree will provide an education for all children in an adequate and equitable manner has been contentious and enduring. Each attempt to ensure fiscal adequacy and equity has met resistance, either through litigation or policy responses, with each new attempt resulting in vexing permutations on perceptions of winners and losers. From SDEA to SDFQPA to CLASS and, now to SEEA, the intent has been to provide a free and appropriate education for all students in Kansas while providing districts the flexibility to respond to unique needs and the growing challenges they face.

The dilemma has been variously analyzed. In 2002, a study by DeBacker examined selected effects of SDFQPA on school districts over the early formula years 1993-2001. Subsequently, a study by Jordan extended that analysis over the years 2002-2011. Both studies yielded results rooted in the ashes of the old SDEA of 1973. However, another five years has gone by since the last analysis, and still yet another formula intervention in the form of CLASS has occurred along with a fledgling new formula in 2017 known as SEEA. With an untested new aid scheme in place, not enough is known about any consequent changes to P-12 fiscal adequacy and equity and attendant educational program effects over the ensuing time, and additional analysis should be undertaken in order to avoid repeating the mistakes of the past.

Research Purpose and Research Questions

This current study provides an extension of two earlier studies and further extends the analysis to reference all three experienced funding schemes (SDEA of 1973, SDFQPA of 1992, and CLASS of 2015), with emphasis on CLASS. The value-added nature of this present study is that it discusses selected financial and educational impacts stemming from the recent dramatic shift to CLASS block grant funding and reflects in a policy context on nearly a half-century of formula design.

This present study utilizes the framework advanced by DeBacker's and Jordan's work to establish a longitudinal perspective on school funding in Kansas. Such an approach allows this study to pose the underlying dominant question of whether school districts' fortunes have waxed or waned as a result of Kansas legislative policy. The broad policy questions that framed the two previous studies were adopted, adapted, and extended for this present study as follows:

1. What were the major findings by DeBacker and Jordan?
2. What funding trends were evident in Kansas schools during the old SDEA period 1973-1992?
3. What funding trends were evident in Kansas schools during the early SDEA/ SDFQPA period 1993-2001?
4. What funding trends were evident in Kansas schools during the sustained SDFQPA period 2001-2014?
5. What funding trends were evident in Kansas schools during the CLASS period, more specifically:
    a. What effect (positive or negative) did enactment of the CLASS funding formula have on the fiscal experience during 2011-2016 in high wealth, average wealth, and low wealth school districts?
    b. What effect (positive or negative) did enactment of the CLASS funding formula have on the provision of educational services during 2011-2016 in high wealth, average wealth, and low wealth school districts?
6. What broad trends and conclusions can be drawn across all three state aid formulas (SDEA, SDFQPA, and CLASS) that would assist and/or warn in relation to the new SEEA state aid plan?

The broad policy questions outlined above may be evaluated using the following sub-questions by raising detailed inquiry about Kansas school districts today:

7. What were the financial impacts of the legislative enactment of CLASS on high wealth school districts in the specific areas of general fund, supplemental general fund (LOB), capital outlay, and the bond and interest fund from 2011 – 2016?
8. What were the financial impacts of the legislative enactment of CLASS on average wealth school districts in the specific areas of general fund, supplemental general fund (LOB), and capital outlay, and the bond and interest fund from 2011 – 2016?
9. What were the financial impacts of the legislative enactment of CLASS on low wealth school districts in the specific areas of general fund, supplemental general fund (LOB), and capital outlay, and the bond and interest fund from 2011 – 2016?
10. What were the practical impacts on high wealth school districts of the legislative enactment of CLASS on school facility construction and renovation projects?
11. What were the practical impacts on average wealth school districts of the legislative enactment of CLASS on school facility construction and renovation projects?
12. What were the practical impacts on low wealth school districts of the legislative enactment of CLASS on school facility construction and renovation projects?
13. What were the practical impacts on high wealth school districts of the legislative enactment of CLASS on educational services as expressed in pupil-staff ratios, teacher salaries, graduation rates, drop-out rates, and state assessment results?
14. What were the practical impacts on average wealth school districts of the legislative enactment of CLASS on educational services as expressed in pupil-staff ratios, teacher salaries, graduation rates, drop-out rates, and state assessment results?

15. What were the practical impacts on low wealth school districts of the legislative enactment of CLASS on educational services as expressed in pupil-staff ratios, teacher salaries, graduation rates, drop-out rates, and state assessment results?
16. What trends and observations may be drawn from this analysis over time, more specifically:
    a. In which direction does a line graph on general fund run under CLASS compared to SDFQPA?
    b. In which direction does a line graph on supplemental general fund (LOB) run under CLASS compared to SDFQPA?
    c. In which direction does a line graph on capital outlay fund run under CLASS compared to SDFQPA?
    d. In which direction does a line graph on bonded indebtedness run under CLASS compared to SDFQPA?
    e. In which direction does a line graph on facility construction and renovation run under CLASS compared to SDFQPA?
    f. In which direction does a line graph on educational services run under CLASS compared to SDFQPA?
17. What observations and conclusions about Kansas education funding across formula years are expressed by Kansas superintendents?

Methodology

Because this study extended the longitudinal view of Kansas school funding begun by DeBacker (2002) and Jordan (2012), the baseline for this present study repeated the same

measures for the years 2001, 2011, 2014, and 2016. Both prior studies used the basic framework of decile analysis, a first schema utilized by Thompson and approved by the trial court in *Bezdichek v. State of South Dakota* (1993) and validated in subsequent litigations in other states. For the current study, this procedure ranked all Kansas school districts from wealthiest to poorest based on their assessed valuations per pupil for the respective years, with the top decile (10%) consisting of school districts considered to be the wealthiest and the bottom decile (10%) consisting of school districts considered to be the poorest. The remaining deciles represented the school districts falling within the two extremes and made up the remaining 80%. This step was used to create a longitudinal wealth line graph expressing the years 2001 – 2016 and was the basis for all other analysis and observations.

Baseline wealth data were then paired with other fiscal and pupil performance data for each respective district, so that a "taxable wealth and educational performance profile" was generated by decile for 2001, 2011, 2014, and 2016. This allowed examination of trends and changes by wealth-based deciles and construction of time-based line graphs for:

1.) Fiscal variables:
    a. Enrollment
    b. General fund, supplemental general fund amounts per pupil
    c. Capital outlay fund per pupil
    d. Bond and interest fund per pupil
    e. Number of certified employees per pupil
    f. Average teacher salaries
2.) Pupil performance variables:
    a. Graduation rates

b. Dropout rates

c. District state reading and math assessment results

Treatment of fiscal and static program data was descriptive and narrative for the purpose of constructing and recounting for policy purposes. More specifically, data tables and graphs were created through alignment and reporting, with statistical analysis confined to calculating means, medians, percentages, and percentage changes since the purpose was to construct a narrative for policymakers and other end users interested in implications for practice.

This analysis was followed with superintendent interviews based on a sample of high wealth, average wealth, and low wealth school districts in order to gain a deeper insight regarding the impact that the CLASS funding formula changes may have had at the local level. More specifically, selected school district leaders drawn from wealth deciles were interviewed on the fiscal and pupil performance variables listed above, plus additional topics of new building projects, closure of buildings, combining of buildings, and more. Treatment of interview data was by the researcher reviewing all data gathered to answer the overarching question driving this present study: i.e., what broad trends and conclusions can be drawn across all three state aid formulas (SDEA, SDFQPA, with emphasis on CLASS) that would assist and/or warn in relation to success of any new state aid plan, including the new SEEA?

Limitations of the Study

The research findings in this study were subject to the following:

1.) Accuracy of data obtained from the Kansas State Department of Education.

2.) Data were confined to the years 2001 through 2016.

3.) Information regarding graduation rates covered years 2001 through 2016 only.

4.) Information in this study examined state reading and math assessments during the years 2001 through 2016 only.

5.) The survey information in this study was only as accurate as the responses given by the individuals choosing to participate.

6.) School finance formulas are determined by individual state governments. Research results from this study were specific to the school finance formulas of Kansas: SDFQPA and CLASS block grant funding. Consequently, generalizations about school finance beyond the state of Kansas may be limited.

7.) The methodology chosen for this study was selected to extend earlier works on this same topic and design. Accordingly, the methodology in this study remains faithful to those earlier works in order to create a longitudinal perspective and examination using the same variables and measures. Different results might be obtained through other research approaches.

Definitions

Adequacy – When 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 presently codified in K.S.A. 2016 Supp. 72-1127 (*Gannon V,* 2017).

Assessed Valuation – The dollar value assigned to property to measure applicable taxes. Assessed valuation is computed by taking the market value of a property and multiplying it by the appropriate assessment factor for that class of property.

Base State Aid Per Pupil (BSAPP) – Under SDFQPA, this was the amount of money multiplied a district's adjusted enrollment to generate the overall state financial aid for the district (Kansas Legislative Research Department, 2014)

Block Grant – Large blocks of money disbursed to districts for funding schools

Capital outlay fund – A specific fund delegated to the purchase, lease, reconstruction, or remodel of school district facilities and equipment

CLASS Act – The school funding formula utilized by the state of Kansas for fiscal years 2015, 2016, and 2017 known as Classroom Learning Assuring Student Success Act

Decile – A single group of data derived from the total population by dividing the population into ten equal parts.

Decile Analysis – A method of categorizing data by dividing the total population into ten equal parts based on specific characteristics and comparing the groups as they relate to one another

Equalization – The act of making equal or uniform (e.g. leveling through distribution)

Equity – When school districts have reasonably equal access to substantially similar educational opportunity through similar tax effort (*Gannon I,* 2014).

Facility construction and renovation – Improvements to district buildings and infrastructure

Federal impact aid – A funding mechanism designed to assist local school districts which have lost property tax revenue due to the presence of tax-exempt Federal property (e.g. Indian land)

Fundamental right – A right recognized by the United States Supreme Court as requiring a high degree of protection from infringement or limitations

General fund – The fund where a school district's general state aid is deposited

Horizontal equity – Treatment of people with similar or identical socioeconomic conditions as the same (i.e. Equal treatment of equals)

Infrastructure – Facilities and systems required for the overall operations of the school plant

KPERS – Kansas Public Employees Retirement System provides disability, death, and retirement benefits for Kansas public servants (e.g. educators)

Kansas Statutes Annotated (K.S.A.) – All general laws enacted by the Kansas Legislature are arranged and published by the Kansas Revisor of Statutes and distributed by the Kansas Secretary of State's office

Local tax effort – Tax revenue generated at the local level to finance public services

Mill levy rate – One mill is one dollar of property tax levied against $1,000 of assessed valuation

Millage – The rate of taxation expressed in mills per dollar

Personal property – Every tangible property, not expressly exempted, which is subject to ad valorem tax

Professional judgment model – an accepted approach in school finance whereby the author as expert utilizes inputs from professional experience combined with feedback from field sources (e.g., surveys, interviews) to make observations and conclusions about the efficacy and efficiency of funding systems.

Pupil-staff ratio – The total number of students across a school district divided by the total number of certified staff members

Quartile – A single group of data derived from the total population by dividing the population into four equal parts.

Quintile – A single group of data derived from the total population by dividing the population into five equal parts

Rational basis test – A test courts use to determine the constitutionality of a statute or ordinance. To pass rational basis review, the challenged law must be rationally related to a legitimate government interest. Rational basis is the most lenient form of judicial review, as both strict scrutiny and intermediate scrutiny are considered more stringent. Rational basis review is generally used in cases where no fundamental rights or suspect classifications are at issue

Real property – Fixed, tangible property (e.g. Land and buildings)

SDEA – The school funding formula utilized in the state of Kansas from 1973 until 1992, known as the School District Equalization Act

SDFQPA – The school funding formula utilized in the state of Kansas from 1992 until 2015 known as the School District Finance and Quality Performance Act

State aid formula – The funding formula used within a state to provide educational aid to districts and their schools

Strict scrutiny test – The most rigorous form of judicial review which courts use to determine the constitutionality of certain laws and governmental policies. To pass strict scrutiny, the state must show the law or policy is necessary to achieve a compelling governmental interest and must have narrowly tailored the law or policy to achieve that interest

Supplemental General fund – A component of SDFQPA originally intended to ease the transition from SDEA to SDFQPA by allowing districts to generate up to 125% of their SFA provided by the state. It is also known as the Local Option Budget (LOB) and remains a central component of school district funding up to this present study

Tax base – The measure by which the assessment or determination of tax liability is based (e.g. taxable assets, income, and assessed value of property within the tax jurisdiction). In the case of school finance, the tax base of a school district is the assessed valuation of the taxable property within the district.

Vertical equity – Redistribution of funding to even the playing field for those with differing economic, social, or educational needs (i.e. Unequal treatment of unequals)

Voting rights laws – The Voting Rights Act of 1965, and subsequent amendments, which state that no voting qualification, prerequisite, or standard practice shall be imposed or implied by any state or political subdivision to deny the right of any citizen of the United States to vote because of race or color. In 1973, the act was expanded to prohibit restrictions based on literacy or education.

Weighting factor – A funding mechanism which increases a district's state financial aid by attaching a higher multiplier for certain populations of students associated with greater educational expense to serve (e.g. bilingual education, at-risk pupils, special education)

Chapter 2 - Review of Related Literature

The Purpose of Education in the Growing United States

In the early years of the nation, little in the way of schooling occurred in any formal context as more primal concerns of safety, security, and survival drove the lifestyle of settlers and the decisions they made. When education did occur in early America, it was almost exclusively for the purpose of morality, that is, education was to provide the skills of reading and writing for the explicit purpose of better understanding religious texts and teachings from the church (Thompson et. al, 2012). However, as early as 1642, America saw legislative bodies involved in education when the Massachusetts Legislature required communities to "see that children were taught to read in order to understand religion and vocation" (Mass Leg. 1642).

The 1700s saw a shift in the role of education as American Enlightenment ushered in new ways of thinking. As new moral philosophies, religious tolerance, and political philosophies led to the American Revolution and the founding of the country, they subsequently led to a deeper need to preserve the nation's newfound freedoms. Thompson and Crampton (2012) point out, "Democracy may be described as government by consent, with the freedom to decide to be led and to decide for oneself the leaders to be chosen" (p. 35). Education in the early United States became a critical conduit for building a knowledgeable populace who could make informed decisions about which direction their country should go and who should lead them. Education was no longer for the purpose of morality, but now centered on self-governance. The nation's existence, as the early settlers saw it, literally depended on it.

As the nation grew, expanded westward, and industrialized, the United States changed. By the 1800s, the nation had a wealth of workers – a result of immense immigration over nearly a century – and a geographical layout that spanned the continent in its entirety from east to west. Yet despite a bountiful workforce, the nation's workers often lacked the skills they needed to complete their work. Consequently, the role of education transformed along with the developing country. Schooling transitioned to education for vocation rather than solely for self-governance (Thompson et. al, 2012).

Rapid growth through the industrial period and into the 20th century positioned the United States in some powerful ways as a world leader. However, that same rapid growth led to over-crowding in urban areas, as well as vast disparities in terms of individual and community wealth and equality. These disparities led to a crush of social issues along with a deeper need for formalized education. Out of this economic disparity rose a two-pronged call for education: education for economic productivity, as well as education with loyalty to justice and equality (Thompson et. al, 2012). The country needed to continue its pursuits of economic development, but concerns for the country's workers, their rights, and their livelihoods needed to be addressed as well. Horace Mann and Henry Barnard led the effort calling for a uniform public school system as part of their Common Schools movement (Thompson et. al, 2012). In doing so, the Common Schools movement would profoundly shape the nature and breadth of America's schools through the 20th century and into today's classrooms. Efforts during this period of American history improved workers' rights and, to a certain degree, equality across the nation – all things that benefited the Common Schools ideal. As Thompson and Crampton explain, "The last half of the 19th century worked to improve wages for adults with the side effect of advocating for child labor laws. This Common Schools movement was jointly benefited because

child labor laws had the effect of removing children from the workforce, making schools an obvious caretaker" (p. 38).

Over the course of the nation's young history, it moved from educating for the purpose of morality to an effort to preserve democracy and foster self-governance. In the growing years of westward expansion, and later industrialization, education was called upon to give workers skills and foster economic productivity. Finally, as the nation struggled to come to terms with the vastly diverse country later revealed in the 20th century, education would play an increasingly vital role in fostering equality in broad and multifaceted ways throughout all of society.

A Brief History of Public School Organization and Finance

The vast geography that the nation spanned following westward migration in the 1800s, coupled with massive immigration into the United States, resulted in extremely diverse schools. While the exact number of public school districts that existed during this time is unclear, the number stood at 117,108 districts by 1940 (Digest of Education Statistics, 2015). By 1970 though, that number had shrunk to 17,995, and by 2014, the number of school districts in the United States was just 13,491 (Digest of Education Statistics, 2015). Consolidation had clearly taken a toll and by inference would seem to have led toward uniformity in America's schools; uniformity of purpose, identity, and organization. In contrast though, the struggle for local identity and the vast organizational differences amongst the states' schools remains as much now as it ever has. Thompson and Crampton (2012) explain that, "The struggle over the purpose of schools has endured – a struggle not only over the aims of education and about who is in control, but also who is responsible for education's costs, and at what level it should be funded" (p. 43).

Since the signing of the United States Constitution (1787), the question of who is responsible for education has been raised repeatedly, and the speculation about why it was not better addressed has abounded. Some experts theorize that education was intentionally omitted in an effort to avoid tyranny of government, which many of the framers had experienced firsthand under English rule. Others argue that the omission of education, in the language of the U.S. Constitution, was simply an oversight by its framers who had undertaken the daunting task of creating a new nation. Regardless of why it was left out, one thing is resultantly clear: Education is first a direct concern of the individual states, not the Federal government. According to the Tenth Amendment to the United States Constitution (1787), "The Powers not delegated to the United States by the Constitution, nor prohibited by the States, are reserved to the States respectively, or to the people." While reformers still seek to resolve at what governmental level education should be funded, it is clear that the individual states are first and foremost charged with ensuring education is provided.

During the nation's infancy, school funding was an afterthought to other education priorities. As was the case during the colonial period, education took place almost exclusively in the home or through the church. If a colony or church wanted to establish a school, they did so. Financial support was then generated through private funds, church support, or local taxes. As Burrup, Brimley, and Garfield (1996) point out, "Full local district funding was the first of all school finance plans" (p. 70). This arbitrary and highly variable means for funding schools, however, meant the levels of education across the states were considerably disjointed. For those living in a wealthy region, educational opportunities were great. For those living in a poorer region, educational opportunities were far fewer. This reality characterized education in the earliest years of the United States and continued into the mid-nineteenth century. So, while the

states differed in many ways, the one difference that influenced levels of education the most was money.

In 1905, Ellwood P. Cubberley conducted the first study of the equality of educational opportunity in the United States. In his monograph entitled *School Funds and Their Apportionment* (1905), Cubberley examined the nature of schools, who they served, and what educational opportunities they provided. He wrote, "Theoretically, all children of the state are equally important and are entitled to the same advantages" (p. 17). However, geography, wealth, and the distribution of that wealth clearly resulted in a disconnect with this line of thinking. Cubberley pointed out that, "Due to unequal distribution of wealth, the demands set by the states for maintaining minimum standards cause very unequal burdens. What one community can do with ease is often an excessive burden for another" (p. 250). With that in mind, Cubberley called for the state to take responsibility for funding all of its children by assuming responsibility for funding all of its schools.

Soon after, Harlan Updegraff arrived at a similar conclusion that all children were entitled to equal educational opportunities, regardless of where they lived, and that it was the state's duty to fund schools as needed (Updegraff, 1922). Updegraff argued that this could be achieved through a shared effort between states and local communities. The concept was known as "power equalization" and contended that education should be funded via incentive grants, equalization aid, and state assistance based on local tax effort (i.e. reward for effort). Updegraff's plan was heavily criticized at the time for its intrusive nature on local autonomy and for its increased tax burden, but nearly a century later, many of his ideas are still reflected in school funding formulas across the United States.

In 1923, George D. Strayer, Sr. and Robert M. Haig introduced their theory of school finance that would come to serve as the principal school funding program in many states through much of the 20th century and into the current era. The Strayer-Haig model proposed that states provide a foundation for all of the districts in their jurisdictions. To accomplish this, school districts would levy the amount of local taxes needed in the richest district of the state to determine the "foundation". From there, the richest districts would receive no state aid, while the remaining districts would receive state funding to reach the foundation level. For example, if 20 mills in the richest district generated $3,500 per pupil, then each school district would levy 20 mills of their own local taxes. For districts whose taxes generated an amount per pupil less than the $3,500, the state would fund the remaining balance. For example, districts that generated only $3,000 per pupil, the state would fund the remaining $500, and so on.

While the Strayer-Haig model served as the predominant concept for funding America's schools, it was not without competitors and efforts to improve on its nature. Paul Mort, in 1924, and Henry C. Morrison, in 1930, each proposed alternative ideas containing more radical concepts. According to DeBacker (2002), in her doctoral dissertation regarding school funding, "Mort defined a satisfactory minimum program in terms of staffing, facilities, student/teacher ratios, curriculum, and equipment" (p. 21). While Mort's concept seemed convoluted and difficult to implement, Mort was the first person to introduce the concept of weighting pupils, which is still in use today. In near synchronicity, in his book, *School Revenue* (1930), Morrison provided perhaps the most radical idea of all: the abolishment of school districts altogether, with administrative control and taxing power belonging solely to the state.

Despite the more radical tones that some reformers had, the course of the 20th century would see many of these same concepts raised and many –but not all—falling to the wayside. In

each case, equal educational opportunity served as the purpose behind the proposed models. However, in every case, especially those with special staying power, i.e., those of Cubberley, Updegraff, Strayer-Haig, Mort, and Morrison, unforeseen flaws would be exposed by litigation and each would be tested in court for their ability to provide equal educational opportunity.

Brief History of School Finance Litigation Landmarks

School finance litigation is generally marked as beginning in 1874, as Charles E. Stuart sued the Kalamazoo, Michigan school board, alleging that the board had violated the state constitution when it allocated taxpayer money to fund secondary education. Plaintiffs in the case of *Stuart v. School District No. 1 of Village of Kalamazoo* (1874) argued that tax structures in place at the time, which only allowed for the funding of elementary schools, limited the education of secondary students in Kalamazoo, Michigan. Plaintiffs argued that due to the taxing structures, elementary students were receiving a better education than high school students. When the court ruled in favor of plaintiffs, i.e., that the school board could fund secondary schools, the Kalamazoo court case of 1874 became one of the earliest documented cases to deal specifically with school finance.

Two decades later, another court case would put education at the front and center of America's collective conscience. Although the case did not deal specifically with school finance, the Supreme Court's ruling in *Plessy v. Ferguson* (1896) set the stage for deeper discussion of providing "separate but equal" accommodations to segregated students. A half-century later, in the case of *Brown v. Board of Education* (1954), the United States Supreme Court reversed its ruling in *Plessy*, and found that separate but equal was, in fact, unconstitutional. While these

landmark cases dealt specifically with the issue of racial discrimination, they simultaneously laid the foundation for governmental intervention in the areas of social, economic, and educational discrimination in the United States. In terms of school finance, these cases served to provide a broader approach and new mindset for how government programs, initiatives, and mandates should look, how they should be constructed, and how they should be enforced to ensure equality for all students.

The 1970s ushered in a tumultuous era, in terms of school finance, that still reverberates into today's struggles over control and funding for public P-12 education. In 1971, the California Supreme Court heard testimony in the case of *Serrano v. Priest* (1971). In *Serrano*, plaintiffs argued that the state's school finance formula violated the equal protection clause of the state constitution and the Fourteenth Amendment to the United States Constitution because the state aid formula was based on local property taxes. Plaintiffs argued that wealthier districts were able to secure more funding, and consequently, students in poorer districts were provided a lesser quality of education. Justice J. Sullivan authored the ruling opinion and strongly declared that, "This funding scheme invidiously discriminates against the poor because it makes the quality of a child's education a function of the wealth of his parents and neighbors" (1971. p. 584). Sullivan continued, stating, "Recognizing as we must that the right to an education in our public schools is a fundamental interest which cannot be conditioned on wealth, we can discern no compelling state purpose necessitating the present method of financing. . . Such a system cannot withstand constitutional challenge and must fall before the equal protection clause" (p. 584). Prior to that point in American history, no higher state or federal court had ruled in favor of such sweeping equality claims, but *Serrano* set the stage for many subsequent challenges that would test the constitutionality of school finance formulas across the United States and into the current day.

Only a few years later, the United States Supreme Court ruled in the case of *San Antonio Independent School District v. Rodriguez* (1973). *Rodriguez* was the first time a school finance case had made its way to the highest level of the federal judicial system, and to date, it would be the last to address school finance in the broad context of direct challenge as described next. In *Rodriguez*, the U.S. Supreme Court reversed a lower federal court's ruling which had found the Texas school finance formula to be unconstitutional. In the decision, the Supreme Court refused to examine the school finance formula using the "strict scrutiny" test, citing the fact that the U.S. Constitution does not provide a fundamental right to education. Under that ruling, the Court held that only a rational basis test was required, making it much more difficult to prove federal violations of nearly any kind. Moreover, the Court argued that because a fundamental right was not articulated in the U.S. Constitution, subjects of this manner were outside the jurisdiction of the federal system. For some school finance experts, this dealt a fatal blow to future federal cases (Wood and Thompson, 1996) by removing school finance litigation from the federal system and placing it squarely in the state's arena. In the end analysis, any future litigation regarding school finance would have to be resolved by the individual states.

Since the ruling in *Rodriguez*, states have seen a massive onslaught of school funding litigation (Thompson et. al, 2012). Research by Morales (1997) examined this trend and was among the first to categorize school funding cases in two different waves. The first wave, running from 1971 to 1985, saw lawsuits focus on fiscal equity, that is, these cases focused on the disparity of wealth between school districts and argued that the disparity resulted in a violation of the equal protection clause of state constitutions. In her review of the literature, DeBacker (2002) pointed out that, "Equity in terms of funding focuses on a fair and just method of distributing resources" (p. 24). Some would say that equal distribution of equal parts is a fair

and just method of distributing the resources. But others assert that while it would be equal, it may not be equitable, as the two are not the same. Burrup (1996) early on clarified this by saying, "Equality is a fundamental principle in United States education. It does not mean an identical education for all children. Spending the same number of dollars on each student is evidence of equality, but it may not be equitable – some students, such as those with disabilities, require greater expenditures for their education than do other students" (p. 65). Still other closer consideration has highlighted the difference between horizontal and vertical equity, explaining why each has been challenged in litigation. Burrup described horizontal equity as equal treatment of equals, wherein horizontal equity is fairly straightforward and easy to measure. Consequently, much of the school funding litigation during this time period was focused on this topic. When Burrup described students with greater needs and the subsequent need for more funding to educate them, he held forth an example of a second concept known as vertical equity. DeBacker (2002) described vertical equity as the "unequal treatment of unequals in order to produce greater equality in the end" (p. 24). Thus, horizontal and vertical claims became the cornerstones of school finance litigation in major part, despite the difficulty in measuring and substantiating claims for, or against, a state's ability to maintain vertical equity — concerns that continue in many states today.

Beginning in 1987, and continuing through today, a second wave of school finance litigation began to focus on adequacy. DeBacker pointed out in her research that, "The words 'suitable', 'adequate', 'efficient', 'thorough', and 'basic' are now commonly used when describing the adequacy of education" (2002, p. 25), and these concepts are still debated today. While a variety of issues have led to the demand for adequacy in funding education, it seems they all may contribute to why it is so hard to define. The political climate, rigorous standardized

testing, a transition to common standards across the nation, larger federal regulations, and calls for accountability have all played a part in simultaneously changing how adequacy is defined in education, as well as how states attempt to provide for it.

According to Thompson, Wood, and Honeyman (1994), both equitable and adequate funding for schools is of the most paramount importance and are the highest calling of any state in the nation. Yet both concepts continue to struggle, with adequacy (i.e., the concept of having enough money) having taken center stage. Perhaps DeBacker saw this coming, as in her review of the literature she posed the question: "Enough for what, though?" (2002, p. 25). In other words, states still argue about equitable distribution methods, but they appear to argue more in many cases about at what level to fund schools. Both of these challenging concepts were central in Kansas, as the Kansas Supreme Court ruled in *Montoy vs. State of Kansas* (2005)– an action that continues in 2017 and in part drives this present study's interest in where Kansas will go next in search of a bullet-proof school funding scheme.

Brief History of School Finance in Kansas

Article 6 of the Constitution of the State of Kansas demands that the Legislature "provide for intellectual, educational, vocational, and scientific improvement by establishing and maintaining public schools, educational institutions and related activities" (KS Constitution, 1859, 1966). While Article 6 lacks specific requirements for how the state legislature will achieve this goal, the state constitution is clear when it places responsibility for the educational interests of the State and its pupils squarely on the shoulders of the Kansas Legislature (Office of Revisor of Statutes, 2017). Over the history of the state, this obligation has been as contentious

as it has been elusive; what is absolutely clear is that its centrality has placed the state of Kansas at the forefront of litigation related to the adequacy and equity by which it funds its schools.

Early State Funding and Litigation – *Caldwell* and *Mock*

During the state's earliest history, no funding structures existed in statute for public education across Kansas. However, in 1937, the state legislature at that time passed K.S.A. 72-5009, and over the next several decades, three school funding mechanisms would emerge. In 1937, K.S.A. 72-5009 called for 95% of any state school aid funds in Kansas to be generated from ad valorem taxes – taxes based on the value of a real property transaction or of property value itself (Jordan, 2012). At that time, state aid was targeted toward elementary schools (Martinez and Sinder, 2001). Years later, in 1955, with the passage of K.S.A. 72-5702, secondary schools began receiving money from the state as well. Finally, in 1959, following the passage of K.S.A. 72-6403, a third category of aid for public schools – known as emergency aid – was created for all grades 1 – 12 (Jordan, 2012). Thus, by 1959, the public school funding structure of Kansas included an elementary aid law, a secondary aid law, and an emergency aid law (Jordan, 2012). By their design, the elementary and secondary aid provisions were intended to be equalizing, with school districts receiving a guaranteed share from the state (Jordan, 2012). The emergency aid structure, on the other hand, was designed as a foundation structure in which school districts received a flat amount of $6 per pupil in 1955 (Baker and Green, 2009).

The state of Kansas utilized these three funding structures until 1965 when the state legislature enacted a school foundation funding program (K.S.A. 72-7001 through K.S.A 72-7017, Jordan, 2012). The new funding program was known as the School Foundation Program,

and under this new system the state would consolidate school funding under a single formula known as "general state aid". General state aid for a school district was based on an economic index which measured a local school district's taxing capacity based on local property values (Jordan, 2012). For the first time in Kansas, the general school aid formula of 1965 also included a factor for transportation of students for each district (Jordan, 2012). Most notably though, the School Foundation Program increased the state's share of public school funding to 35% while also establishing limits on the amount of budget growth that could occur locally each year (Baker and Green, 2009).

The School Foundation Program was the first funding system adopted by the state of Kansas to result in litigation, and the challenge came in the case of *Caldwell v. State of Kansas* (1972). In *Caldwell,* plaintiffs argued that the School Foundation Program violated the equal protection clause of the U.S. Constitution because it made the quality of a school system a function of, and dependent upon, the wealth of the school district in which the child resided. After the Johnson County District Court ruled that the School Foundation Program indeed violated the Equal Protection Clause of the Fourteenth Amendment, the Kansas Legislature replaced the system with the School District Equalization Act of 1973 subsequently known as SDEA (Office of Revisor of Statutes, 2017).

From a funding standpoint, SDEA introduced the state of Kansas to a tax-based equalization formula, which was also known as "district power-equalizing" (Jordan, 2012). While it too would be challenged constitutionally, SDEA was designed with several foundational beliefs in mind, all of which helped respond to the *Caldwell* ruling. First, SDEA created a school funding structure that equalized discrepancies in taxable property wealth across the state. Second, SDEA provided a specific budget per pupil amount based on five enrollment size

categories thought to reflect the cost of doing business by school district size. Third, SDEA held the notion that districts of smaller size should spend similar amounts of money per pupil when compared to larger districts. Finally, a foundational belief behind SDEA was that districts with lesser ability to generate resources for public education deserved more state offsetting money (Baker, 1999). As Jordan points out in his coverage of SDEA (2012), "The original makeup of SDEA included features designed to maintain the political balance between locally controlled school systems and a state controlled school system" (p. 31). Unfortunately, as Jordan points out, "The features that were designed to maintain the aforementioned political balance ultimately contributed to the failure of SDEA. These included (a) a lack of a mechanism to recapture tax dollars statewide for redistribution, which allowed wealthy districts to maintain spending levels with little tax effort; (b) an income tax rebate provision which favored the wealthiest suburban areas; and (c) an enrollment-based categorization scheme which favored smaller districts and created a disadvantage for larger urban districts and low-wealth suburban districts" (2012).

The combination of these features, and the misconceived notion they would provide an equalizing system, resulted in a second round of litigation against the state of Kansas. This time the SDEA formula was challenged in court due to a lack of vertical equity, and by combining multiple lawsuits surrounding SDEA, the case became known as *Mock v. Kansas* (1991). Upon consolidating the case into a single cause, Shawnee County District Court Judge Terry Bullock issued an Opinion of the Court on Questions of Law Presented in Advance of Trial which outlined the following constitutional requirements that must be met in any funding scheme for Kansas schools (Jordan, 2012):

1. The state had an obligation under its constitution owed directly to each child to provide the child with an education;

2. The education provided to each child must be at least minimally adequate;
3. Each child must receive an educational opportunity equal to that given to every other child in the state;
4. It is educational opportunity and not necessarily spending that is to be equalized;
5. Any disparities in per pupil funding and expenditures must be justified by a "rational education explanation."

While Judge Bullock's opinion did not order the state legislature to change the funding formula, it demonstrated that if SDEA were to go to trial, it would not meet the provisions of the Kansas Constitution (Jordan, 2012). With that in mind, Judge Bullock called an educational summit consisting of then Governor Joan Finney and the 1992 Kansas legislative leaders, who were given the task of finding a school funding formula which would meet the constitutional requirements outlined. Through their efforts, the School District Finance and Quality Performance Act (SDFQPA) of 1992 was created and thereby established a new state education formula for the 1992 school year (Baker, 1999). The result was a dismissal of *Mock v. Kansas* and the beginning a new era in school funding for the state of Kansas.

SDFQPA and Subsequent Litigation

Montoy v. State of Kansas

Almost immediately, SDFQPA was challenged on various constitutional grounds in *U.S.D. 229 v. State of Kansas* (1994). In this case, plaintiffs were a wealthy suburban school district that believed itself disadvantaged by limitations on local taxing authority inherent in the new SDFQPA system and argued that the new funding formula violated Sections 5 and 6 of

Article 6 of the Kansas Constitution. By funding schools through SDFQPA, plaintiffs argued the state was overreaching and had violated Section 5, which establishes local control of public schools in the locally elected boards of education (Office of Revisor of Statutes, 2017). Moreover, plaintiffs argued that SDFQPA had violated Section 6 which provides that, "The legislature shall make suitable provision for finance of the educational interests of the state" (Office of Revisor of Statutes, 2017) because taxing authority was assumed by the state at the expense of local school district option. Despite these challenges between competing state constitutional provisions, the Kansas Supreme Court upheld the Act.

However, following the *U.S.D. 229* decision, the Kansas Legislature amended the SDFQPA at various times over the next decade, and these following changes led to a new legal challenge regarding the constitutionality of the SDFQPA school finance formula (Office of Revisor of Statutes, 2017). In *Montoy vs. State of Kansas* (2003), a different set of plaintiffs argued that the SDFQPA funding formula denied equal educational opportunities to disabled and minority students. Specifically, plaintiffs were a set of relatively urbanized school districts scattered throughout the state and claimed in the *Montoy* lawsuit that the funding formula favored mostly white, smaller school districts. Thus, adequacy of funding to school districts with high numbers of minority students became the central issue in *Montoy* (Jordan, 2012).

Prior to trial in *Montoy*, the Kansas Legislature directed that a professional study be conducted to analyze the cost of providing a suitable education for pupils in the state of Kansas (Office of Revisor of Statutes, 2017). The study was conducted by the firm of Augenblick and Myers (A&M 2002). In the study, the ten quality performance accreditation standards for education had been removed from the Act and replaced with a statute requiring the State Board of Education to design and develop an accreditation system "based upon improvement in

performance that reflects high academic standards and is measurable" (K.S.A. 46-1225) (Office of Revisor of Statutes, 2017). These standards along with performance measures determined by the Legislative Educational Committee were the criteria in the evaluation of the level of school finance in the A&M study (Office of Revisor of Statutes, 2017).

At trial in *Montoy*, the district court found that several societal and legislative changes had occurred since the *U.S.D 229* decision, including demographic shifts of public school students, higher admission standards at postsecondary institutions, and legislative adjustments and modifications to several of the finance formula weightings over the years between the two cases (Office of Revisor of Statutes, 2017). In its order issued on December 2, 2003, the district court used the A&M study as its basis for determining the cost of a suitable education and also took into account the various changes in the Act since the U.S.D 229 decision (Office of Revisor of Statutes, 2017). The district court concluded that the state legislature had failed to "make suitable provisions for finance" of the educational interests of the state, but stayed its order, holding the Act unconstitutional until July 1, 2004, to give the legislative and executive branches an opportunity to shore up the constitutional infirmities in SDFQPA.

The 2004 legislative session saw no amendments to the Act addressing the constitutional deficiencies identified in the court's prior order. In May 2004, the court reviewed the case, the legislature's inaction, and concluded the state had failed to correct the identified constitutional infirmities, ordering the "use of all statutes related to the distribution of funds for public education, this time with the schools closed" (*Montoy I,* 2003, p. 11). In addition, the court directed plaintiffs to prepare an order of restraint which would prohibit any public official or public body that provided or expended money for public education from doing so (Office of

Revisor of Statutes, 2017). The order was to take effect on June 30, 2004, and violation of the order would be punishable by contempt (Office of Revisor of Statutes, 2017).

The Shawnee County District Court's order was stayed pending appeal, and on January 3, 2005, the Kansas Supreme Court issued its second ruling in the matter upholding the decision made by the district court (*Montoy II,* 2005). In its review of the evidence, the court considered the A&M study, and the Act's own definition of a "suitable education". The Kansas Supreme Court concluded that the legislature had failed to provide for the finance of a suitable education of Kansas students, specifically failing to provide a formula which could adequately fund school districts with high proportions of minority, at-risk, and special education students. The state's high court affirmed the district court's ruling, but again stayed the issuance of a mandate and gave the legislature until April 12, 2005 to correct the constitutional infirmity. The state supreme court retained jurisdiction in the case and stayed all orders at that time.

In response to the court's decision in *Montoy II*, the legislature enacted 2005 House Bill No. 2247 (HB 2247) and 2005 Senate Bill No. 43 (SB 43) which made changes to the base state aid per pupil (BSAPP), various weightings within the formula, as well as the limits for local option budgets (LOB) and capital outlay levies.

In June 2005, the Kansas Supreme Court began its analysis of the new legislative enactments noting that it was the state's burden to prove it had sufficiently addressed the concerns raised in the earlier ruling and had, in fact, provided a remedy that met the constitutional obligations of the legislature. The court first compared the amendments made by the legislature with the cost data generated in the A&M study. The court's conclusion was that the changes made to the BSAPP and the weightings fell short of providing the funding necessary

to ensure an adequate education for Kansas students. Additionally, the court concluded that without appropriate equalization measures in place, the property tax amendments to LOB and capital outlay could result in even greater wealth disparities amongst school districts (*Montoy III*, 2005).

Based on these conclusions, the state supreme court ruled that the legislature's appropriation of $142 million was not sufficient to bring the school finance system into compliance with Article 6, Section 6 of the Kansas Constitution. Pointing to the cost data generated in the A&M study, the court ordered the state to increase funding for schools to a level of at least $285 million above the prior year's level – giving them until July 1, 2005 to do so. Responding to the court's ruling, Governor Kathleen Sebelius called the legislature to a special session on June 22, 2005. Through June and July, the legislature worked out details, and passed Senate Bill No. 3 (SB 3), which added an additional $147 million and brought the combined total of increased funding to $289 million. On July 8, 2005, the court found that the legislature had complied with the earlier ruling and allowed the provisions of HB 2247, as modified by SB 3, to become effective for the 2005-2006 school year (Kansas Supreme Court order of July 8, 2005). Again, the court retained jurisdiction in the case to review future legislative action on the issue.

During the 2006 legislative session the Kansas Legislature enacted Senate Bill No. 549 (SB 549) in an attempt to meet constitutional obligations and comply with the state supreme court's order in *Montoy III*. SB 549 resulted in the allocation of an additional $466 million to K-12 education, but it also substantially modified the SDFQPA school funding formula. Specifically, SB 549 implemented a three-year funding scheme which included incremental increases to the BSAPP over a three-year period of time (SB 549). Additionally, SB 549 added new weightings within the formula for "high-density at-risk" and "non-proficient" students, and

it adjusted other weightings already in place, increasing funding for "at-risk" populations of students. Finally, SB 549 addressed the issue of local wealth disparities by revising LOB caps and the equalization formula, and articulating, that such funds were to be used for general education purposes (SB 549). While the changes following from SB 549 resulted in an increase in funding to K-12 education in the state of Kansas, the total amount allocated was still far short of the recommendations cited in the Legislative Post Audit (LPA) study commissioned by the legislature the year before (Jordan, 2012).

In May 2006, the state high court again reviewed the issues in the case and held a remedial hearing to examine the actions taken by the 2006 Legislature. In its subsequent opinion (*Montoy IV*, 2006), the court found that the legislature's enactment of SB 549 had "materially and fundamentally" changed the school funding formula for the state of Kansas. Due to extensive changes in the funding formula, the court asserted that the constitutionality of SB 549 was no longer an issue to be decided by the court at that time and, instead, it would focus its final opinion on whether the legislature was in compliance with the orders outlined in *Montoy III*. As to the issue of compliance, the court held that while the legislature could not ignore the LPA study, it was not required to implement the findings and conclusions of the study. By considering the cost conclusions of the study, and noting the complexities of funding public education, the court held that the legislature had substantially complied with its previous orders and dismissed the case.

Legislative Enactments Following Montoy

In 2008, the Kansas Legislature passed Senate Bill No. 531 (SB 531) which increased the BSAPP from $4,433 to $4,492. Just a year later, in 2009, the legislature recognized the BSAPP

might not be funded at the statutory amount, and in response, passed 2009 Senate Bill No. 84 (SB 84) to provide an alternative calculation for LOB authority, making the LOB of a school district contingent upon the state financial aid that a school district is entitled to receive, which is therein contingent upon the amount of BSAPP provided by the State (Office of Revisor of Statutes, 2017). Thus, SB 84 provided that if the BSAPP appropriated in a given year was below $4,433, the school district could still calculate its LOB authority based on a fictional BSAPP of $4,433, so as not to lose LOB authority and the local revenue that comes along with it (Office of Revisor of Statutes, 2017).

In 2011, the Kansas Legislature further passed Senate Bill No. 111 (SB 111) to give school districts more flexibility in spending cash reserves held in various school district funds. A financial analysis had shown that there were unencumbered balances in these funds in a number of school districts, but that the districts could not have spent any such money because of statutory restrictions (Office of Revisor of Statutes, 2017). SB 111 removed the restrictions for the 2011-2012 school year thereby giving schools greater flexibility in spending. The legislation was then extended in 2012 for the 2012-2013 school year, and again the following year (Office of Revisor of Statutes, 2017). But while the ability to spend cash reserves may have been hampered by statutory restrictions, it was actually indicative of a larger problem. The sheer need for school districts to utilize cash reserves came as part of the stark reality the nation and particularly the state of Kansas faced: a recession coupled with incessantly decreasing state participation in school funding. For many school districts, and certainly for the state itself, the recession had begun to negatively impact revenues, and ultimately, the state's ability to allocate money for public education through general state aid had suffered—both by external influence and by an increasingly conservative anti-education legislative contingent that sought only tax

reductions and budget cuts. The reduction in general state aid – most notably through reductions in the BSAPP – ultimately led to the filing of another pivotal lawsuit related to school funding in *Gannon v. State of Kansas* (Office of Revisor of Statutes, 2017).

Gannon v. State of Kansas

In January 2010, the *Montoy* plaintiffs filed a new motion with the Kansas Supreme Court requesting to reopen the case and once again examine whether the state was in compliance with the court's orders in *Montoy*. This was a response by plaintiffs to the reductions in the amount of BSAPP appropriated over the 2010 fiscal year and reductions in funding for capital outlay and LOB (Office of Revisor of Statutes, 2017). The Kansas Supreme Court denied that motion and what resulted was the filing of a new lawsuit: *Gannon v. State of Kansas* (2014) that would drag on for subsequent years.

The *Gannon* lawsuit was filed in November 2010 by various plaintiffs and contained several claims against the state, including an allegation that the state failed to provide a suitable education to all Kansas students thereby violating Article 6, Section 6 of the Kansas Constitution. Plaintiffs also charged that the state's failure to make capital outlay state aid payments created an inequitable and unconstitutional distribution of funds, and that plaintiffs were denied equal protection under both the Fourteenth Amendment to the U.S. Constitution, as well as Sections 1 and 2 of the Kansas Bill of Rights. Finally, plaintiffs claimed that the right to an education is fundamental under the Kansas Constitution and that failure by the state to provide suitable provisions for that education was a "substantive due process violation under Section 18 of the Kansas Constitution Bill of Rights" (*Gannon*, p.12).

First District Court Panel Decision

Adhering to legislation passed at the conclusion of *Montoy*, the Chief Judge of the Kansas Court of Appeals appointed a three-judge panel to oversee the case. In its decision, presented on January 11, 2013, the Panel rejected plaintiffs' claims regarding equal protection and substantive due process violations. However, the Panel held that both the withholding of capital outlay state aid payments and the proration of supplemental general state aid payments created unconstitutional wealth-based disparities among school districts. In the decision, the Panel also imposed several injunctions against the state requiring a BSAPP amount of $4,492, and tasking the state to fully fund the capital outlay state aid payments and LOB payments due to school districts (Office of Revisor of Statutes, 2017).

Both sides immediately challenged the decision. The state argued the constitutionality of the Panel's remedies contending it was, in fact, the state's duty to make suitable provision for finance of the educational interests of the state, not the Panel's. Plaintiffs pointed to the cost studies performed in the years leading up to the case, and argued that a BSAPP amount of $4,492 was far less than the amounts indicated in the studies. At the request of the state, a mediation session between the two parties was held in April 2013, but no resolutions were found (Office of Revisor of Statutes, 2017). In October 2013, oral arguments in the case began before of the Kansas Supreme Court (Office of Revisor of Statutes, 2017).

Kansas Supreme Court Decision – Gannon I

On March 7, 2014, the Kansas Supreme Court handed down its decision in the matter, reaffirming that Article 6 of the Kansas Constitution contains both an adequacy component as well as an equity component when determining whether the state has met its obligation to "make

suitable provision for finance of the educational interests of the state" (*Gannon I*) (Office of Revisor of Statutes, 2017).

In regard to adequacy, the Kansas Supreme Court specified that: "To determine compliance with the adequacy requirement in Article 6 of the Kansas Constitution, Kansas courts apply the test from *Rose v. Council for Better Educ., Inc*., (1989), which establishes minimal standards for providing an adequate education. More specifically, the adequacy requirement is met when the public education financing system provided by the state 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 and presently codified in K.S.A. 2013 Supp. 72-1127" (*Gannon I*, p. 2). The court remanded the case back to the three-judge panel with the task of applying the *Rose Capacities* adequacy test to the facts of the case and providing judgment based on their findings.

Looking at equity, then, the court's decision established a new test for determining compliance. The court declared that when determining compliance with the equity requirement in Article 6 of the Kansas Constitution, Kansas courts "do not require adherence to precise equality standards" (*Gannon I*, p. 3). Instead, school districts "must have reasonably equal access to substantially similar educational opportunity through similar tax effort" (*Gannon I*, p. 4). Applying this new equity test to existing funding levels for both capital outlay and supplemental general state aid (LOB), the court found both to be unconstitutional under the test (Office of Revisor of Statutes, 2017). With these findings in mind, the court directed the three-judge panel to enforce its prior equity ruling and offered guidance to the Panel on how to carry out their enforcement (Office of Revisor of Statutes, 2017).

On May 1, 2014, the Kansas Legislature passed HB 2506 in response to the state supreme court's decision. The bill served two purposes as it pertained to the issues of adequacy and equity. First, the bill codified the *Rose* standards in K.S.A. 72-1127, establishing the educational capacities that each child should attain from the subjects and areas of the instruction outlined by the Kansas State Board of Education, and providing in law, the measures for which future courts would determine compliance regarding adequacy (Office of Revisor of Statutes, 2017). Second, the bill appropriated an additional $109.3 million to school districts across the state for supplemental general state aid (LOB) and transferred an additional $25.2 million from the state general fund to the capital outlay fund (Office of Revisor of Statutes, 2017).

In a hearing on June 11, 2014, the Panel determined that HB 2506 had fully funded capital outlay state aid, as well as the supplemental general state aid (LOB) as described in their earlier order, and determined the state had complied with the Kansas Supreme Court's equity judgment (Office of Revisor of Statutes, 2017). While the state was in compliance, the Panel did not immediately dismiss the equity issue. Rather, it ruled that no further action was necessary on the part of the legislature at that time (Office of Revisor of Statutes, 2017).

Second District Court Panel Decision

On December 30, 2014, still tasked with jurisdiction over the case, the three-judge panel offered its second significant opinion in the case. In its decision, the Panel affirmed its prior ruling regarding equity and held that the state substantially complied with its obligation to fund capital outlay state aid and the supplemental general (LOB) state aid (Office of Revisor of Statutes, 2017). However, looking at the broader concerns outlined by plaintiffs in the case, and considering funding levels as they related to the *Rose* standards, the Panel concluded funding

levels were constitutionally inadequate, stating, "We find the Kansas public education financing system provided by the legislature for grades K-12 – through structure and implementation - is not presently reasonably calculated to have all Kansas public education students meet or exceed the Rose factors" (*Shawnee Co. Dist. Ct.*, 2014, pp. 114-115).

Concluding that funding levels were constitutionally inadequate, the Panel went on to make several findings. First, the Panel found that although the *Rose* standards were not articulated in law prior to HB 2506, they had been implicitly known and recognized by the Kansas judiciary, as well as those conducting the cost studies by which the Panel based its decision (Office of Revisor of Statutes, 2017). Second, as the Panel looked at the figures of the cost study, and adjusted for inflation, they found the BSAPP amount at the time, of $3,852, was far below what it should be and, consequently, was inadequate by constitutional standards. The Panel also found that gaps in student performance existed under the funding levels of the time, and those gaps would likely continue, or even increase, due to inadequate funding. The Panel also argued that the truest measure of adequacy regarding school funding could not include federal funding, retirement monies (KPERS), capital outlay, bond and interest funding, and LOB funding, as these items were not consistent across all districts under the current school finance formula – SDFQPA.

Ultimately, the Panel's opinion did not offer any direct orders to either party in the case but did provide two suggestions for how adequate funding could be achieved (Office of Revisor of Statutes, 2017). First, the Panel stated, "Our charting would indicate that a BSAPP near $4,654 could be appropriate, but only so if it was also accompanied by selective and relevant upward changes in weightings such as to meet the obvious needs of the Plaintiffs" (*Gannon I,* p. 103). Along with the adjustments in selected weightings, a BSAPP of $4,654 could only be

constitutional if it also included an LOB funding scheme which included both a minimum – "floor" – for the local tax levy and a "fail-safe" funding mechanism (Office of Revisor of Statutes, 2017, p. 5). An alternative that the Panel proposed was a BSAPP amount of $4,890. In the Panel's opinion, a BSAPP of that amount could be constitutionally adequate, but only if the LOB were to remain strictly discretionary (Office of Revisor of Statutes, 2017, p. 5).

As the Panel concluded its decision and associated findings, it also retained jurisdiction in the case to review the legislature's subsequent actions at a later date.

Legislative Action – CLASS Act

On March 16, 2015, the Kansas Legislature passed *2015 House Substitute for Senate Bill No. 7* (SB 7), which was signed by Governor Brownback and became law on April 2, 2015. The bill created the *Classroom Learning Assuring Student Success (CLASS) Act* which appropriated funds to the Kansas State Department of Education for fiscal years 2015, 2016, and 2017 in the form of "block grants" to the state's school districts. Additionally, the bill repealed the state's two-decades old school finance formula – the *School District Finance and Quality Performance Act (SDFQPA).*

In the new CLASS law, the block grants were calculated to include: (1) general state aid school districts were entitled to receive for school year 2014- 2015, as adjusted by virtual school aid calculations and a 0.4 percent reduction for an "Extraordinary Need Fund" to be administered by the State Finance Council; (2) supplemental general state aid and capital outlay state aid as adjusted in 2014 - 2015; (3) virtual state aid as recalculated for fiscal years 2016 and 2017; (4) amounts attributable to the tax proceeds collected by school districts for the ancillary school facilities tax levy, the cost of living tax levy, and the declining enrollment tax levy; and (5)

Kansas Public Employees Retirement System (KPERS) employer obligations, as certified by KPERS (Kansas Legislative Research Department, July 15, 2015).

The Kansas Legislature amended the supplemental general state aid (LOB) formula and capital outlay state aid formula in SB 7 and applied the amended formulas to the 2014-2015 school year. The LOB formula was amended so that state aid would still be distributed to districts with an assessed valuation per pupil (AVPP) under the 81.2 percentile with eligible districts being divided into quintiles based on each district's AVPP (Office of Revisor of Statutes, 2017). Using the formula in this manner, and dividing districts this way, districts in the lowest quintile would receive the most aid and, as the wealth of the districts and their associated quintile increased, they would receive less aid. In the bill, the capital outlay state aid formula was also amended. In the case of capital outlay, the district with the lowest property wealth would receive 75% of district's capital outlay levy amount. From there, the state aid percentage – the amount allocated by the state to the district – would then decrease by 1 percent for each $1,000 increase in AVPP above the lowest district in the state (Office of Revisor of Statutes, 2017).

On March 26, 2015, plaintiffs in *Gannon* filed a motion for declaratory judgment and injunctive relief asking the three-judge panel to hold SB 7 unconstitutional, later filing a reply to the Kansas Supreme Court notifying them of the motion and requesting the court to remand the issue back to the Panel for resolution (Office of Revisor of Statutes, 2017). On April 30, 2015, the court issued an order giving the Panel jurisdiction to resolve all post-trial matters in *Gannon I*, including plaintiffs' motion to alter judgment regarding equity, as well as plaintiffs' motion to declare SB 7 unconstitutional. A hearing was scheduled and testimony in the case was given on May 7-8, 2015 before the Panel (Office of Revisor of Statutes, 2017).

Third District Court Panel Decision

On June 26, 2015, the Panel issued its *Memorandum Opinion and Order and Entry of Judgment* (*Shawnee Co. Dist. Ct*, 2015) regarding plaintiffs' motions to alter or amend the Panel's initial December 30, 2014 findings, and the subsequent motion by plaintiffs asking for declaratory judgment finding SB 7 unconstitutional. In its opinion, the Panel examined whether SB 7 provided constitutionally adequate funding as it related to the *Rose s*tandards, and it also examined whether the amendments made in SB 7 – related to capital outlay and supplemental general state aid – were constitutionally equitable by the test of "reasonably equal access to substantially similar educational opportunity" (Office Revisor of Statutes, July 9, 2015, p. 1). The Panel held that, "2015 House Substitute for SB 7 violates Art. 6, Section 6 of the Kansas Constitution, both in regard to its adequacy of funding and in its change of, and in its embedding of, inequities in the provision of capital outlay state aid and supplemental general state aid" (*Shawnee Co. Dist. Ct.*, 2015*,* p. 6).

Regarding the question of adequacy specifically, the Panel found that SB 7 (CLASS Act) was in violation of Article 6, Section 6 of the Kansas Constitution for its failure to provide a constitutionally adequate level of funding to schools which would allow all K-12 students of Kansas to meet or exceed the established *Rose Factors*. The Panel reiterated its earlier finding stating that, "Adequacy of K-12 funding through FY2015 was wholly constitutionally inadequate" (p. 54, 2015). Since SB 7 fixed already inadequate levels across two more fiscal years – 2016 and 2017 – the Panel reasoned that SB 7 "also stands, unquestionably, and unequivocally, as constitutionally inadequate in its funding as well" (p. 55). Furthermore, the Panel noted that by fixing the levels of funding over the three-year period described in the bill, the associated block grant funding did not accommodate ordinary changes in the number and

demographics of the K-12 student population across the state and within individual school districts, thus raising another concern for equity as well (Kansas Legislative Research Department, June 29, 2015).

Regarding equity, the Panel referred to the Kansas Supreme Court's March 2014 opinion finding that, while the Kansas Legislature's initial efforts to cure inequities in capital outlay and supplemental general state aid (LOB) funding were in compliance with the state supreme court's opinion, the legislature's later actions – i.e., the passage of SB 7 and associated block grants – were not. With that in mind, the panel withdrew its previous finding of 'substantial compliance' with the state supreme court's judgment, noting that no curative actions on the part of the legislature had occurred during the 2015 Legislative Session, and consequently, reopened equity compliance issues (Kansas Legislative Research Department, June 29, 2015). The Panel also held that the supplemental general state aid (LOB) and capital outlay state aid sections of SB 7 were in violation of the incorporated equity principles of Article 6, Section 6(b) of the Kansas Constitution because they did not produce "reasonably equal access to substantially similar educational opportunity through similar tax effort" (*Shawnee Co. Dist. Ct.*, 2015, p. 49).

The Panel issued a temporary order requiring "any distribution of general state aid to any unified school district be based on the weighted student count in the current school year in which a distribution is to be made" (*Shawnee Co. Dist. Ct.*, 2015, pp. 57-58) (Office of Revisor of Statutes, 2017). Finally, in the opinion, the Panel outlined and stayed an order striking certain provisions of SB 7 and requiring distribution of funds pursuant to the Act, as it existed prior to January 1, 2015 (Office of Revisor of Statutes, 2017). The stay allowed the legislature additional time to make adjustments to meet its constitutional obligations, but the Panel also stated that the

stay would be lifted should any remedies or orders outlined in the opinion fail in implementation (Office of the Revisor of Statutes, 2017).

Kansas Supreme Court Decision – Gannon II

Immediately, the state filed a motion to stay the operation and enforcement of the Panel's opinion and appealed the case to the Kansas Supreme Court. On June 30, 2015, the Court granted the state's motion and began review of the case. On July 24, 2015, the court recognized that the equity and adequacy issues were in different stages of litigation and bifurcated the case, requiring both parties to brief and argue the case separately beginning with equity, with adequacy to follow at a later time. Beginning on November 6, 2015, the court heard oral arguments regarding equity, and on February 11, 2016, released the *Gannon II* (2016) equity opinion.

In *Gannon II*, the court held that the operation of capital outlay state aid and supplemental general state aid (LOB) under the CLASS Act created "unconstitutional wealth-based disparities among school districts" (*Gannon II,* p. 44). The court further argued, that since SB 7 froze funding in fiscal years 2016 and 2017, the same unconstitutional inequities would carry forward into those fiscal years as well. With that in mind, the legislature was given until June 30, 2016 to pass remedial legislation and demonstrate to the court the curative impacts the new legislation had on the unconstitutional inequities found (Office of Revisor of Statutes, 2017). Rather than send the case back to the Panel, like the court had done in *Gannon I*, the court retained jurisdiction in the case through June 30, 2016, to review any remedial action taken by the legislature. Additionally, the court stayed the adequacy portion of the appeal until further notice by the court.

Kansas Supreme Court Decision – Gannon III

In response to *Gannon II*, the Kansas Legislature passed 2016 Senate Substitute for House Bill No. 2655 (HB 2655), reinstating the capital outlay state aid formula as it existed prior to the CLASS Act – a formula the court had indicated in *Gannon I* would be held as constitutional (2016 Senate Substitute for House Bill No. 2655). HB 2655 also amended the supplemental general state aid formula to include the same equalization formula that was used for calculating capital outlay state aid. While some districts would benefit from the new calculations, there were several districts in the state that would receive less aid as a result. Consequently, HB 2655 also created a "hold harmless" provision for districts who stood to lose money under the new calculations.

On April 6, 2016, Kansas Governor Brownback signed HB 2655 into law, and the State filed a *Notice of Legislative Cure* the following day. On May 20, 2016, the Kansas Supreme Court heard oral arguments on whether the new bill, HB 2655, cured the "unconstitutional inequities" identified in *Gannon II*. One week later, the court rendered its opinion in the matter, and on May 27, 2016, delivered its decision in *Gannon III* (2016).

The court held that HB 2655 had, in fact, cured the capital outlay inequities by reinstating the formula that was utilized by the state prior to the enactment of the CLASS Act. However, the court contended that the legislature's action in HB 2655 failed to cure the inequities in the supplemental general state aid calculations. Despite the hold harmless provision in the bill, along with the extraordinary need fund provided under the CLASS Act, the court found that the equity disparities between property-rich and property-poor school districts had not been alleviated, but rather, exacerbated (Office of the Revisor of Statutes, 2017). According to the court, the

existence of such inequities and disparities renders the supplemental general state aid portions of the CLASS Act unconstitutional, as they continue to violate the obligations of the state under Article 6 of the Kansas State Constitution. While the court could have severed the LOB funding provision from the CLASS Act and potentially addressed it separately, the court stated that severing the provisions from the CLASS Act would do "violence to the legislative intent" of the Act itself (*Gannon III*, p. 43). Considering the CLASS Act in its entirety, the court held that HB 2655 was void, and the entire school finance system under the CLASS Act, was unconstitutional (Office of the Revisor of Statutes, 2017).

Again, the court retained jurisdiction over the equity portion of the case but stayed its mandate that the school finance system was unconstitutional, reiterating that the legislature had until June 30, 2016 to enact a remedy which would bring the state in compliance with the equity standard under Article 6 of the Kansas Constitution. Failure by the legislature to do so would result in lifting of the court's stay and issuance of an order holding the entire school finance system unconstitutional, thereby closing schools across the state of Kansas.

Special Session

Responding to the *Gannon III* decision, Governor Sam Brownback again called the state legislature into a special session on June 23, 2016. Over the next two days, the legislature passed Substitute for HB 2001 (HB 2001) which reinstated the supplemental general state aid formula as it had existed prior to the enactment of the CLASS Act (Special Session 2016 Substitute for House Bill No. 2001, Section 2 [HB 2001]). On June 27, 2016, both parties filed a joint stipulation of constitutionally equitable compliance with the Kansas Supreme Court by which both parties agreed that HB 2001 satisfied the equity component of Article 6 (*Joint Stipulation of*

Constitutionally Equitable Compliance, 2016). The following day, on June 28, 2016 the court issued its finding that HB 2001 did, in fact, comply with the equity requirements of Article 6, confirming that the equity issues which were on appeal had been resolved. However, the court did not formally dismiss the equity portion of the case at that time.

Kansas Supreme Court Decision – Gannon IV

On July 6, 2016, the Kansas Supreme Court issued an order setting the date for oral arguments related to the adequacy component of the CLASS Act and related school finance system. On September 21, 2016, the parties appeared before the court for oral arguments related to the matter.

On March 2, 2017 the court issued its decision on the adequacy component of the CLASS Act in *Gannon IV* (2017). In the decision, the court held that the CLASS Act funded public schools in Kansas at a constitutionally inadequate level. The court determined that the CLASS Act was unconstitutional because it did not meet the structure nor implementation requirements of the adequacy test outlined in *Gannon I* and codified in K.S.A. 2013 Supp. 72-1127.

When reviewing the implementation of the CLASS Act, the state high court examined the inputs to the K-12 educational system (i.e., the costs and funding sources of providing an adequate system), as well as the outputs from the system (various student achievement measures). Though affirming the Panel's conclusion that the CLASS Act was unconstitutional, the court stayed all orders to give the legislature the opportunity to enact a new school finance system prior to June 30, 2017, when the CLASS Act was set to expire. The Kansas high court contended that the state must demonstrate that any new school financing system must be "reasonably calculated to address the constitutional violations" (*Gannon IV*, p. 9) of the adequacy

requirement while also satisfying the equity requirement. If a constitutional school finance system were not enacted by that date, then the court would lift its stay and issue an order holding the entire school finance system unconstitutional.

Kansas Supreme Court Decision – Gannon V

On June 5, 2017, in advance of the expiration of CLASS, the Kansas Legislature passed *2017 Senate Bill No. 19* (SB 19) which included the creation of the *Kansas School Equity and Enhancement Act* (KSEEA, K.S.A. 2017 Supp. 72-5131). The bill was signed into law by Governor Brownback on June 15, 2017 and largely replicated SDFQPA – basing school funding on a district's enrollment and using weightings to adjust for the wide range of student needs (i.e. special education, bilingual, transportation). Ultimately, this new formula, and the allotment of dollars associated with it, attempted to address the concerns outlined in *Gannon IV* by increasing overall funding to school districts and setting in place structures requiring districts to funnel more money toward underperforming at-risk students (Office of Revisor of Statutes, October 12, 2017). Under KSEEA, the state resumed providing state foundation aid (SFA) to school districts by multiplying the base aid for student excellence (BASE) by the adjusted enrollment of the district and then deducting the local foundation aid (LFA) for that district (Kansas Legislative Research Department, 2017). In this new formula, BASE was set at $4,006 for the 2017-18 school year with an increase to $4,128 for the 2018-19 school year. Each year thereafter, the BASE would be adjusted according to the average percentage increase in the consumer price index (CPI) for the Midwest region during the three immediately preceding school years (Kansas Legislative Research Department, 2017). To determine a district's adjusted enrollment, the new formula added the weighted enrollments for (a) at-risk students, (b) declining enrollment, (c) high-density at-risk students, (d) bilingual, (e) low enrollment, (f) high enrollment, (g) new

school facilities, (h) ancillary school facilities, (i) cost of living, (j) special education and related services, (k) career technical education, and (l) transportation to the enrollment of the district (Kansas Legislative Research Department, 2017). Like SDFQPA, KSEEA also allowed districts to adopt a local option budget (LOB). Under this new formula, LOB was capped at 33% of the BASE – higher than the 30% authorized under SDFQPA – but beginning in school year 2019-2020, any district adopting an LOB in excess of 30% would be subject to protest petition (Kansas Legislative Research Department, 2017). Finally, in terms of capital outlay, the legislature largely kept in place the same provisions found in SDFQPA, but expanded the use of capital outlay funds to include property and casualty insurance and utility expenses.

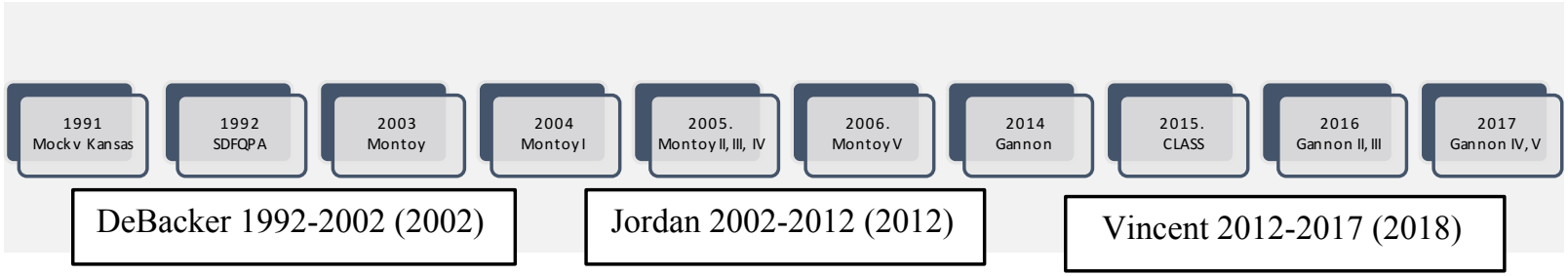
On July 18, 2017, the Kansas Supreme Court heard oral arguments in the case regarding the constitutionality of this newest attempt to resolve adequacy and equity concerns of school funding in the state. On October 2, 2017, the court issued its fifth decision in *Gannon V* (2017), and while the court conceded that SB 19, and the associated KSEEA formula, "arguably made positive strides", the state had failed, once again, to provide a "public education financing system that could be reasonably calculated to have all Kansas public education students meet or exceed the standards set out in Rose" (i.e. adequacy) and additionally, through its structures and implementation, had failed to provide school districts in Kansas with "reasonably equal access to substantially similar educational opportunity through similar tax effort" (i.e. equity) (*Gannon V*, p. 4). As had been the case each time before, the court again stayed its mandate in order to provide the legislature time to remedy the law's shortcomings. And, as had been the case each time before, Kansans were left wondering whether a true resolution would ever be found and whether the state legislature would ever have the courage to fund its schools in a manner, and at the levels necessary, to truly lay this case to rest.

Summary

The struggle to devise a school finance formula in the state of Kansas which will provide an education for all pupils in an adequate and equitable manner has been a daunting historical journey, one that has been filled with contention, political tinkering, and consistent unrest. While SDFQPA was designed to address the shortcomings of SDEA and with the intent to provide adequate funding for equalized educational opportunities for all Kansas children, its near quarter-century legacy could not withstand the pressures it faced across this changing landscape of Kansas politics, legal debate, and the advancing challenges and ongoing needs of P-12 students across the state. Under CLASS, which fixed in place block grants, no progress seemed to be made and even appeared to substantially regress. Political unrest persists, and legal debate continues. In terms of policy, it is evident that a great deal of work remains to be done in order to solve this dilemma. Yet, while the funding of schools remains in limbo, each day, students in Kansas arrive at school. With this in mind, it seems vital, now more than ever, to examine the impact and consequences of these drastic changes to school funding in an effort to glean insights for future policy makers as they seek to resolve this matter and establish a formula which lives up to the realities of this new day in education.

This study follows a data trend line across selected state aid formula years, drawing connections between select variables and funding mechanisms – all for the purpose of advising a better informed new state aid formula for the future. As shown in Figure 2.1 (p. 58), and evidenced by the continuous litigation across the historical narrative of Kansas, school funding struggles are not new to the state and much can be learned through the longitudinal lens furthered by this study.

Figure 2.1 - Current Continuous Kansas School Finance Litigation Study Timeline



Chapter 3 - Study Design

Research Design and Research Questions

Since school finance is at the forefront of Kansas legislative issues, and since it has been the unending task of the state legislature to develop a school funding formula which provides equal access to an adequate education for all public elementary and secondary pupils, it seems prudent now more than ever to examine selected trends across the history of Kansas school funding to glean insights for future policy development and implementation. With this in mind, this study provides an extension of two earlier studies and further extends the analysis of three funding schemes under which the state of Kansas has operated under for nearly half a century – SDEA of 1973, SDFQPA of 1992, and CLASS of 2015, with particular emphasis on the latter two eras. This chapter describes the research design used to conduct this descriptive study.

The present study utilizes the basic framework advanced by DeBacker (2002) and Jordan (2012) to establish a longitudinal perspective on school funding during the recent history of the state of Kansas. Such an approach allows this study to pose the underlying dominant questions of whether school districts' fortunes waxed or waned during the time frame 2001 – 2016; what impact each funding scheme had on school districts within the state; and ultimately, what trends emerged under the three different state aid formulas, paying closest attention to CLASS, in order to gain insights and inferences for future funding schemes. As presented earlier in Chapter 1, the broad policy questions that framed the two previous studies were adopted, adapted, and extended for this present study as well. Synopsized, these questions ask:

1. What were the major findings by DeBacker and Jordan?

2. What funding trends were evident in Kansas schools during the old SDEA period 1973-1992?
3. What funding trends were evident in Kansas schools during the early SDEA/ SDFQPA period 1993-2001?
4. What funding trends were evident in Kansas schools during the sustained SDFQPA period 2001-2014?
5. What funding trends were evident in Kansas schools during the CLASS period, more specifically:
    a. What effect, if any, did enactment of the CLASS funding formula have on the fiscal experience during 2011-2016 in high wealth, average wealth, and low wealth school districts?
    b. What effect, if any, did enactment of the CLASS funding formula have on the provision of educational services during 2011-2016 in high wealth, average wealth, and low wealth school districts?
6. What broad trends and conclusions can be drawn across all three state aid formulas (SDEA, SDFQPA, and CLASS) that would advise and/or warn in relation to the new state aid plan known as SEEA?

In order to gain a deeper understanding about Kansas school districts today, the broad policy questions outlined above were evaluated using the following sub-questions:

1. What were the financial impacts of legislative enactment of CLASS on high wealth school districts in the specific areas of general fund, supplemental general fund (LOB), capital outlay, and bond and interest from 2011 – 2016?

2. What were the financial impacts of legislative enactment of CLASS on average wealth school districts in the specific areas of general fund, supplemental general fund (LOB), and capital outlay, and bond and interest from 2011 – 2016?
3. What were the financial impacts of legislative enactment of CLASS on low wealth school districts in the specific areas of general fund, supplemental general fund (LOB), and capital outlay, and bond and interest from 2011 – 2016?
4. What were the practical impacts on high wealth school districts of legislative enactment of CLASS on school facility construction and renovation projects?
5. What were the practical impacts on average wealth school districts of legislative enactment of CLASS on school facility construction and renovation projects?
6. What were the practical impacts on low wealth school districts of legislative enactment of CLASS on school facility construction and renovation projects?
7. What were the practical impacts on high wealth school districts of legislative enactment of CLASS on educational services as expressed in pupil-staff ratios, teacher salaries, graduation rates, drop-out rates, and state assessment results?
8. What were the practical impacts on average wealth school districts of legislative enactment of CLASS on educational services as expressed in pupil-staff ratios, teacher salaries, graduation rates, drop-out rates, and state assessment results?
9. What were the practical impacts on low wealth school districts of legislative enactment of CLASS on educational services as expressed in pupil-staff ratios, teacher salaries, graduation rates, drop-out rates, and state assessment results?
10. What trends and observations may be drawn from this analysis over time, more specifically:

a. In which direction does a line graph on general fund run under CLASS compared to SDFQPA?
b. In which direction does a line graph on supplemental general fund (LOB) run under CLASS compared to SDFQPA?
c. In which direction does a line graph on capital outlay fund run under CLASS compared to SDFQPA?
d. In which direction does a line graph on bonded indebtedness run under CLASS compared to SDFQPA?
e. In which direction does a line graph on facility construction and renovation run under CLASS compared to SDFQPA?
f. In which direction does a line graph on educational services run under CLASS compared to SDFQPA?

11. What observations and conclusions about Kansas education funding are expressed by Kansas superintendents?

Methodology and Setting up the Study

Because this study extended the longitudinal view of Kansas school funding begun by DeBacker (2002) and Jordan (2012), it was necessary to retain the same research design in order to establish and extend the baseline. Consequently, this present study repeated the same measures contained in those two respective studies for the years 2001 and 2011, and additionally extended their work to include data from the years 2014 and 2016. Both prior studies used the basic framework of decile analysis, a schema first utilized by Thompson in a judicial proceeding approved by the trial court of *Bezdichek v. State of South Dakota* (1993) and validated in

subsequent litigations in other states. As in all research, it is acknowledged that different methodological frameworks might have yielded different results.

For this current study, this procedure ranked all 286 Kansas school districts from wealthiest to poorest based on their 2001 assessed valuation per pupil (AVPP), and then again for the respective years of 2011, 2014, and 2016, and assigned them to 10 separate deciles – each representing 10% of the school districts in the state of Kansas (roughly 28 individual districts per decile). The top decile (Decile 10) consisted of school districts considered to be the wealthiest in 2001, and the lowest decile (Decile 1) consisted of school districts considered to be the poorest in 2001. The remaining deciles (Deciles 2, 3, 4, 5, 6, 7, 8, and 9) represented school districts falling within the two extremes – each individually representing 10% of the total school districts and collectively making up the remaining 80%.

Since the purpose of this study was to examine general categories of high, average, and low wealth school districts and not individual school districts as the object of analysis, the researcher made the determination (as was the earlier case with DeBacker [2002] and Jordan [2012]) to limit the extended analysis to a representative sample that included only those school districts in Deciles 1, 5, 6, and 10, with Deciles 5 and 6 selected to represent the 20% of school districts in the middle of the wealth spectrum (i.e. average wealth) in 2001. This step was used to create a longitudinal wealth line graph expressing the years 2001 – 2016 and was the basis for all other analysis and observation.

Baseline wealth data were then paired with other fiscal and performance data for each respective district within the identified representative deciles (Deciles 1, 5, 6, and 10), so that a 'taxable wealth and educational performance profile' was generated for 2001, 2011, 2014, and

2016. This allowed examination of trends and changes by wealth-based deciles and construction of time-based line graphs for the following variables:

1.) Fiscal variables:
    a. Enrollment
    b. General fund and supplemental general fund amounts per pupil
    c. Capital outlay fund per pupil
    d. Bond and interest fund per pupil
    e. Number of certified employees per pupil
    f. Average teacher salaries
2.) Pupil performance variables:
    a. Graduation rates
    b. Dropout rates
    c. State reading and math assessment results (percentage of students tested who met or exceeded established benchmarks).

Because survey and interview data and time were anticipated to be extensive, the researcher made the determination to further limit participation to the 112 districts contained in Deciles 1, 5, 6, and 10 and to restrict survey data to 20 districts and interview data to 10 districts—all drawn from the target Deciles 1, 5, 6, and 10. This was consistent with the earlier studies by DeBacker (2002) and Jordan (2012). Ultimately, the study's structure is seen by visual representation as contained in appendixes as follows:

1. Appendix A contains the initial population of school districts by decile array.

2. Appendix B contains the population of school districts contained in the target Deciles 1, 5, 6, and 10.

3. Appendix C contains the identification of the final sample school districts in the target deciles and the 10 districts identified for survey and interview follow-up.

4. Appendix D contains the university approval form authorizing research involving human subjects.

5. Appendix E contains the letter sent to the school districts in the target deciles requesting participation in the study.

6. Appendix F contains the follow-up letter sent to initial non-respondent school districts in the target deciles.

7. Appendix G contains the informed consent form sent to school districts in the target deciles.

8. Appendix H contains the survey instrument utilized with participant target school districts.

9. Appendix I contains the interview protocol utilized with participant target school districts.

10. Appendix J contains the static fiscal and pupil performance data for Deciles 1, 5, 6, and 10 as utilized in this study.

11. Appendix K contains the survey data collected from target school districts.

12. Appendix L contains the themes and perceptions from interviews conducted in target school districts.

The net sum of Appendixes A-L is that treatment of fiscal and static program data will be descriptive and narrative for the purpose of constructing and recounting for policymaking purposes. More specifically, data tables and graphs will be created through alignment and reporting, with statistical analysis confined to calculating means, medians, percentages, and percentage changes since the purpose is to construct a narrative for policymakers and other end users interested in implications for practice.

The data analysis performed on Appendix J will be followed by superintendent or designee interviews based on a sample of high wealth, average wealth, and low wealth school districts from those same representative deciles (1, 5, 6, and 10) in order to gain deeper insight regarding the impact that the CLASS funding formula's changes may have had at the local level. More specifically, selected school district leaders will be interviewed on the fiscal and pupil performance variables listed above, along with additional topics of effects on: (1) new building projects, (2) closure of buildings, (3) combining of buildings, (4) curriculum offerings at the secondary level, and (5) updating of technology. Opportunity will be provided to further engage open-ended exploration of heretofore unidentified effects of state aid formula operation. Treatment of interview data will be by the researcher using a professional judgment model to review all data gathered to answer the overarching question driving this present study: i.e., what broad trends and conclusions can be drawn across all three state aid formulas (SDEA, SDFQPA, with emphasis on CLASS) that would assist and/or warn in relation to the new SEEA state aid plan?

Analysis of Data

Data will be collected from static fiscal and pupil performance databases at the Kansas State Department of Education and from superintendent surveys and interviews conducted among the sample of school districts participating in this study. As was done in the prior studies by DeBacker (2002) and Jordan (2012), data in this present study will be analyzed by examining factual results and making professional observations based on: (a) visually-evident positive / negative/neutral trends across 2001 – 2016, paying closest attention to the years under CLASS; (b) calculating and reporting positive/negative changes in values on each individual variable whenever worthy; (c) factual and subjective observation by decile of observable trend data; and (d) researcher observation and judgment gained from survey and interview data. Any notably apparent trends will be considered for exploratory correlation analysis in order to recommend additional research beyond this study.

Summary

Since this present study extends the work by DeBacker (2002) and Jordan (2012) and examines trends across the three funding schema (SDEA, SDFQPA, and CLASS), the researcher will review all data in a manner similar to the studies which preceded this work. In doing so, the researcher in this study will review all data to: (a) estimate by factual report and professional judgment whether school districts' fiscal and pupil performance profiles improved or worsened over the time period 2001 - 2016, (b) estimate whether changes in fiscal and pupil performance profiles over time appear to be impermissibly wealth-based, and (c) draw policy conclusions based on a professional judgment model regarding the direction and magnitude of any observed patterns in fiscal variables and pupil performance data.

By examining the time periods of 2001 – 2016 and intentionally including snapshots in time from DeBacker's work (2002) and Jordan's work (2012) this present study seeks to generate narrative and graphical profiles for the districts represented in this study for the explicit purpose of identifying what impact CLASS had on representative low, average, and high wealth school districts in Kansas for years 2014 and 2016.

It is the hope of this study that state and local policy-makers may utilize the data and findings generated from this examination to inform decisions and actions as they seek to create a school funding formula which is constitutionally adequate and equitable for the students of Kansas.

Chapter 4 - Presentation of Data

Introduction

This chapter provides a narrative and graphical profile of selected impacts of state school aid formula changes in Kansas from 2001 to 2016, with emphasis on the CLASS Act of 2015. When considered along with the prior studies of DeBacker (2002) and Jordan (2012), this study gives insight to the impacts felt by Kansas school districts from 1992 through 2016.

In this study, data were analyzed and presented for Deciles 1, 5, 6, and 10 in order to gain a representative analysis of wealth-based groupings in the state. The analysis provided answers to the research questions posed in Chapter 3 (pg. 59 – 61). Consequently, this chapter presents data in the following manner:

1. A brief discussion and analysis of how school districts' assessed valuations per pupil impacted the decile ranks of 112 sample school districts from 2001 to 2016, along with graphical representation of data demonstrating how districts shifted up, down, or stayed within the same decile group
2. A discussion of findings, presented in relation to the fiscal and pupil performance variables shown in each heading
3. A summary section, in which each research question is addressed based on data analysis.

Fiscal Variable Analysis

Results of Decile Ranking of Assessed Valuation Per Pupil Analysis

Assessed valuation played a critical role in each of the school funding formulas utilized by the state of Kansas over the years of this study, as assessed valuation determined the funding levels generated through mill levies. Consistent with the studies preceding this work, this current study took each school district's assessed valuation and divided it by the total enrollment (i.e. head count) to generate each district's assessed valuation per pupil (AVPP); thereby providing an indicator of the funding potential per pupil for each district in Kansas from the years 2001 to 2016.

AVPP was utilized to rank all Kansas school districts from wealthiest to poorest (i.e. high funding potential per pupil to low funding potential per pupil). Figure 4.1 (pg. 74) visually displays the ranking of all Kansas school districts based on the 2001 assessed valuation per pupil (AVPP). The resulting array allowed districts to be divided into ten equal groups (i.e. deciles) for further study. Figure 4.2 (pg. 75) visually displays the deciles and districts which were identified. The wealthiest 10% of school districts were represented in Decile 10; the poorest 10% of school districts were represented in Decile 1; while Deciles 5 and 6 represented 20% of average-wealth school districts (10% in Decile 5 and 10% in Decile 6).

Organizing districts in this manner allowed the researcher to examine changes from 2001 to 2016 across multiple fiscal and student performance variables and across representative wealth categories. The first of these layers was the shift in AVPP during the years 2001 to 2016. It is well known that as local populations grow or decline causing students to move in and out of districts and as local property values increase or decrease, AVPP is directly impacted. With this in mind, the researcher examined trends in AVPP from 2001 to 2016 to see how decile rank for

the 112 identified districts changed over the time period. Figure 4.3 (pg. 76) visually displays the 2016 array of the 112 school districts. Figure 4.4 (pg. 77) provides a deeper look at the changes to each decile group.

More particularly, Decile 10 (the wealthiest 10% of school districts), saw the least change in decile rank due to changes in AVPP from 2001 to 2016, with 17 of the original 28 districts remaining in Decile 10. The next decile seeing the least amount of change was Decile 1 (the poorest 10% of school districts) which saw 16 of the original 28 districts remain in Decile 1. Decile 5 saw the largest number of districts move to a new decile, with 22 of the original 28 districts shifting to a new decile rank. Additionally, Decile 5 (an average wealth group) saw the largest number of districts increase in decile rank, seeing 13 out of 28 districts increase by at least one decile rank. Decile 6 (also an average wealth group) saw the largest number of districts decrease in decile rank, with 13 of the original 28 districts decreasing by at least one decile.

Interpreting these results in total, 46 of the original 112 districts remained in their original deciles, demonstrating little change in funding potential over the years studied. Further, regarding districts which moved only a single decile – 15 districts shifted up by one decile and 18 districts shifted down by one decile – the data indicate that 79 of the 112 districts in Kansas saw relatively little change in funding potential over the 15 years examined in this study. This was interesting, considering perceptual data (examined later) which indicated that changing populations and student needs resulted in ever-increasing challenges for district leaders, even for those districts that maintained relatively stable funding potential over the time period. For the remaining 33 school districts, the same was not true. In these cases, each district moved up or down at least two decile ranks and, as a group, saw increases and decreases range from +5 to -8 deciles. These more substantial shifts in decile rank indicated significant change in local funding

potential for those districts, marking meaningful shifts in local property values and/or student enrollment.

Figure 4.5 (pg. 78) illustrates the distribution of increases in AVPP for school districts in each decile. Overall, 105 of the original 112 districts saw increases in AVPP from 2001 to 2016, with 81 districts seeing an increase between $0 and $50,000; 18 districts seeing increases between $50,001 and $100,000; and six districts seeing increases in AVPP exceeding $100,000. Of the 24 school districts which saw increases in AVPP over $50,000 from 2001 to 2016, it was notable that only three saw an increase in student enrollment during that same time, indicating the change in AVPP for those districts had as much to do with decreasing student enrollment as local property valuation may have contributed.

Examining changes in AVPP by decile, Decile 1 saw the lowest range in change, with increases ranging from $3,881 (Oswego – USD504) to $49,292 (Caney Valley – USD436) and an average increase across the decile of $45,411. Given the changes from 2001 to 2016, Decile 1 saw actual AVPP in 2016 range from $21,853 (Galena – USD499) to $70,206 (Troy – USD429). Since AVPP was derived from total assessed valuation of the local district divided by the total number of students, it was notable that 19 of the 28 districts in Decile 1 saw decreases in student enrollment, contributing to the increases they experienced in AVPP.

From 2001 to 2016, Deciles 5 and 6 saw average changes in AVPP of $42,547 and $39,342, respectively. Decile 5 saw AVPP increases range from $8,763 (Hutchinson – USD308) to $186,084 (North Lyon County – USD251). As in Decile 1, it was notable that enrollment played a significant role in the changes witnessed in North Lyon County – USD251, which saw student enrollment drop by 303 pupils, resulting in an overall decrease in student population of

41.3%. With the district's assessed valuation affected by lower student counts, this meant even a static assessed valuation would yield a much higher AVPP from one year to the next.

From 2001 to 2016, Decile 6 saw increases in AVPP range from $6,024 (Topeka Public Schools – USD501) to $97,252 (Jetmore – USD227). Again, enrollment could be seen as a significant contributing factor in Jetmore, which lost 55 pupils (15.6% decrease in student population), but likely had little impact in Topeka which saw a 0.5% increase in student enrollment after gaining a total of 71 students.

Decile 10 had the widest range in changes to AVPP from 2001 to 2016, with Hugoton Public Schools (USD210) experiencing a decrease in AVPP of -$97,151 and Cunningham – (USD332) increasing by $381,373. As was the case in other districts and other deciles, significant enrollment changes contributed to the shift in AVPP for some districts. From 2001 to 2016, Cunningham saw student population cut in half, losing 161 students and seeing an overall student enrollment decrease of 50.9%. With the district's assessed valuation affected by lower student counts, enrollment was the significant contributing factor to the increase in AVPP. Conversely, Hugoton was not as straightforward. Seeing a decline in assessed valuation and an increase in student population, that district's decline in AVPP was no doubt affected by both a decreasing assessed valuation and an increased number of pupils.

Brief Summary of Wealth Changes by Decile Groups

In summary, two key factors appear to have contributed to changes in AVPP (i.e. funding potential) experienced by school districts in Kansas from 2001 to 2016: (1) shifts in enrollment, and (2) changes to assessed valuation. While evidence of the impact of these two factors was seen from one district to the next, each played a unique role in individual districts and, ultimately, their funding potential over the years of this study.

Figure 4.1 – Assessed Valuation Per Pupil – Ranking of All Kansas School Districts – 2001

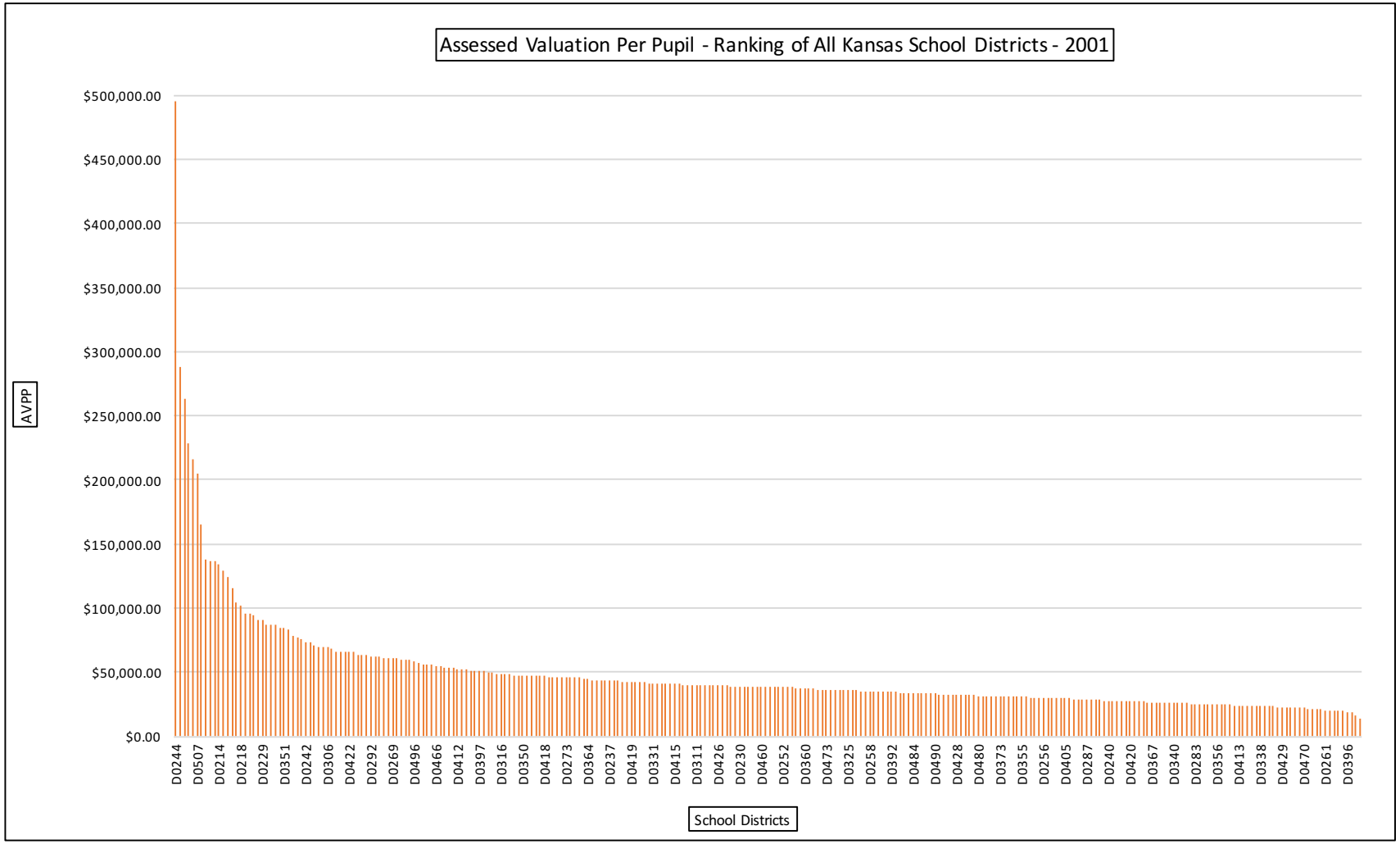


Figure 4.2 – Assessed Valuation Per Pupil – 2001 – Deciles & Districts Examined

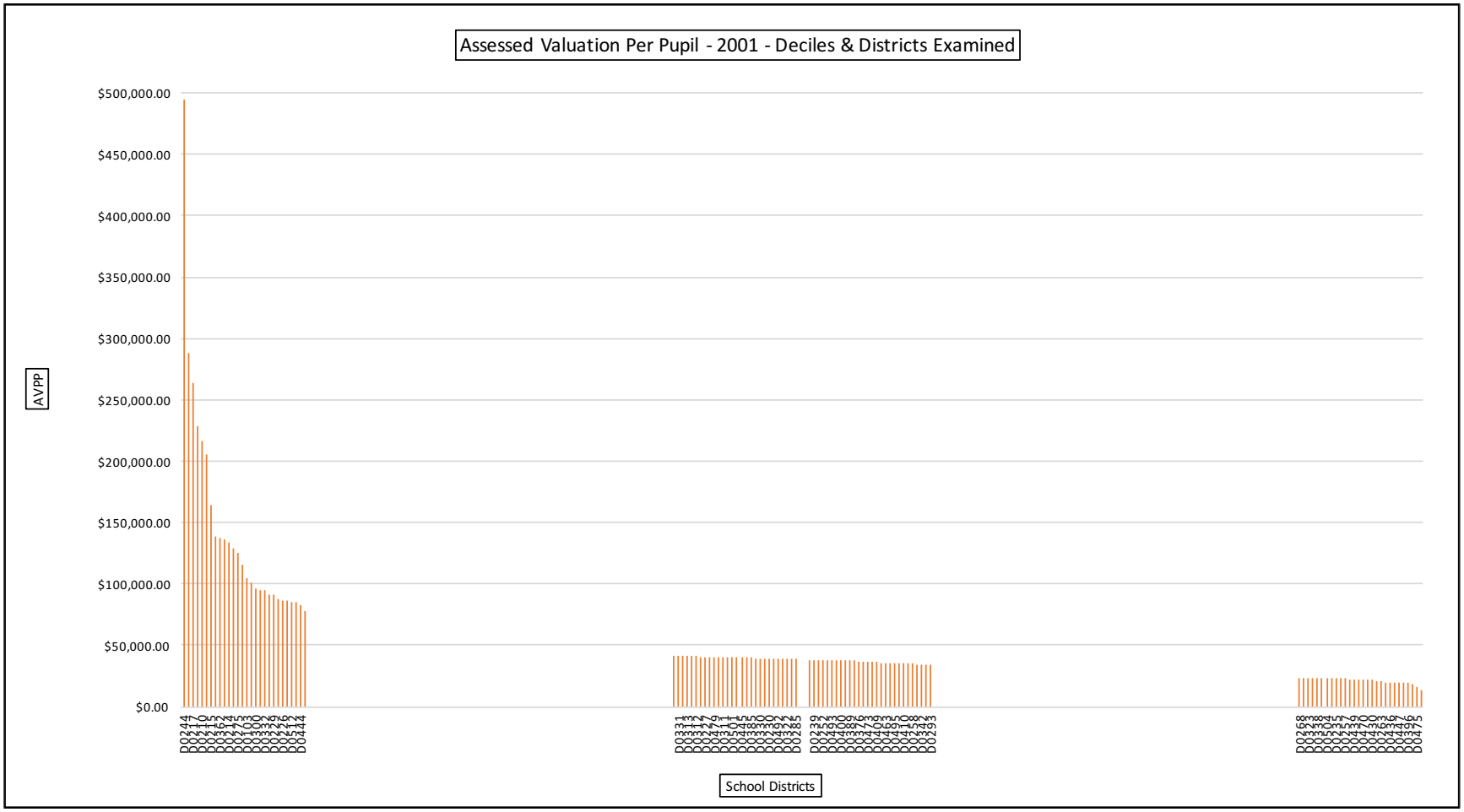


Figure 4.3 – Distribution of Sample Districts based on 2016 AVPP

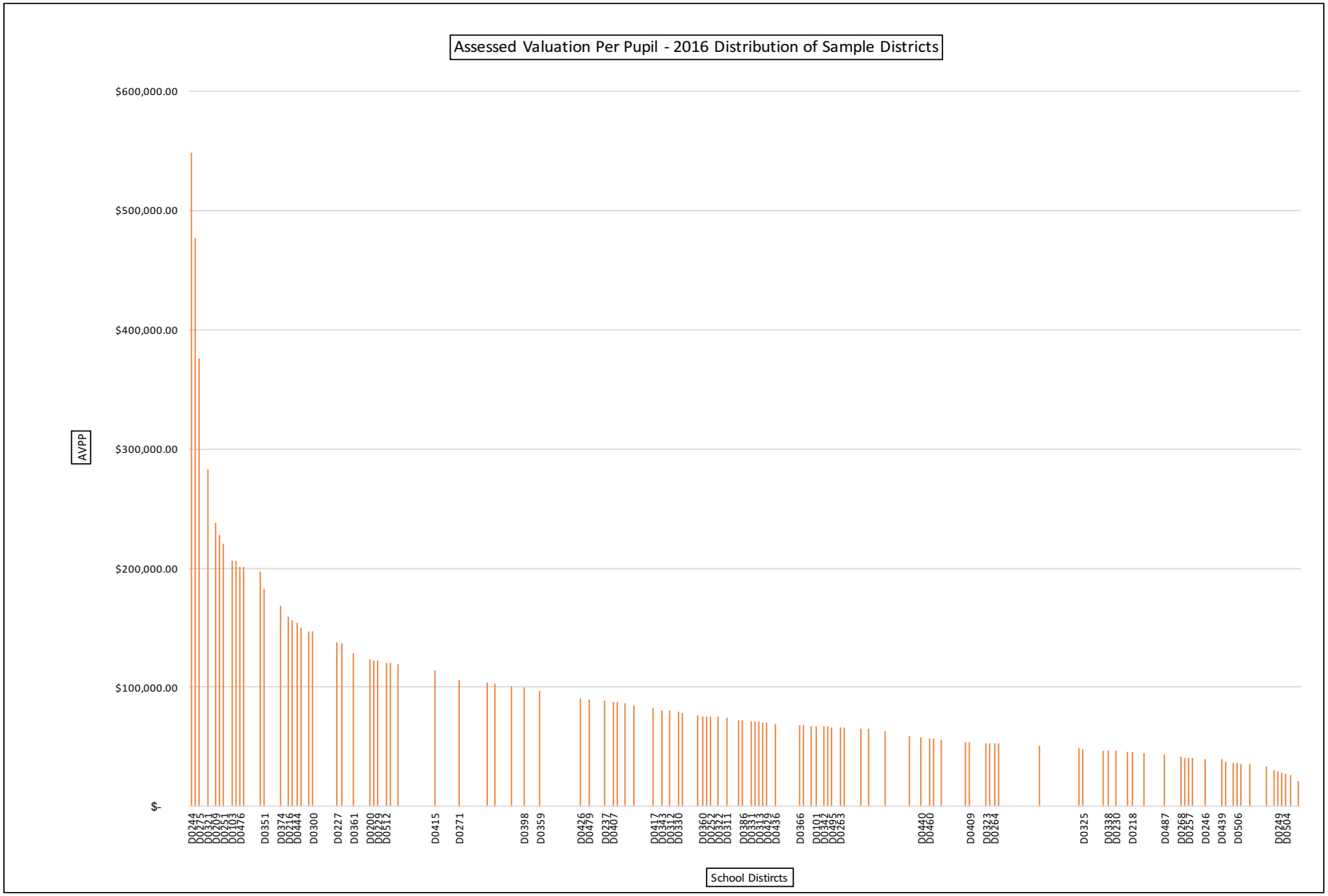
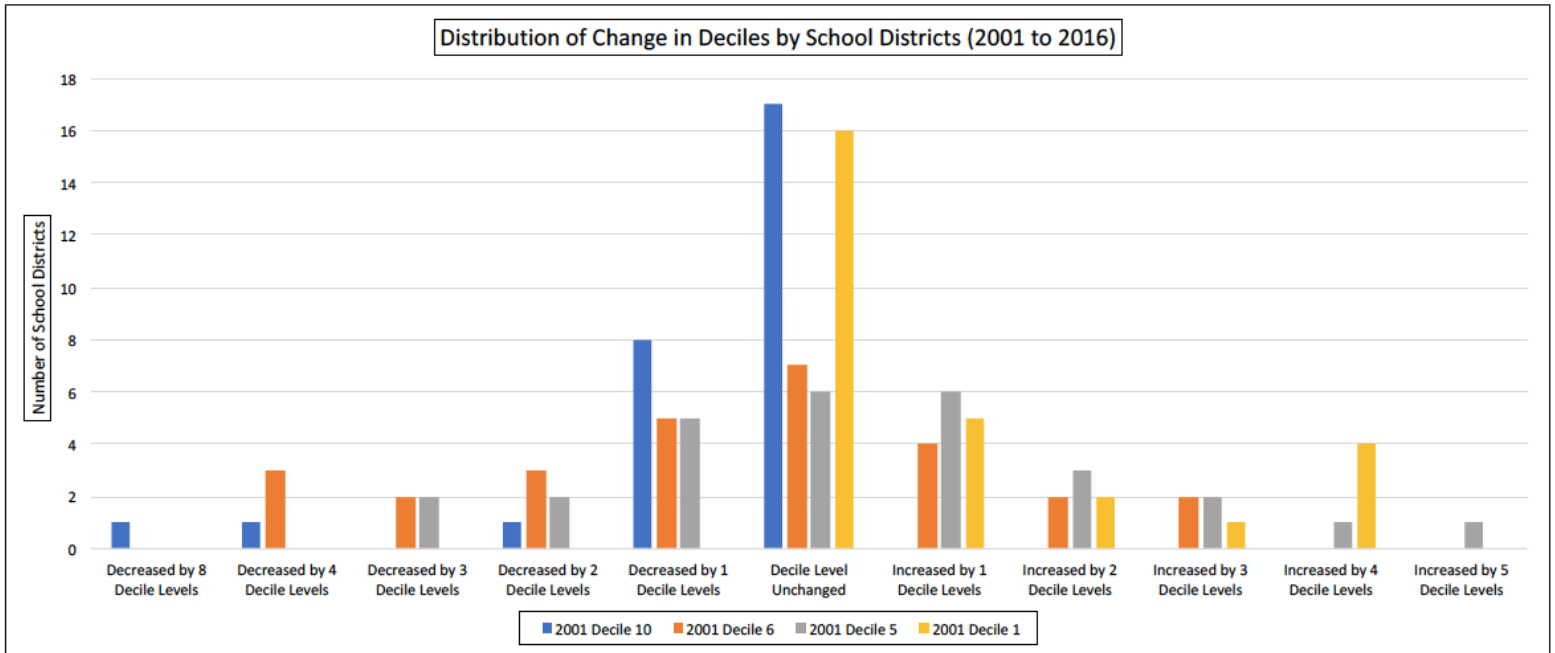
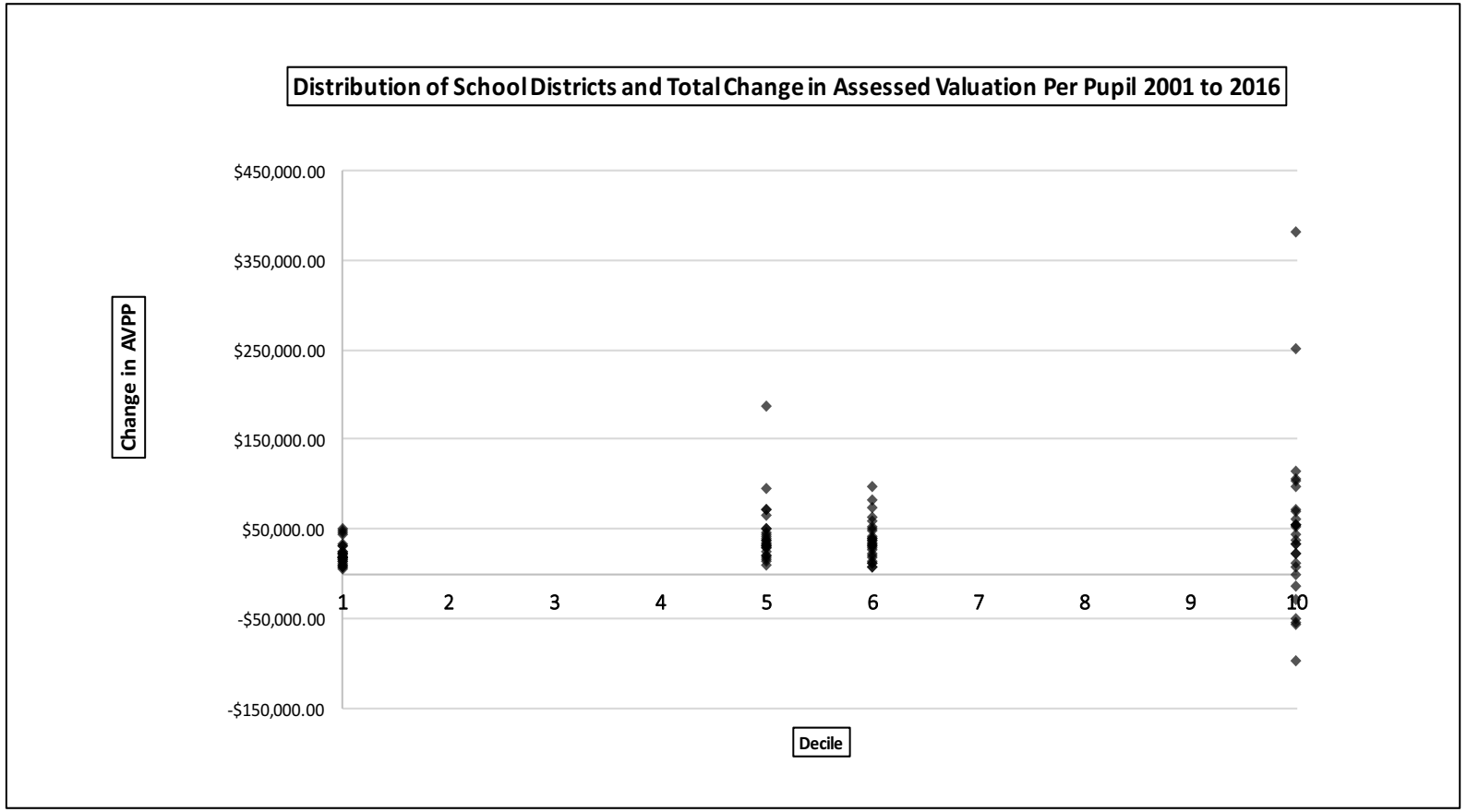


Figure 4.4 – Distribution of Change in Deciles by School Districts 2001 to 2016



	Decreased by 8 Decile Levels	Decreased by 4 Decile Levels	Decreased by 3 Decile Levels	Decreased by 2 Decile Levels	Decreased by 1 Decile Levels	Decile Level Unchanged	Increased by 1 Decile Levels	Increased by 2 Decile Levels	Increased by 3 Decile Levels	Increased by 4 Decile Levels	Increased by 5 Decile Levels
2001 Decile 10	1	1		1	8	17					
2001 Decile 6		3	2	3	5	7	4	2	2		
2001 Decile 5			2	2	5	6	6	3	2	1	1
2001 Decile 1						16	5	2	1	4	
Total	1	4	4	6	18	46	15	7	5	5	1

Figure 4.5 – Distribution of School District and Total Change in Assessed Valuation Per Pupil 2001 to 2016



Results of Enrollment Analysis

Under the SDFQPA funding formula, and again arguably under CLASS which fixed in place calculations from SDFQPA, enrollment played a crucial role in the funding school districts received. Two views on enrollment exist, each of importance: (1) head count and (2) weighted full-time enrollment (WFTE). Over the years of this study, head count represented the actual counting of each pupil within a school district, while weighted full-time enrollment served as a calculated number of "enrollments" for which districts would receive funding. WFTE was a funding mechanism which sought to adjust for more educationally diverse populations of students (e.g., bilingual education, at-risk pupils, special education) and was derived by taking actual head count and multiplying it by qualifiers for each subgroup. For this study, when looking at changes to "student populations" or "student enrollment", it is important to note that these numbers reflect head count. However, since WFTE is derived from this number, increases and decreases to student enrollments have implications for changes to school funding as well.

Figure 4.6 (pg. 81) illustrates the distribution of enrollment changes for districts in this study from 2001 to 2016. Analysis of Figure 4.6 reveals that Deciles 6 and 10 saw outlier districts experience significant changes but otherwise saw relatively little change in enrollment. Conversely, Deciles 1 and 5 saw the most significant changes in enrollment. In Figure 4.6, these trends can be seen in the widening spread of districts in Deciles 1 and 5, while Deciles 6 and 10 remained in a tight pattern around the baseline. Of the outlier districts shown in Figure 4.6, it was noteworthy that districts which saw increases or decreases of 1,000 or more students were found in urban and suburban areas, a finding similar to Jordan's study (2012).

Figure 4.7 (pg. 82) displays a comparison of the mean and median enrollments for Deciles 1, 5, 6, and 10 during years 2001, 2011, 2014, and 2016, illustrating that little changed in

terms of average numbers within deciles across the years of this study. Figure 4.8 (pg. 83), on the other hand, shows the total percentage change in enrollment for each decile from 2001 to 2016, wherein more noticeable trends can be seen. Decile 6 experienced the greatest shift in student enrollment over the years, as it saw an average increase in student population of 10.84%. Decile 5 saw the next most significant change in enrollment but nearly to the opposite, with a 7.71% decrease. With an overall increase of just 2.39% statewide, these large shifts in enrollment demonstrated internal shifts by students within deciles. Looking deeper (see Appendix J, pg. 230-234), Andover – USD385 and Spring Hill – USD230 accounted for an increase of over 7,000 students within Decile 6. Looking at Decile 5 (which was largely representative of rural school districts), there were no significant increases or decreases in student populations, with Lindsborg – USD400 representing the high end at 524 students and Columbus – USD493 representing the low end at -421. The more significant story was found when looking at Decile 5 as, of the 28 districts represented in that decile, only six either increased or stayed the same.

In summary, considering the deciles conjointly, particularly Deciles 5 and 6 point to the broader story of student populations shifting from rural districts to urban and suburban districts: an overwhelmingly clear trend.

Figure 4.6 – Distribution of School Districts and Total Change in Enrollment 2001 to 2016

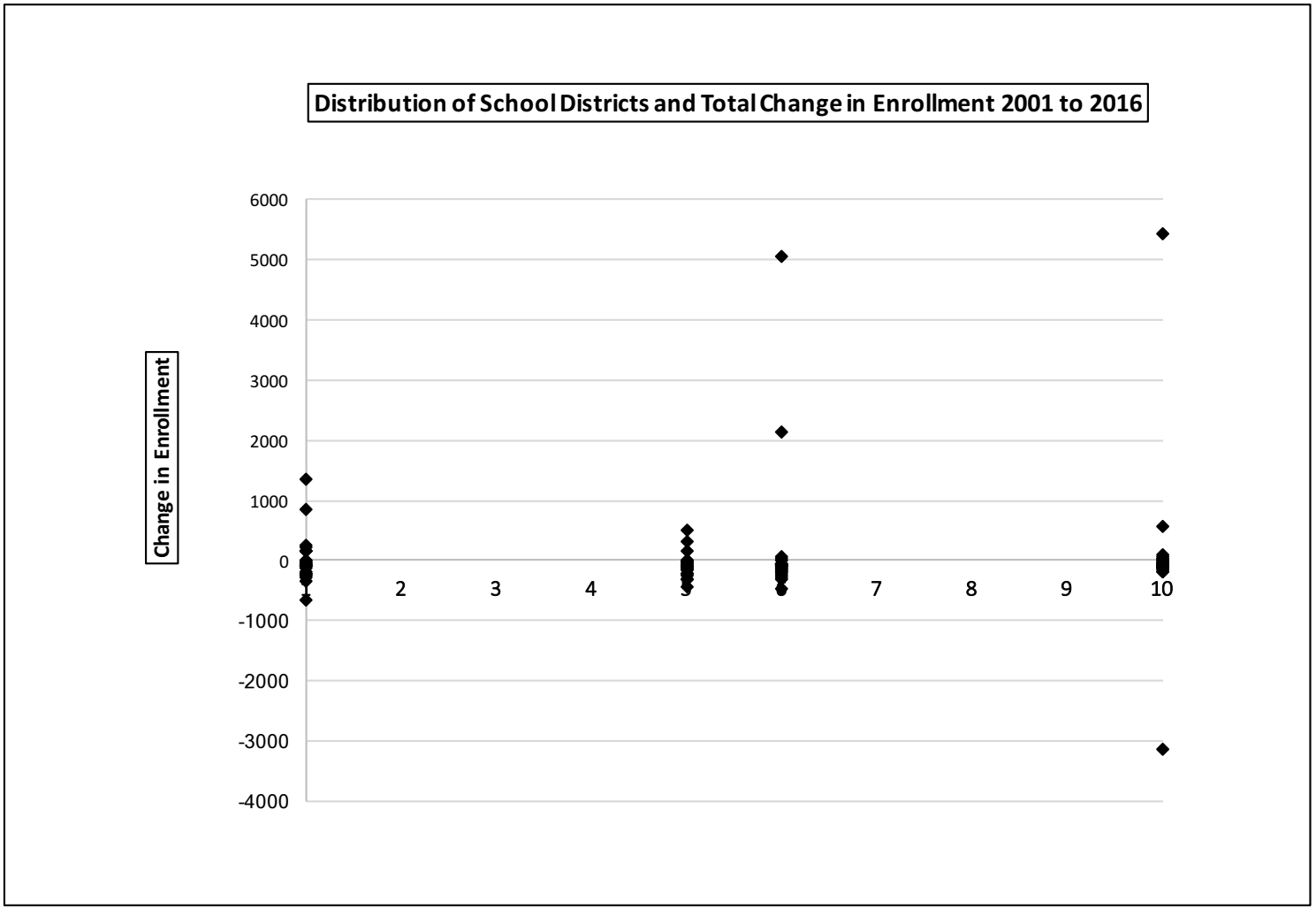
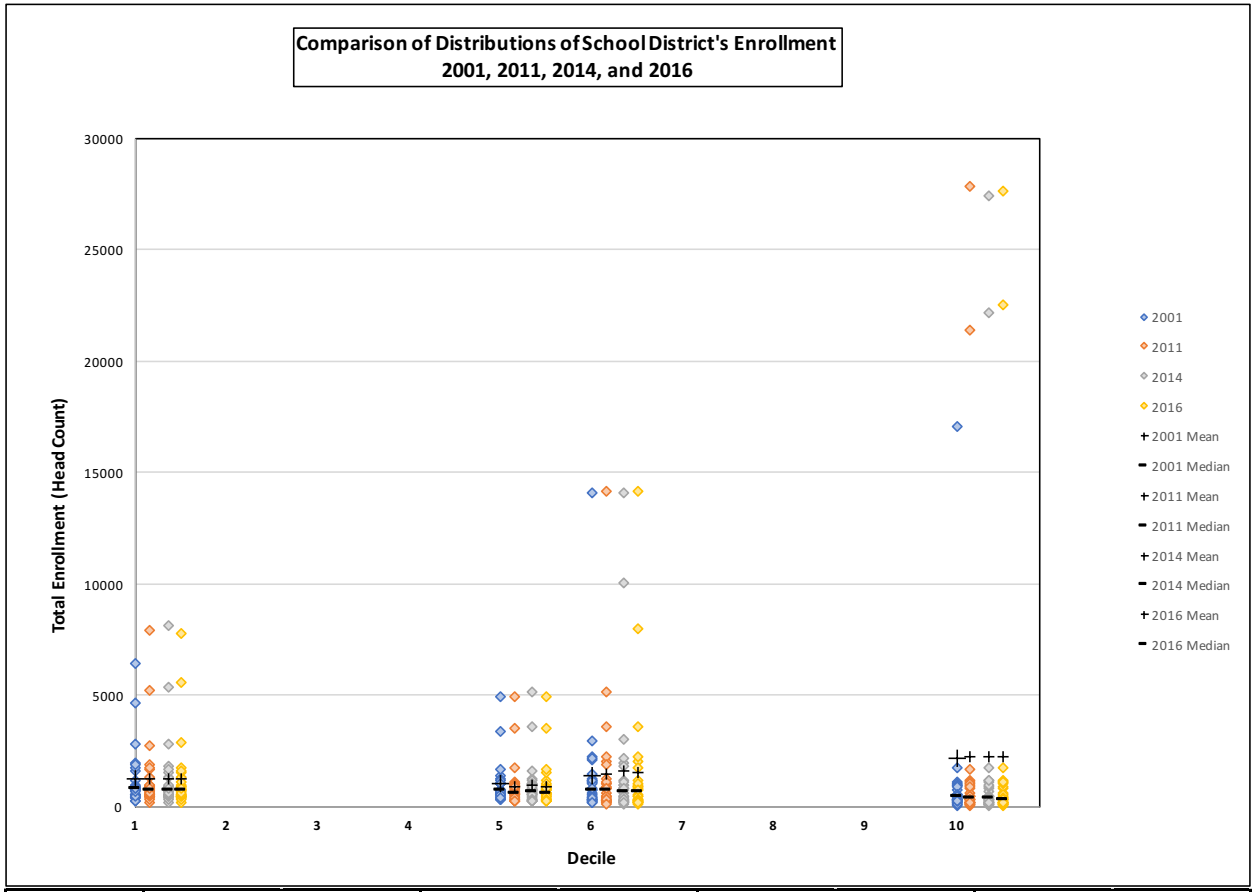
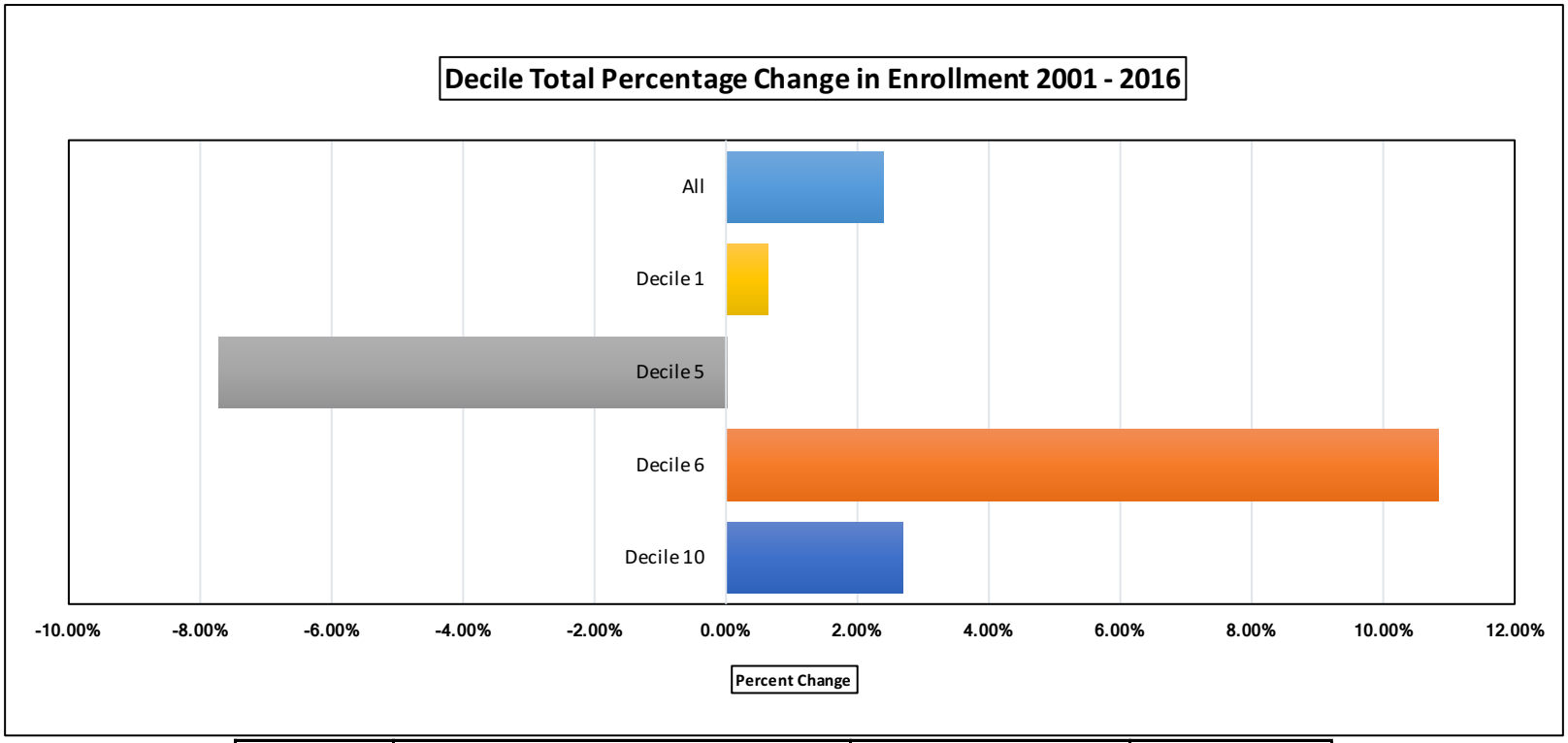


Figure 4.7 – Comparison of Distributions of School Districts' Enrollment by Decile 2001, 2011, 2014, and 2016



	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	2208	480	2247	420	2263	394	2267	366
6	1406	769	1492	740	1620	707	1558	677
5	1025	740	936	632	954	668	946	643
1	1275	813	1297	777	1288	763	1283	761

Figure 4.8– Decile Total Percentage Change in Enrollment (2001-2016)



Decile	Total Enrollment 2001	Total Enrollment 2016	Percent Change
10	61816	63485	2.70%
6	39367	43636	10.84%
5	28712	26498	-7.71%
1	35709	35936	0.64%
All	165604	169555	2.39%

Results of General Fund Analysis

The general fund is the chief money source for Kansas school districts and serves as the primary operating budget for each district. Under SDFQPA, the general fund resulted from multiplying a school district's weighted full-time enrollment (WFTE) by the base state aid per pupil (BSAPP).

Figure 4.9 (pg. 86) illustrates the distribution of change in the general fund per pupil from 2001 to 2016 across the districts in this study. As seen in Figure 4.10, Decile 1 had the tightest distribution of change amongst districts and saw each district within that decile increase by at least $2,000 per pupil. Specifically, increases in general fund per pupil ranged from $2,156.98 in Mayetta – USD337 to $5,215.57 in Brown County – USD430. Decile 10, on the other hand, saw the widest distribution of change within a decile, seeing increases range from $478.15 in Elkhart – USD218 to $5,496.26 in Macksville – USD351. It is worth noting that during the same time frame, Elkhart saw the most significant shift in student population with an overall increase of 571 students, accounting for an overall increase of pupils of 108.3%. A closer look, as shown in Figure 4.10 (pg. 87), shows the change in general fund per pupil over the snapshot years of 2001, 2011, 2014, and 2016. In this graph, it is evident that Decile 10 maintained the highest average general fund per pupil by decile for 2001, 2011, and 2014, before seeing Decile 1 increase to the highest average of the four deciles at $9,171.81 per pupil in 2016. This trend was echoed in the line graph shown in Figure 4.11 (pg. 88), visually demonstrating how significant the increase in general fund per pupil was for school districts in Decile 1 from 2001 to 2016. Since the general fund was a result of WFTE (a mechanism to account for more challenging factors within student populations: e.g., bilingual education, at-risk pupils, special education), it could be inferred that

Decile 1 saw the most significant shifts in student populations compared to the other three deciles from 2001 to 2016.

Finally, Figure 4.12 (pg. 89) shows the total percentage change in general fund per pupil by decile from 2001 to 2016. Over the years of this study, the average percent change for all decile groups was 54.49%, with Decile 1 seeing the highest percent increase at 68.76% and Decile 10 seeing the lowest increase at 40.87%. Decile 5 and 6 were nearly the same, experiencing increases of 54.96% and 55.39% respectively.

Figure 4.9 – Distribution of School Districts and Total Change in General Fund Per Pupil by Decile (2001 to 2016)

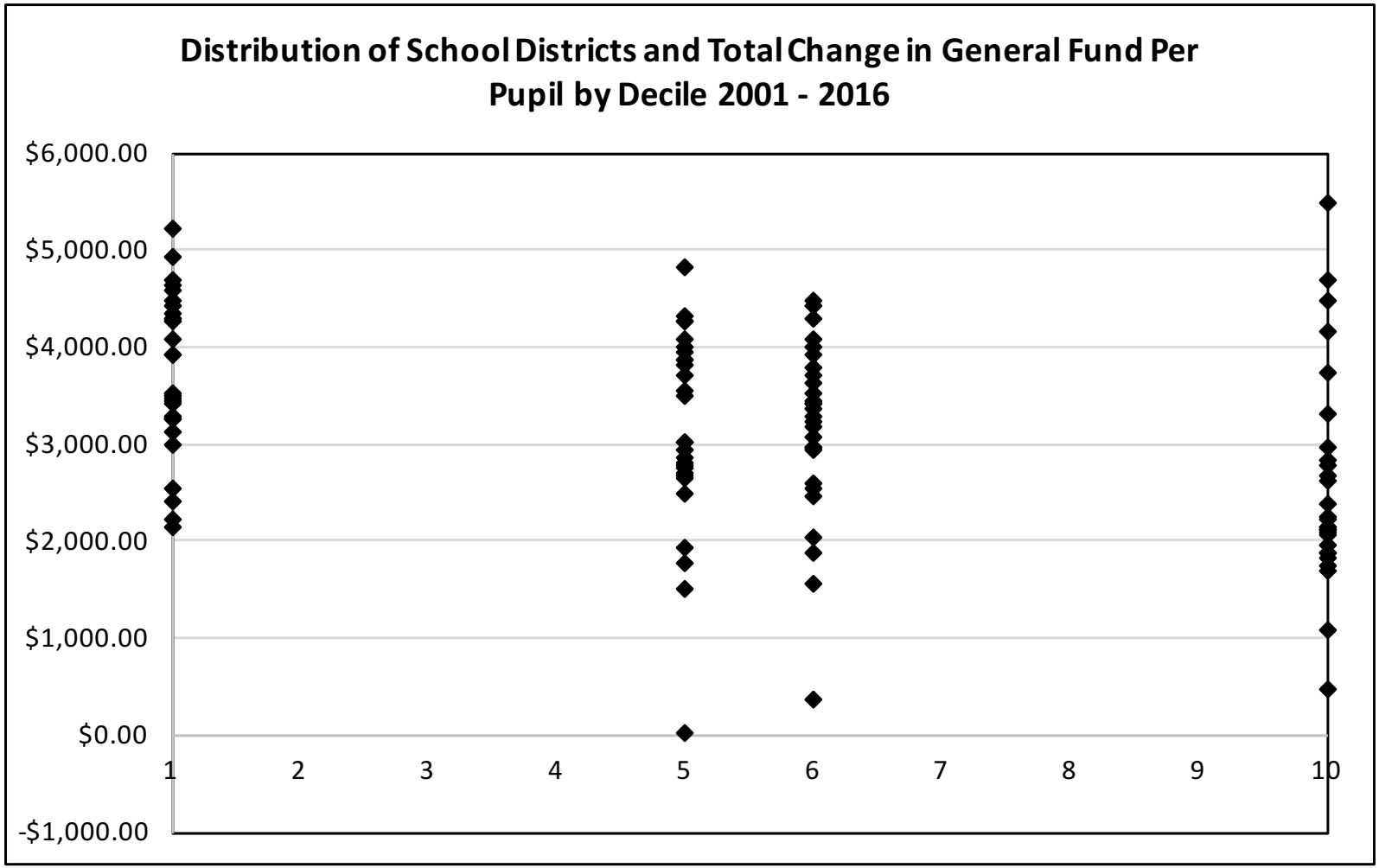
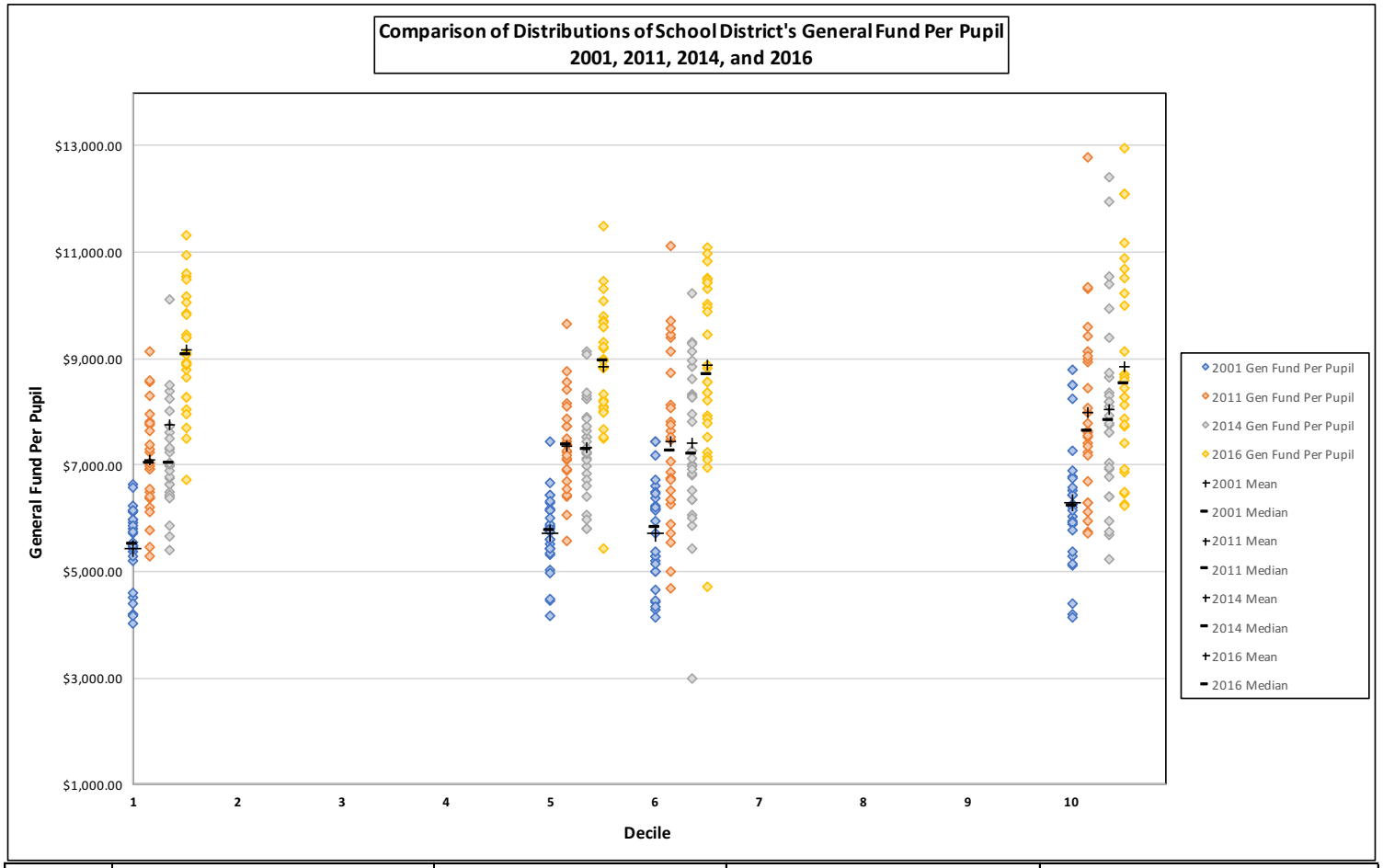
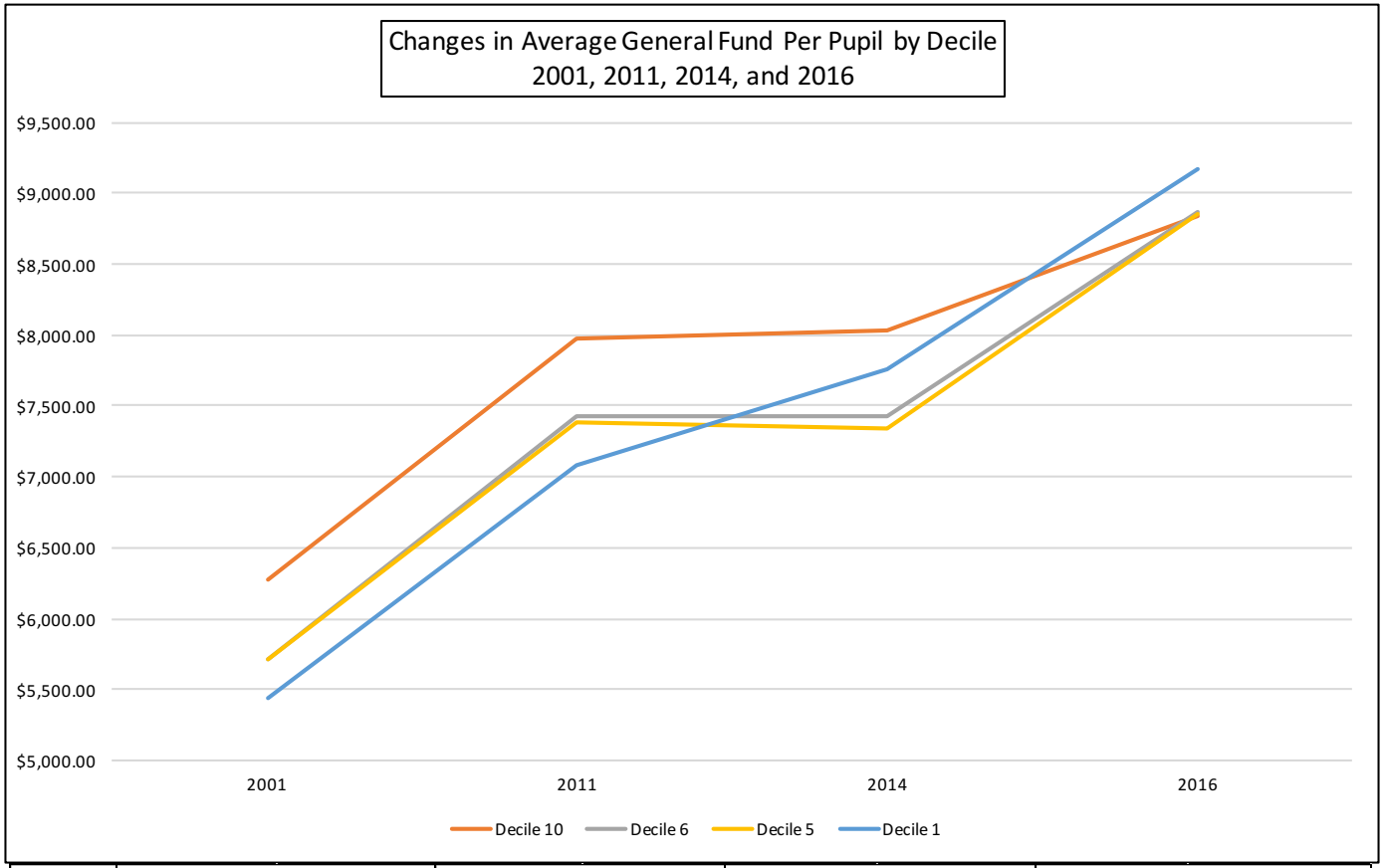


Figure 4.10 – Comparison of Distributions of School Districts' General Fund Per Pupil by Decile 2001, 2011, 2014 and 2016



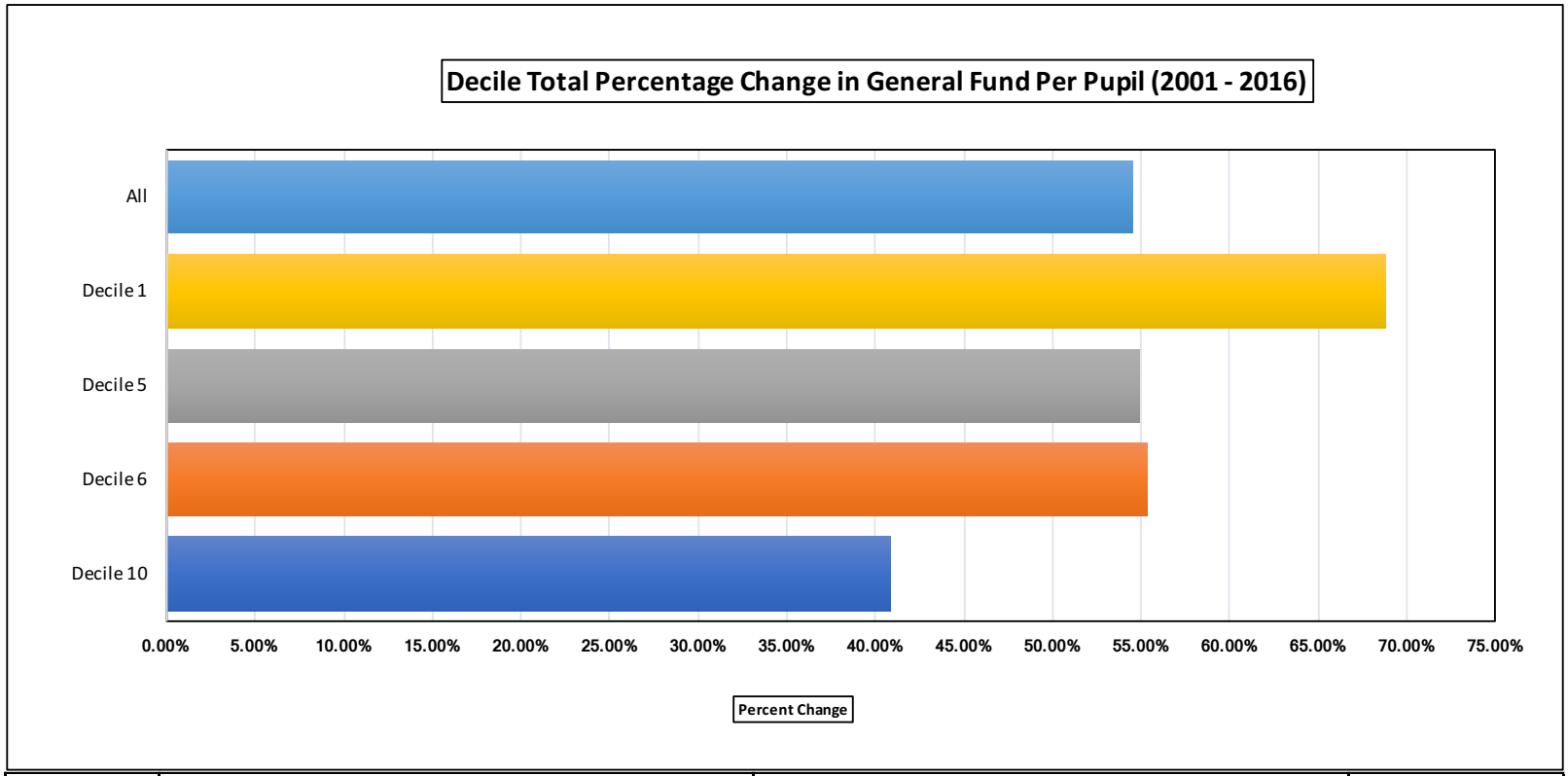
	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	$ 6,276.95	$ 6,231.47	$ 7,973.03	$ 7,630.69	$ 8,031.92	$ 7,853.73	$ 8,842.38	$ 8,520.17
6	$ 5,710.19	$ 5,825.43	$ 7,427.51	$ 7,258.24	$ 7,421.53	$ 7,198.67	$ 8,873.19	$ 8,692.19
5	$ 5,716.00	$ 5,783.66	$ 7,359.51	$ 7,381.68	$ 7,339.18	$ 7,283.03	$ 8,857.56	$ 8,959.41
1	$ 5,434.72	$ 5,526.43	$ 7,087.80	$ 7,029.63	$ 7,754.61	$ 7,026.12	$ 9,171.81	$ 9,082.88

Figure 4.11– Changes in Average General Fund Per Pupil by Decile (2001, 2011, 2014, and 2016)



	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	$ 6,276.95	$ 6,231.47	$ 7,973.03	$ 7,630.69	$ 8,031.92	$ 7,853.73	$ 8,842.38	$ 8,520.17
6	$ 5,710.19	$ 5,825.43	$ 7,427.51	$ 7,258.24	$ 7,421.53	$ 7,198.67	$ 8,873.19	$ 8,692.19
5	$ 5,716.00	$ 5,783.66	$ 7,359.51	$ 7,381.68	$ 7,339.18	$ 7,283.03	$ 8,857.56	$ 8,959.41
1	$ 5,434.72	$ 5,526.43	$ 7,087.80	$ 7,029.63	$ 7,754.61	$ 7,026.12	$ 9,171.81	$ 9,082.88

Figure 4.12 – Decile Total Percentage Change in General Fund Per Pupil 2001 to 2016



Decile	Total of School Districts' General Fund Per Pupil 2001	Total of School Districts' General Fund Per Pupil 2016	Percent Change
Decile 10	$175,754.55	$247,586.74	40.87%
Decile 6	$159,885.46	$248,449.44	55.39%
Decile 5	$160,048.04	$248,011.70	54.96%
Decile 1	$152,172.25	$256,810.76	68.76%
All	$647,860.29	$1,000,858.64	54.49%

Results of Supplemental General Fund (LOB) Analysis

Districts in Kansas receive the majority of funding through the general fund, but each district also has the authority to generate monies through locally levied taxes above the statewide mill levy. This comes in the form of a supplemental general fund, also referred to as local option budget (LOB). Through the LOB, districts have authority to generate funding outside the general fund while utilizing these monies in the same manner as general fund dollars. Since the LOB is a locally levied tax, a single mill can generate more money from one school district to the next depending on assessed valuation, causing some to argue that the LOB allows inequities to occur within the system.

As discussed in Chapter 2 and iterated in both DeBacker (2002) and Jordan (2012), the initial intent of the local option budget was to aid school districts as they transitioned from the SDEA funding formula of 1973 to the SDFQPA formula of 1992. However, reliance on the LOB to generate funding for schools quickly became evident and, after just a single year of funding under SDFQPA, the legislature extended the LOB provision, therein making it an integral part of school funding in Kansas (Jordan, 2012). Evidence of the reliance on LOB is clearest when looking at the numbers from its inception through the final year of this study: i.e., during the 1992-93 school year 106 districts in Kansas exercised LOB authority equaling $98.2 million in expenditures statewide. By 2000-01, all but ten school districts in Kansas were generating monies through the LOB, accounting for $369.7 million in additional funding. By the final year of this study, 2015-16, every school district in Kansas was using local taxing authority to generate LOB dollars, and the sum of that funding accounted for $1.058 billion statewide. Considering the argument that LOB fixed in place inequities within the funding system, a deeper look seemed necessary.

Figure 4.13 (pg. 93) shows changes to the distribution of supplemental general fund per pupil by decile from 2001 to 2016. The wide pattern of districts within each decile group indicated a wide range of abilities or desire by districts in each group to generate LOB funding. During the years of this study, only two school districts saw changes in LOB accounting for less than $100 per pupil. Elkhart – USD218 in Decile 10 saw a decrease in LOB per pupil of $78.32 and was the only district of the 112 studied which saw a decrease. Andover – USD385 in Decile 6 saw the smallest increase of all 112 districts, with an increase in LOB per pupil of $70.49. As mentioned earlier, both districts experienced significant increases in student enrollment during the time period, and it could be inferred that increased student enrollment resulted in increased general fund dollars alleviating the needs within those districts to generate additional local dollars.

Looking to Figure 4.14 (pg. 94), it is immediately evident that all districts across the deciles saw significant jumps in supplemental general fund per pupil from 2001 to 2011 – followed by a relatively flat, but still increasing trend through 2014 and 2016. Given the history of funding in Kansas and the legal challenges of *Montoy* (2005) and *Gannon* (2010) coupled with the national recession of 2008, the jump in LOB per pupil seems significant, as it would indicate a greater need for districts during those years to rely more heavily on LOB than on the dollars provided through the general fund. Figure 4.15 (pg. 95) shows this upward trend as well, as it can be seen that Deciles 1, 5, and 6 nearly quadrupled the amount of funding generated by LOB. While Decile 10 did not grow four-fold, it more than doubled during the same time, and continued to outpace the other three deciles through the remaining years of this study. Finally, it is worth noting that districts in Decile 10 maintained the highest average LOB per pupil funding across all snapshot years (2001, 2011, 2014, and 2016). It is also worth noting that aside from

2001 when Deciles 1, 5, and 6 generated relatively similar LOB per pupil dollars, Decile 1 maintained the lowest average supplemental general fund per pupil across the remaining years of the study. Taking these two observations in tandem, it seems clear that wealthier districts were able to generate more LOB funds per pupil than their poorer counterparts across the state.

Finally, a look at the total percentage change in supplemental general fund (LOB) per pupil from 2001 to 2016, as shown Figures 4.16, 4.17, and 4.18 (pg. 96 – 98), demonstrates just how significant the reliance on LOB funding has been for Kansas school districts. When considered together, the 112 districts examined in this study saw an increase of 265.28% in LOB funds per pupil. Decile 10 saw the lowest percentage of growth at 173.65% while Decile 6 saw the highest with 352.28%.

In summary, although the original intent of the LOB mechanism may have been to ease the transition from SDEA to SDFQPA, the reliance on LOB funding by Kansas school districts has been significant. When considering the jump from 2001 to 2011 for all districts and deciles represented, the data indicate an ever-growing need amongst districts to generate funds beyond those allocated through the general fund. Additionally, considering that Decile 10 (i.e. the wealthiest 10% of school districts) routinely saw the highest amount of LOB funds per pupil and Decile 1 (i.e the poorest 10% of school districts) generally saw the lowest amount of LOB funds per pupil, the argument that inequities persist within the funding system seems difficult to refute.

Figure 4.13 – Distribution of School Districts and Total Change in Supplemental General Fund Per Pupil 2001 to 2016

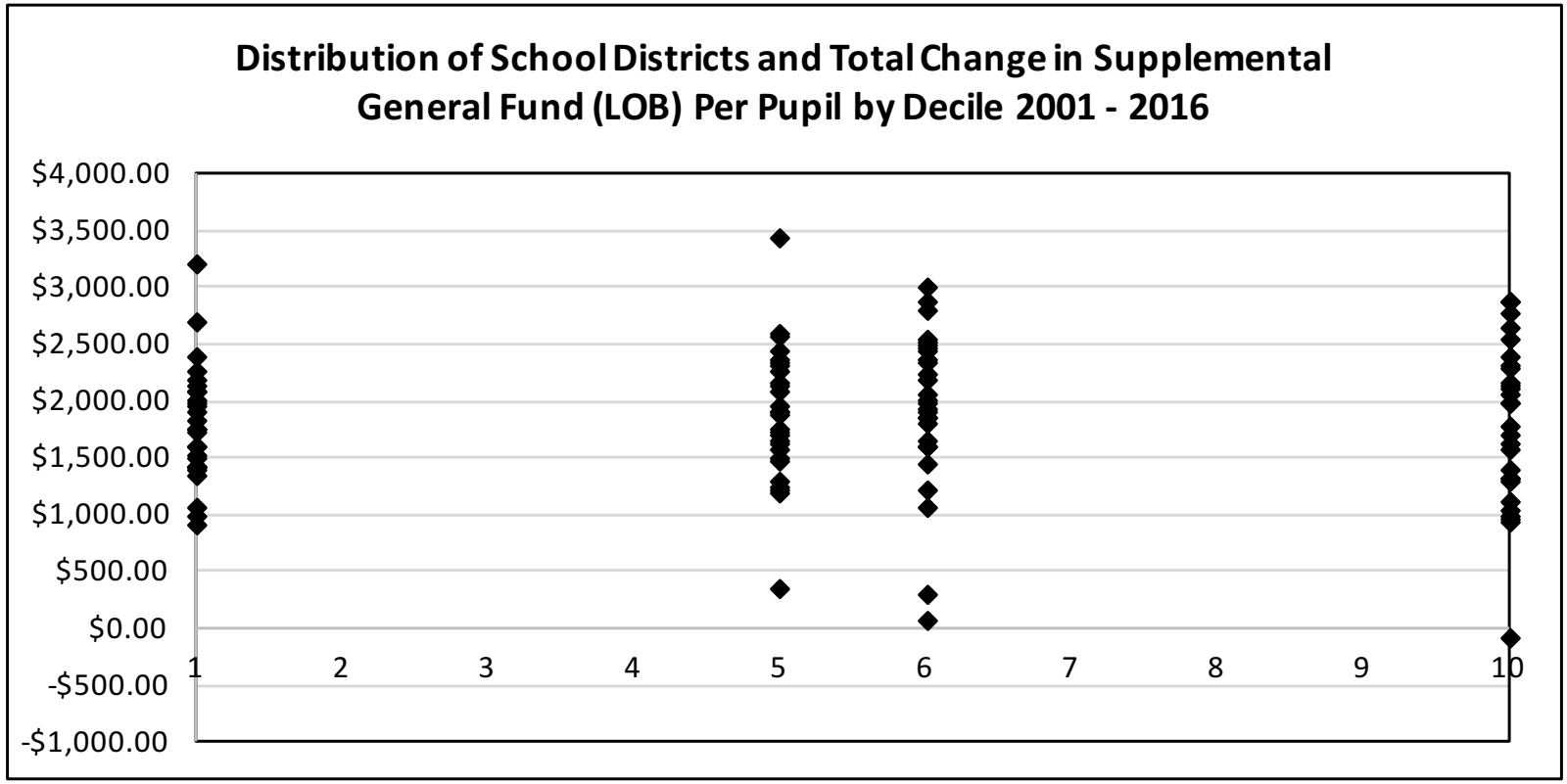
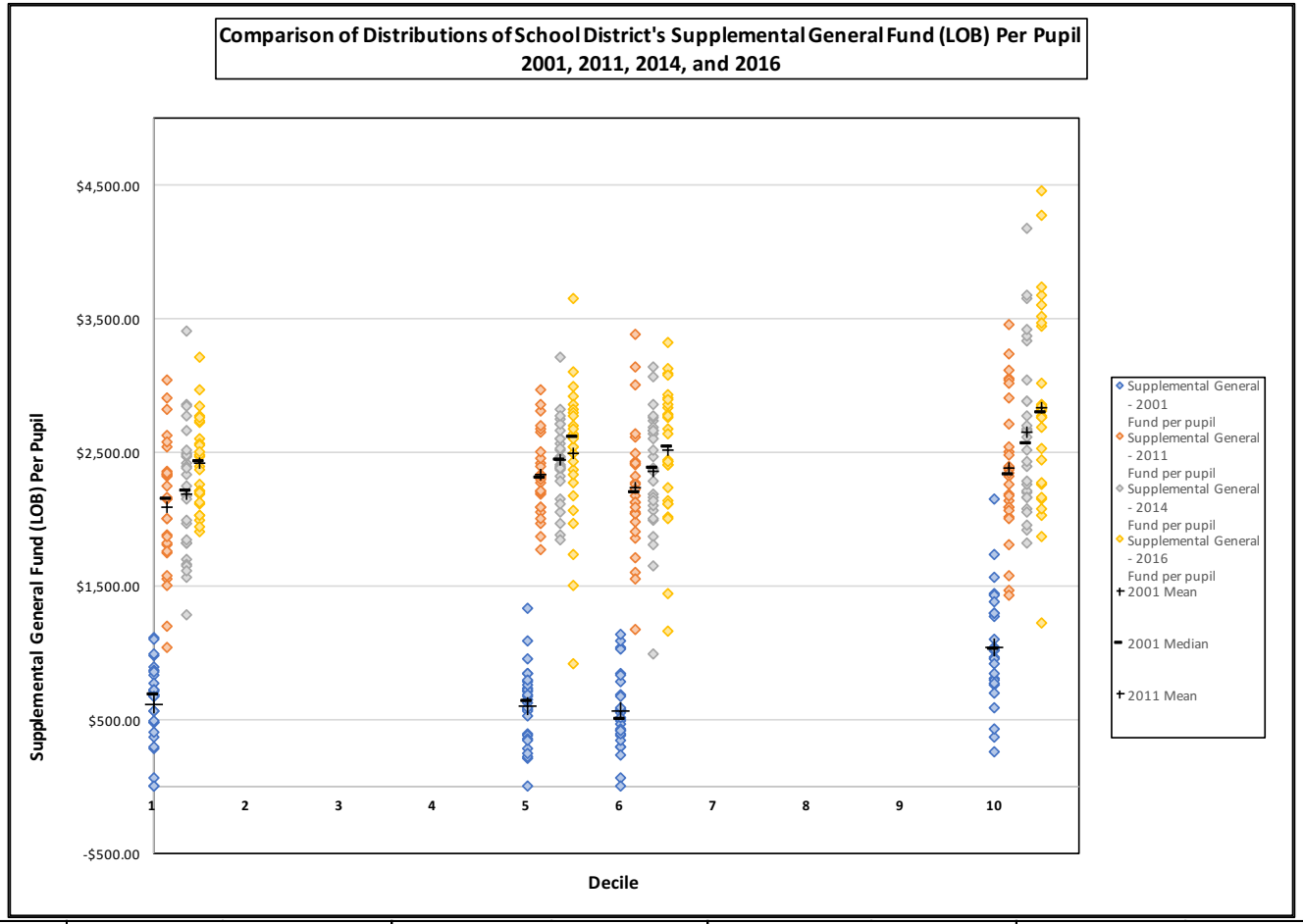
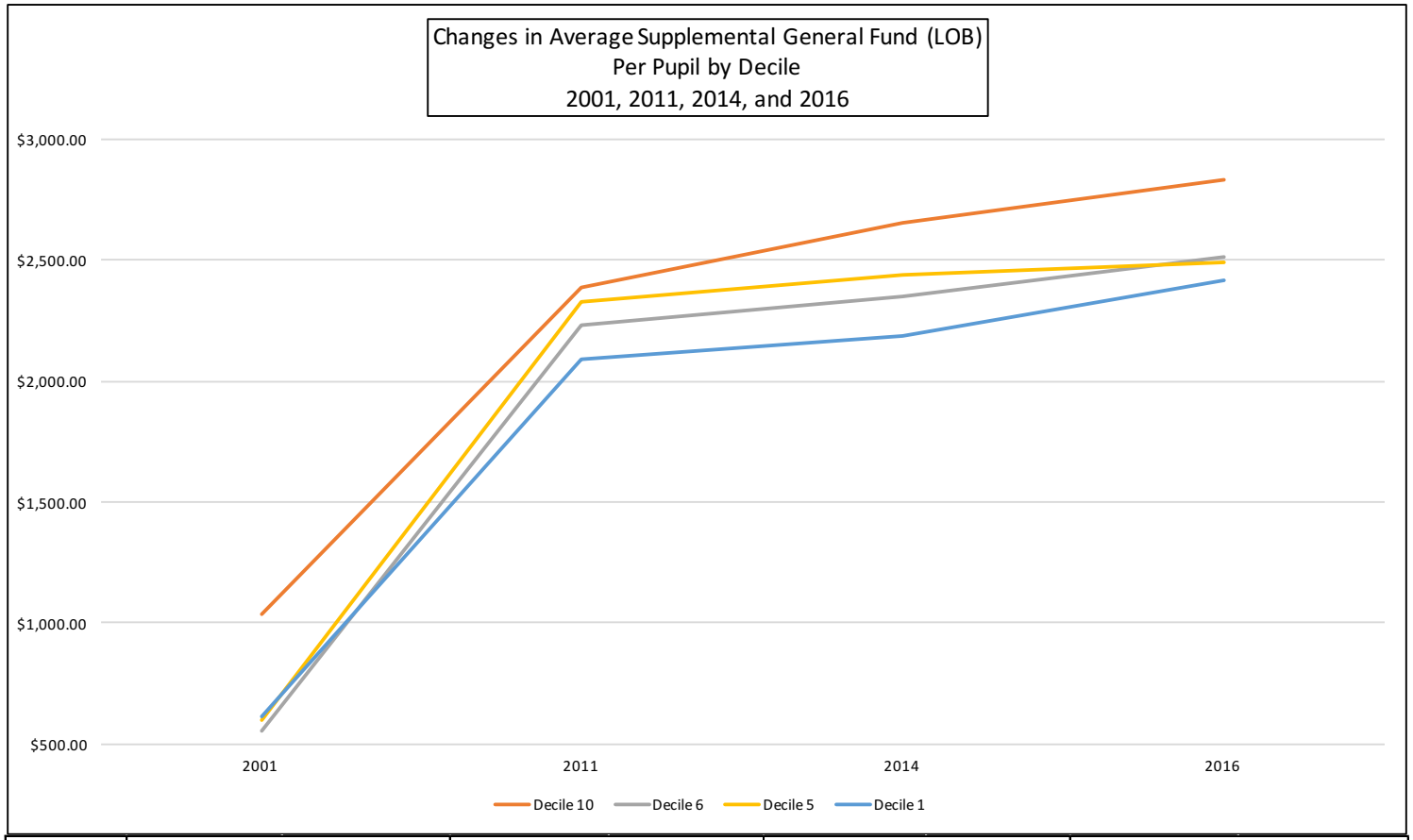


Figure 4.14 – Comparison of Distributions of School Districts' Supplemental General Fund Per Pupil 2001, 2011, 2014 and 2016



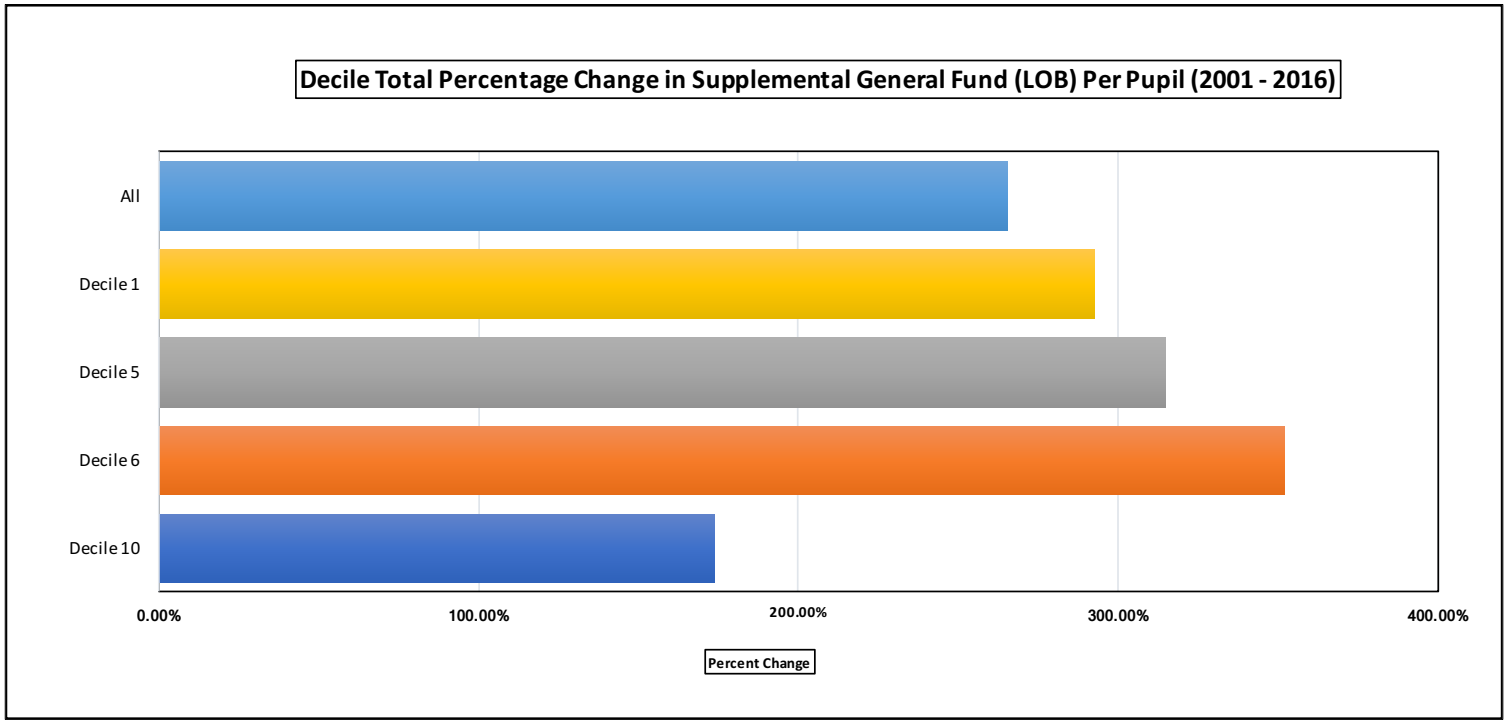
	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	$ 1,034.96	$ 1,023.37	$ 2,383.52	$ 2,330.54	$ 2,651.89	$ 2,560.11	$ 2,832.18	$ 2,790.52
6	$ 555.44	$ 502.96	$ 2,228.40	$ 2,197.20	$ 2,352.78	$ 2,377.02	$ 2,512.15	$ 2,535.25
5	$ 599.77	$ 632.10	$ 2,328.69	$ 2,310.66	$ 2,439.63	$ 2,444.97	$ 2,487.86	$ 2,606.05
1	$ 614.69	$ 678.94	$ 2,092.53	$ 2,145.41	$ 2,188.78	$ 2,206.41	$ 2,413.28	$ 2,426.01

Figure 4.15 – Changes in Average Supplemental General Fund (LOB) Per Pupil by Decile (2001, 2011, 2014, and 2016)



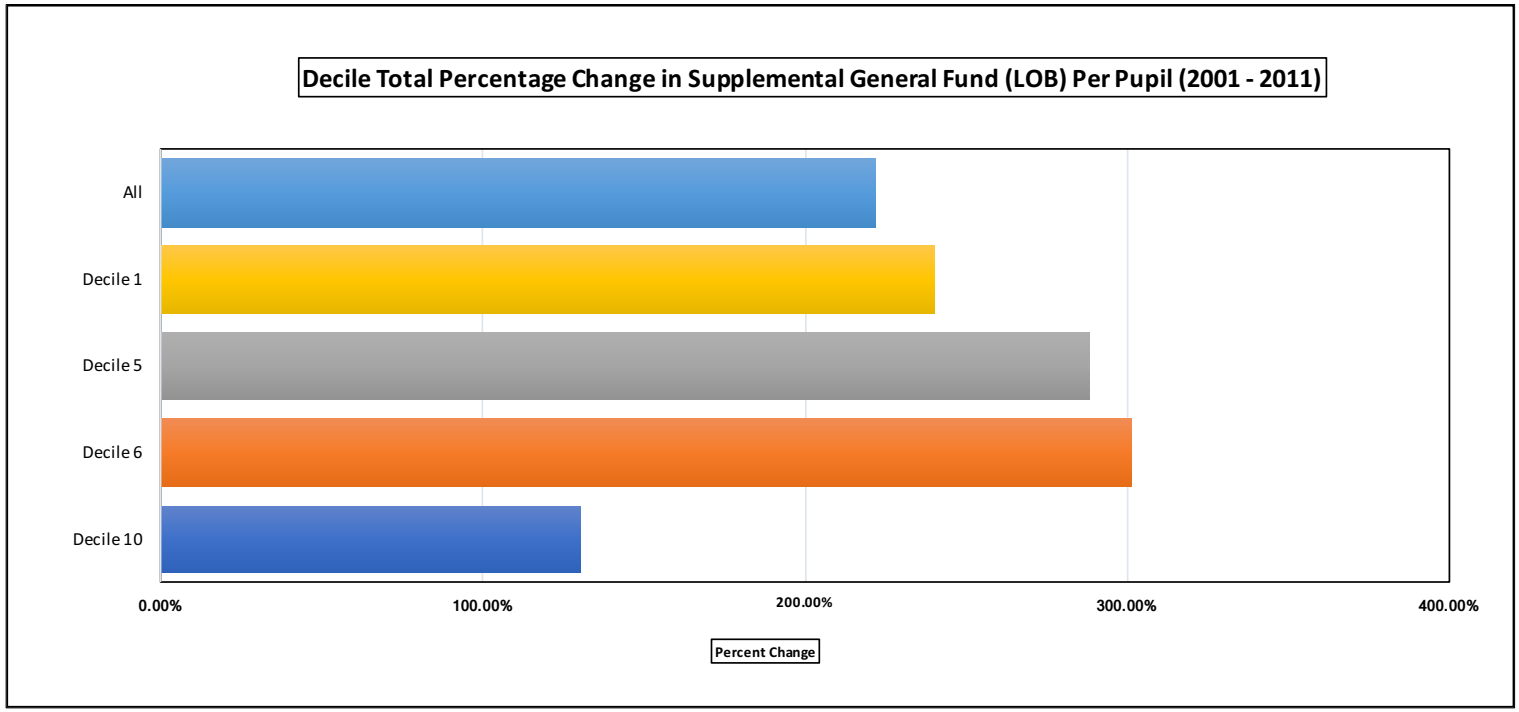
	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	$ 1,034.96	$ 1,023.37	$ 2,383.52	$ 2,330.54	$ 2,651.89	$ 2,560.11	$ 2,832.18	$ 2,790.52
6	$ 555.44	$ 502.96	$ 2,228.40	$ 2,197.20	$ 2,352.78	$ 2,377.02	$ 2,512.15	$ 2,535.25
5	$ 599.77	$ 632.10	$ 2,328.69	$ 2,310.66	$ 2,439.63	$ 2,444.97	$ 2,487.86	$ 2,606.05
1	$ 614.69	$ 678.94	$ 2,092.53	$ 2,145.41	$ 2,188.78	$ 2,206.41	$ 2,413.28	$ 2,426.01

Figure 4.16 – Decile Total Percentage Change in Supplemental General Fund (LOB) Per Pupil 2001 to 2016



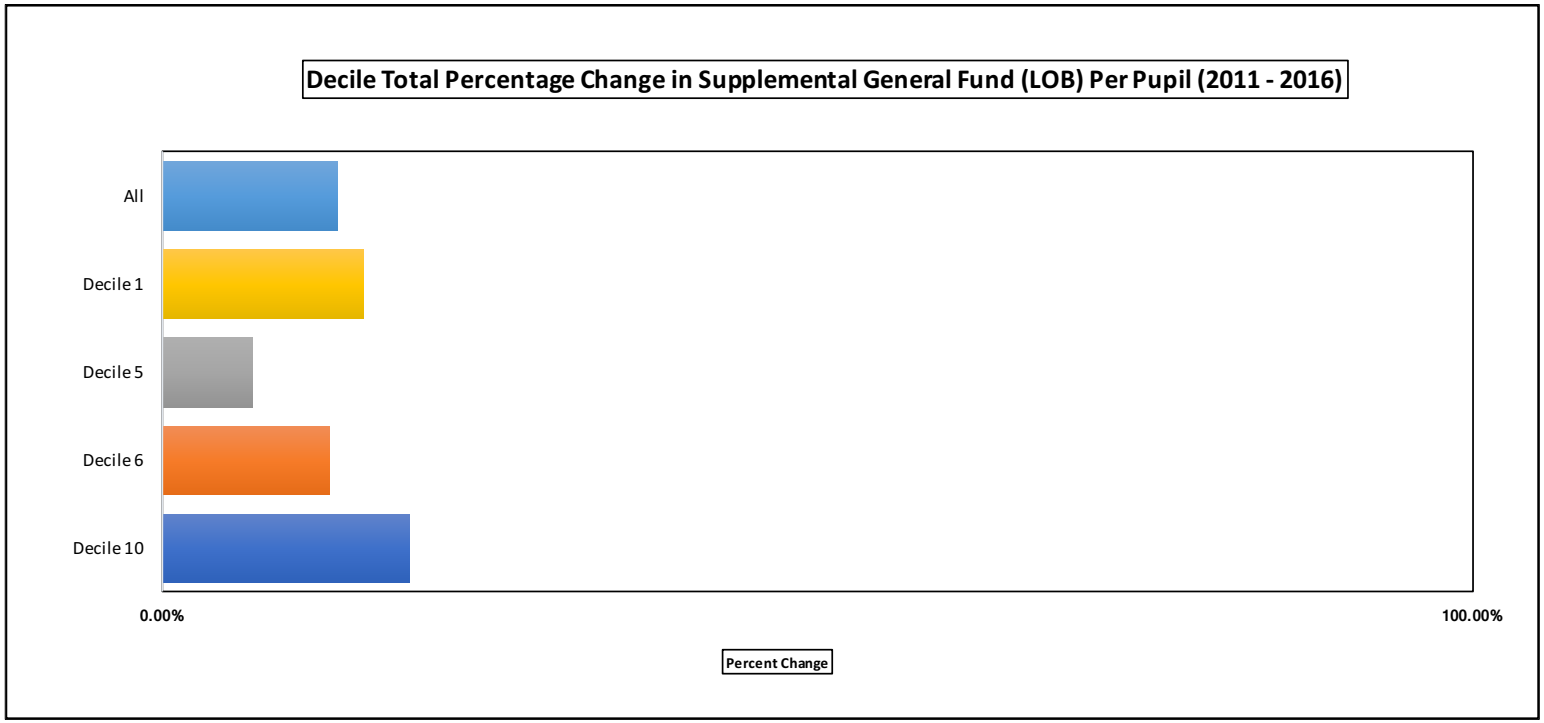
Decile	Total of School Districts' Supplemental General Fund (LOB) Per Pupil 2001	Total of School Districts' Supplemental General Fund (LOB) Per Pupil 2016	Percent Change
Decile 10	$28,978.85	$79,301.01	173.65%
Decile 6	$15,552.23	$70,340.10	352.28%
Decile 5	$16,793.60	$69,660.21	314.80%
Decile 1	$17,211.19	$67,571.97	292.60%
All	$78,535.87	$286,873.29	265.28%

Figure 4.17 – Decile Total Percentage Change in Supplemental General Fund (LOB) Per Pupil 2001 to 2011



Decile	Total of School Districts' Supplemental General Fund (LOB) Per Pupil 2001	Total of School Districts' Supplemental General Fund (LOB) Per Pupil 2011	Percent Change
Decile 10	$28,978.85	$66,738.59	130.30%
Decile 6	$15,552.23	$62,395.14	301.20%
Decile 5	$16,793.60	$65,203.23	288.26%
Decile 1	$17,211.19	$58,590.74	240.42%
All	$78,535.87	$252,927.69	222.05%

Figure 4.18 – Decile Total Percentage Change in Supplemental General Fund (LOB) Per Pupil 2011 to 2016



Decile	Total of School Districts' Supplemental General Fund (LOB) Per Pupil 2001	Total of School Districts' Supplemental General Fund (LOB) Per Pupil 2011	Percent Change
Decile 10	$66,738.59	$79,301.01	18.82%
Decile 6	$62,395.14	$70,340.10	12.73%
Decile 5	$65,203.23	$69,660.21	6.84%
Decile 1	$58,590.74	$67,571.97	15.33%
All	$252,927.69	$286,873.29	13.42%

Results of Capital Outlay Fund Analysis

Unlike the general fund and the supplemental general fund which allow funds to be utilized for all district operating expenses, capital outlay is largely limited to expenditures related to the physical school and district plants (i.e. facilities, repairs, construction and remodeling, furnishings). Similar to the LOB fund, capital outlay is a locally generated fund utilizing a special tax levy. From 1992 through Fiscal Year 2005, school districts could levy up to four mills for capital outlay, and for the years following the maximum amount was moved to eight mills.

Figure 4.19 (pg. 101) shows the distribution of school districts and total change in capital outlay per pupil from 2001 to 2016. Decile 1 maintained a tight pattern of districts with a range of just $1,225.04 between the lowest and highest changing districts within that group. Conversely, Decile 10 demonstrated a much wider change with a range of $5,009.22. Looking to Figure 4.20 (pg. 102) which shows a comparison of distributions of school districts' capital outlay per pupil across the snapshot years 2001, 2011, 2014, and 2016, it is clear that Decile 1 consistently maintained a tight cluster of districts while the other three deciles, particularly Decile 10, saw wider distributions over time. Looking at the mean and median points for each snapshot year, it is important to note that Decile 10 consistently saw capital outlay per pupil dollars between two and five times greater than the other three deciles. In 2001, the median amount of capital outlay per pupil for Decile 1 was $117.60 while Decile 10 was over five times greater at $623.19. At over half that amount ($253.35), Decile 6 had the second highest median amount of capital outlay per pupil for the same year. In 2016, the median for Decile 10 grew to $1,266.19 while Decile 5 served as the second highest at $622.01. Figure 4.21 (pg. 103) illustrates the disparity between Decile 10 and the other three deciles when looking at changes in average capital outlay per pupil for 2001, 2011, 2014, and 2016. Across all years studied, Decile

10 (i.e. the wealthiest 10% of school districts in Kansas) saw significantly higher averages per pupil than their counterparts of average wealth (Deciles 5 and 6) and poorest (Decile 1).

Finally, an analysis of Figures 4.22, 4.23, and 4.24 (pg. 104 – 106) shows that from 2001 to 2016 all 112 studied districts saw a combined increase of capital outlay per pupil move from $42,155.40 to $88,251.58, an increase of 109.99% between those years. By decile, the highest percent change was experienced by Decile 5 over those years with an increase of 131.98%, while the lowest percent change was seen by Decile 10 with an increase of 99.82%. Digging deeper and looking at trends from 2001 to 2011, Decile 5 and Decile 1 experienced much greater shifts in capital outlay per pupil, with increases of 125.09% and 141.11% respectively. From 2011 to 2016 though, the opposite was true, as Decile 1 saw capital outlay funding per pupil decrease by 6.15% and Decile 5 experienced an increase of just 3.06%.

Considering all these data in sum, it is clear that Decile 10 consistently benefited from the ability to generate a higher capital outlay per pupil than districts in the other three deciles. Observing fairly small changes in total capital outlay per pupil for Decile 1 from 2011 through 2016 would indicate the difficult circumstances that districts in the poorest 10% faced over that time. In other words, experiencing two years with fixed budgets during the CLASS years along with ever-aging facilities made that reality a gravely wealth-related situation for some school districts.

Figure 4.19 – Distribution of School Districts and Total Change in Capital Outlay Fund Per Pupil 2001 to 2016

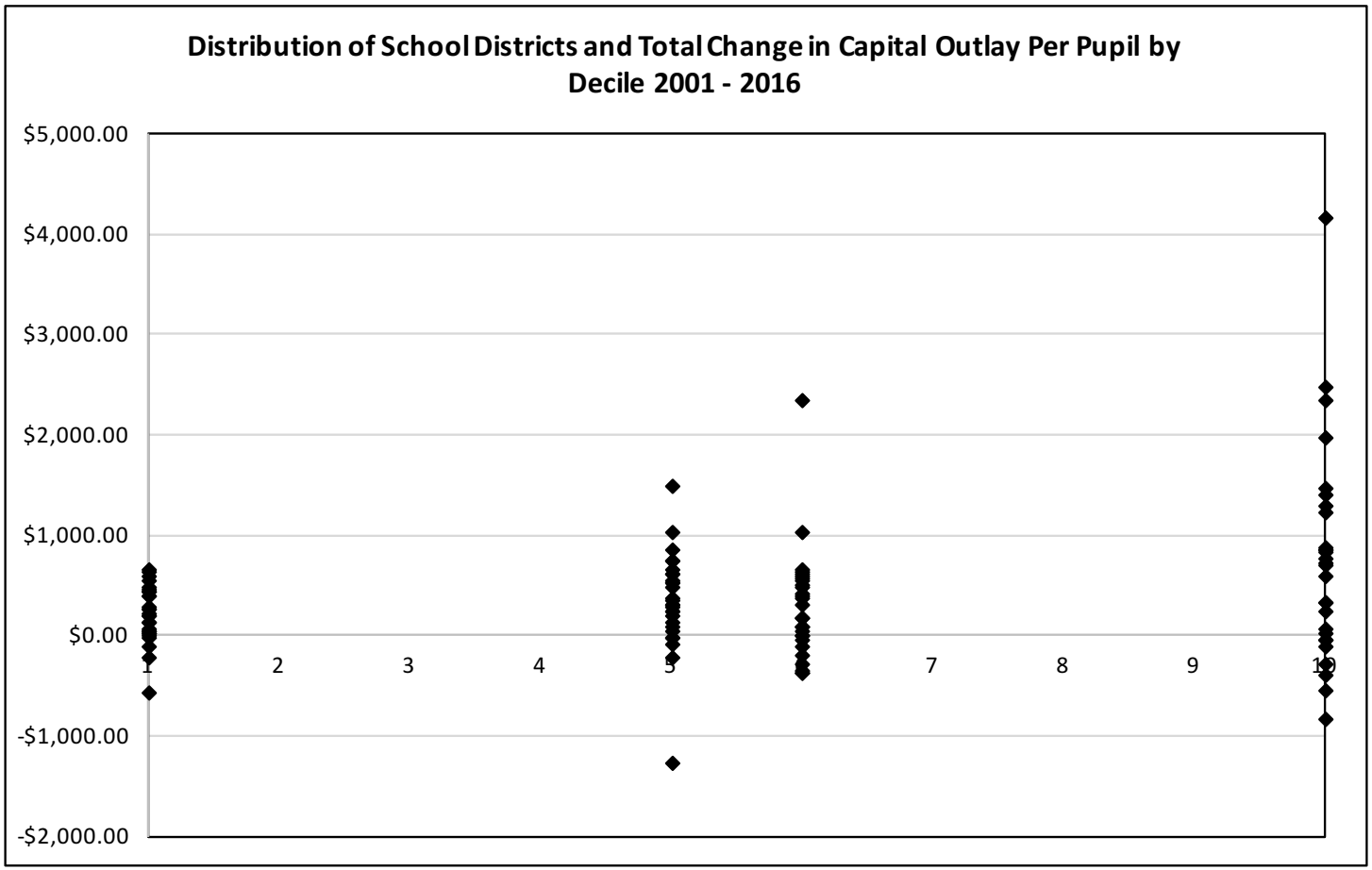
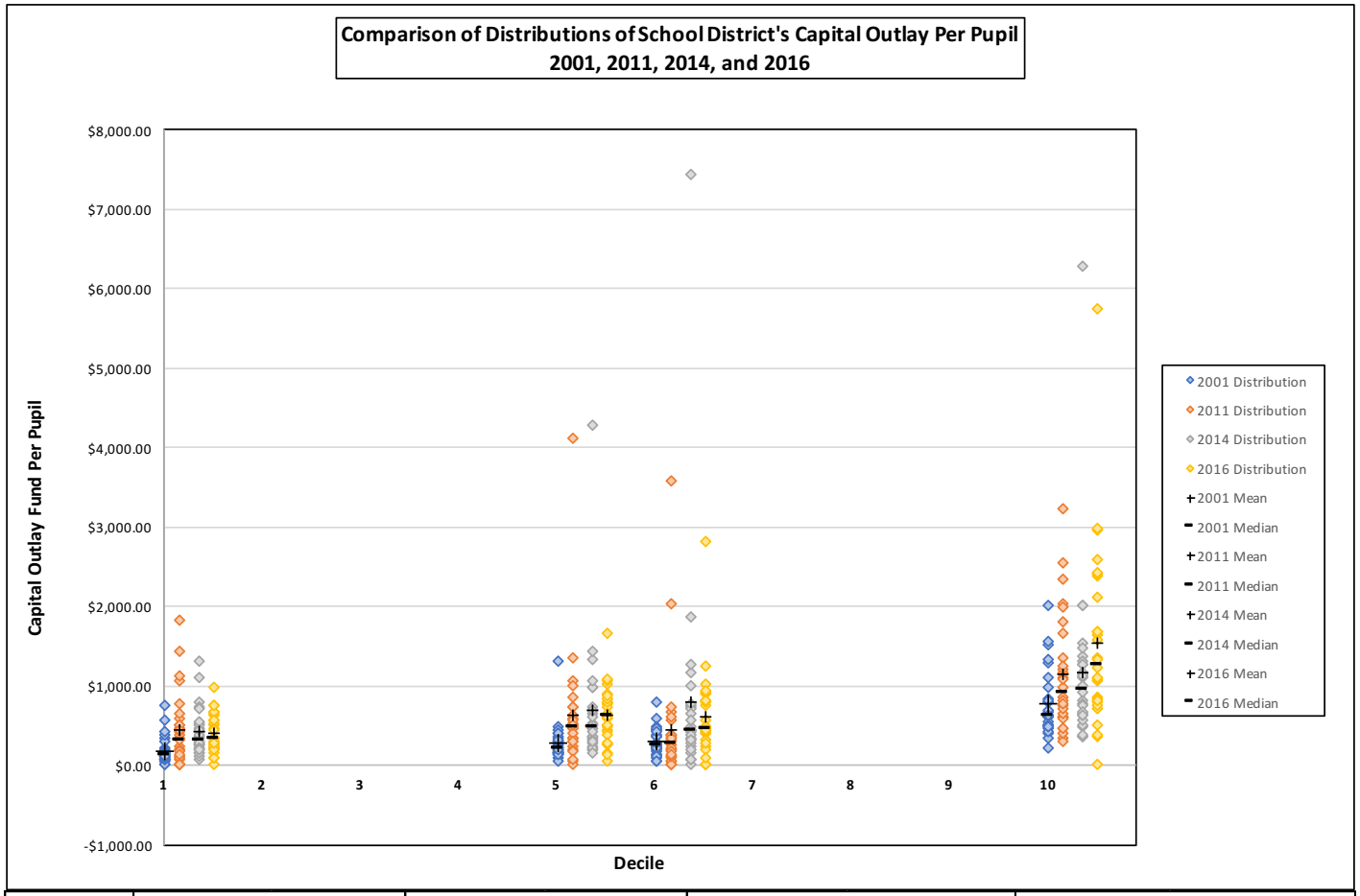
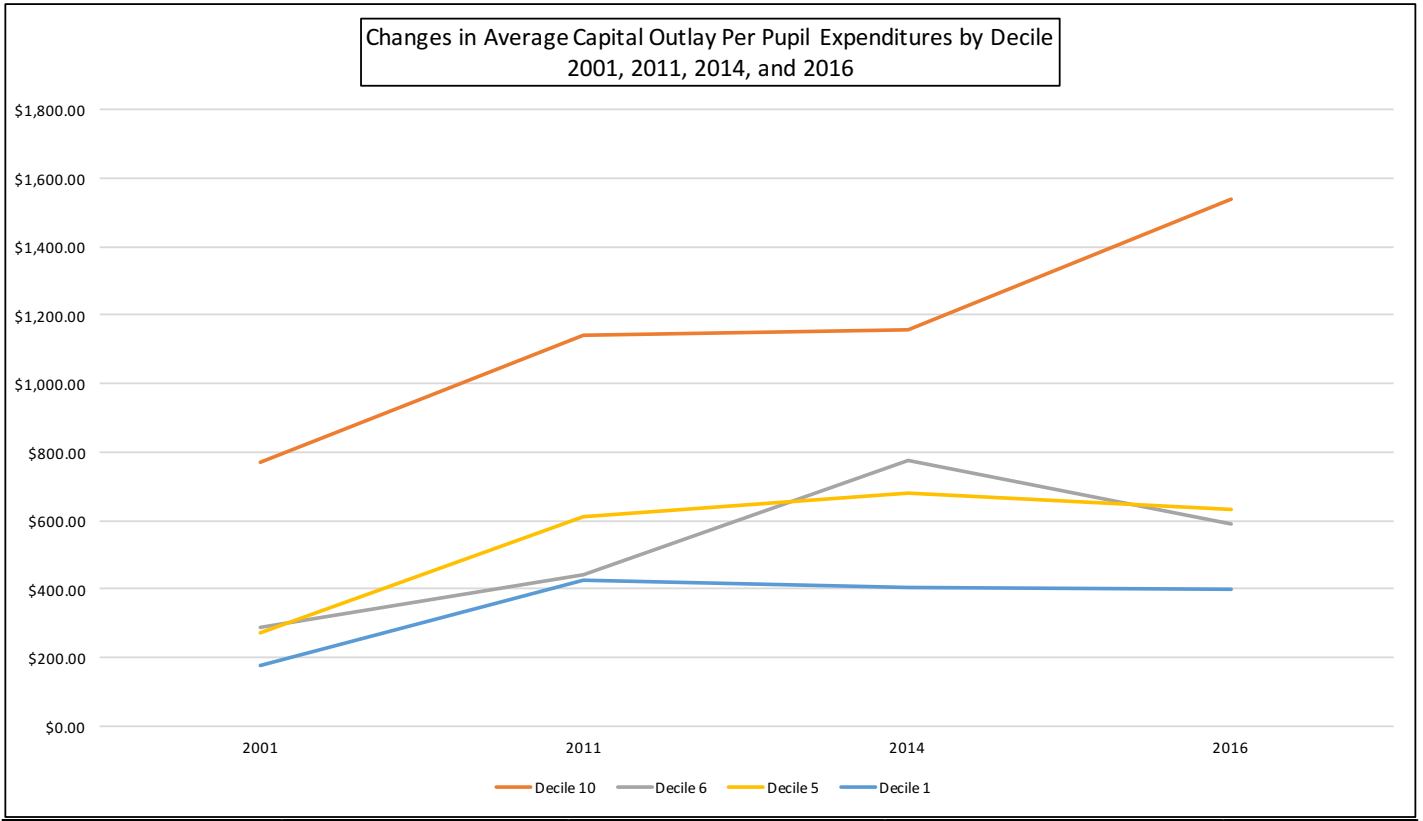


Figure 4.20 – Comparison of Distributions of School Districts' Capital Outlay Fund Per Pupil 2001 to 2016



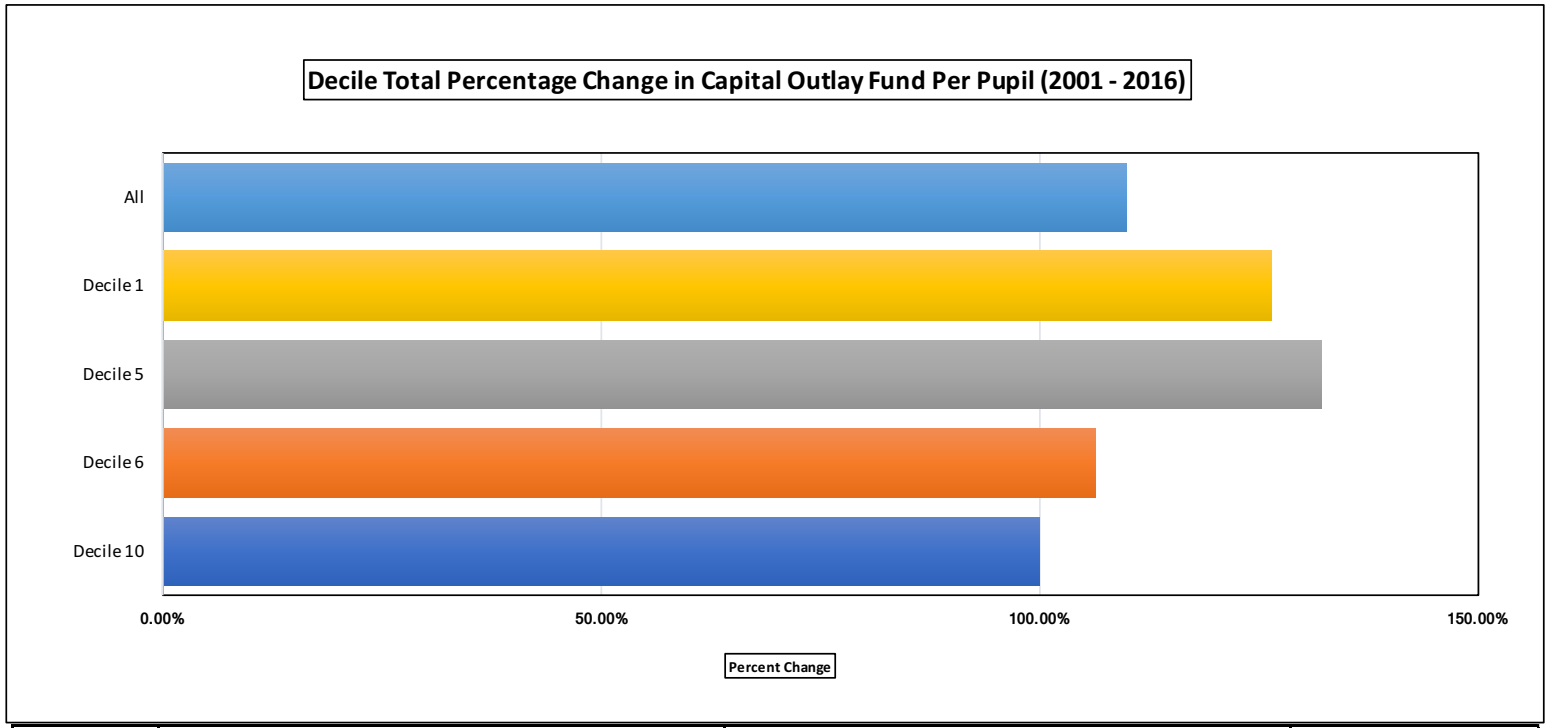
	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	$ 770.38	$ 623.19	$ 1,139.05	$ 917.83	$ 1,155.31	$ 954.44	$ 1,539.38	$ 1,266.19
6	$ 286.69	$ 253.35	$ 443.04	$ 271.67	$ 777.25	$ 441.79	$ 591.75	$ 461.47
5	$ 271.86	$ 209.82	$ 611.93	$ 474.69	$ 681.04	$ 480.42	$ 630.68	$ 622.01
1	$ 176.62	$ 117.60	$ 425.85	$ 321.38	$ 406.40	$ 313.46	$ 399.67	$ 332.41

Figure 4.21 – Changes in Average Capital Outlay Per Pupil by Decile (2001, 2011, 2014, and 2016)



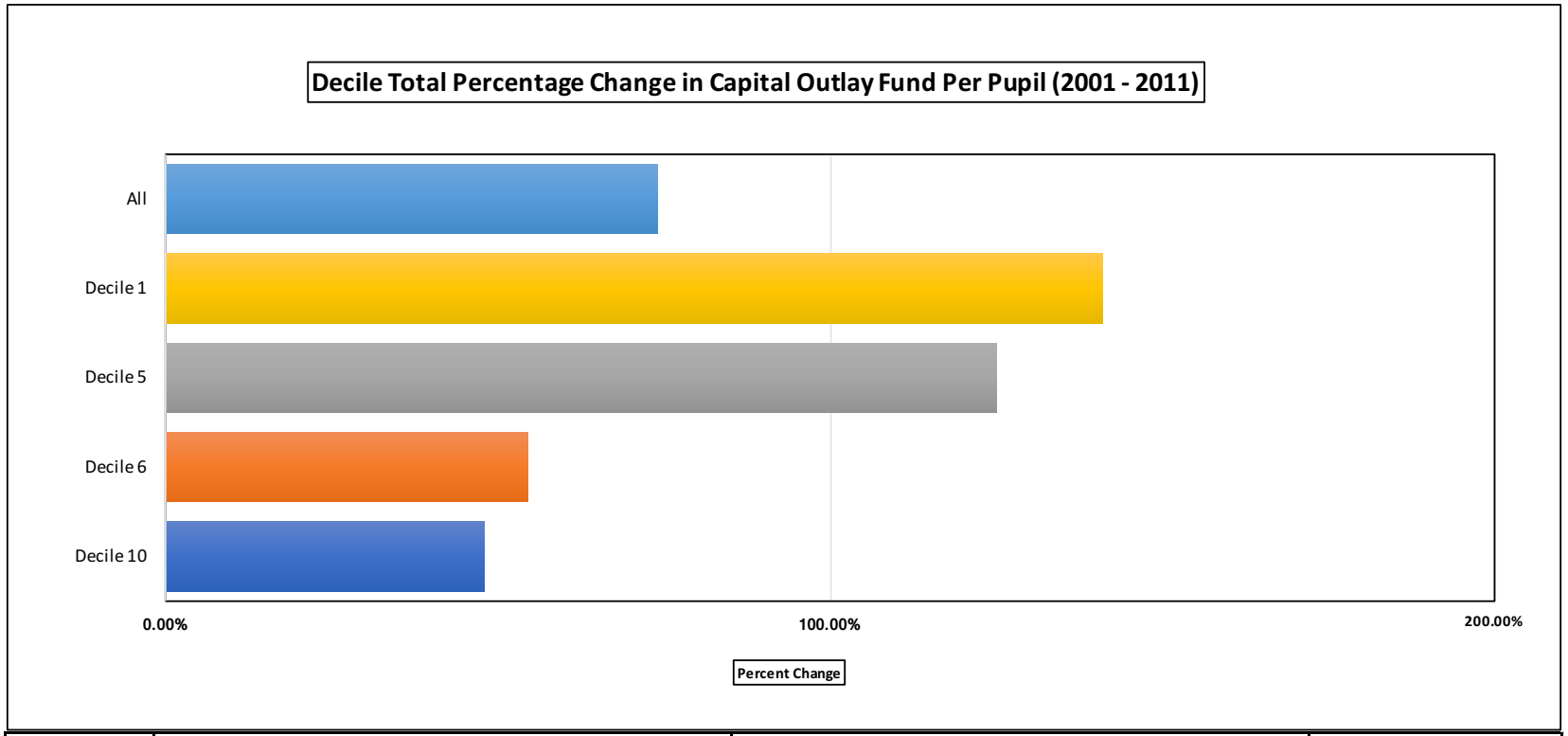
	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	$ 770.38	$ 623.19	$ 1,139.05	$ 917.83	$ 1,155.31	$ 954.44	$ 1,539.38	$ 1,266.19
6	$ 286.69	$ 253.35	$ 443.04	$ 271.67	$ 777.25	$ 441.79	$ 591.75	$ 461.47
5	$ 271.86	$ 209.82	$ 611.93	$ 474.69	$ 681.04	$ 480.42	$ 630.68	$ 622.01
1	$ 176.62	$ 117.60	$ 425.85	$ 321.38	$ 406.40	$ 313.46	$ 399.67	$ 332.41

Figure 4.22 – Decile Total Percentage Change in Capital Outlay Per Pupil 2001 to 2016



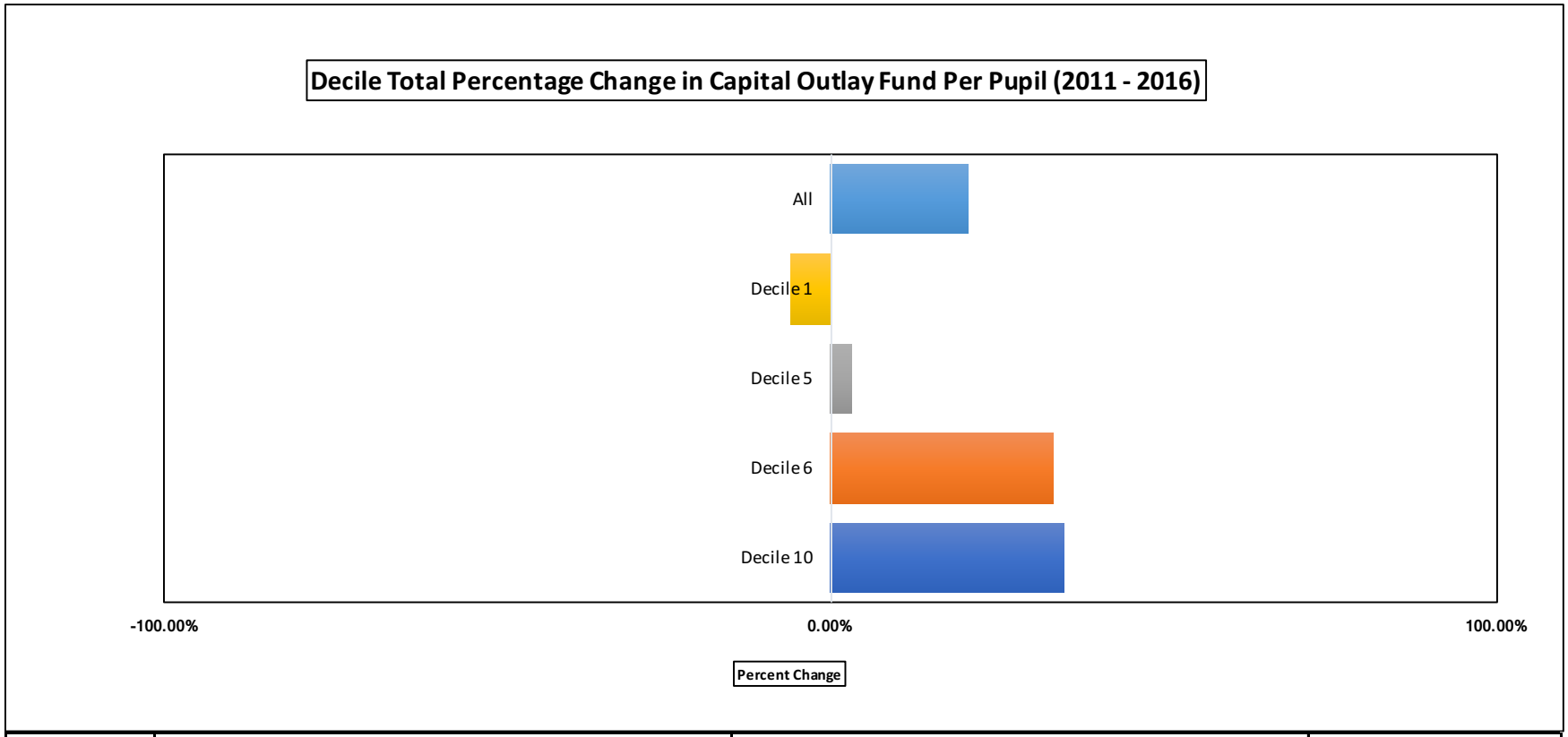
Decile	Total of School Districts' Capital Outlay Per Pupil 2001	Total of School Districts' Capital Outlay Per Pupil 2016	Percent Change
Decile 10	$21,570.72	$43,102.72	99.82%
Decile 6	$8,027.29	$16,569.07	106.41%
Decile 5	$7,612.13	$17,658.92	131.98%
Decile 1	$4,945.26	$11,190.88	126.30%
All	$42,155.40	$88,521.58	109.99%

Figure 4.23– Decile Total Percentage Change in Capital Outlay Per Pupil 2001 to 2011



Decile	Total of School Districts' Capital Outlay Per Pupil 2001	Total of School Districts' Capital Outlay Per Pupil 2011	Percent Change
Decile 10	$21,570.72	$31,893.50	47.86%
Decile 6	$8,027.29	$12,405.03	54.54%
Decile 5	$7,612.13	$17,133.95	125.09%
Decile 1	$4,945.26	$11,923.66	141.11%
All	$42,155.40	$73,356.14	74.01%

Figure 4.24– Decile Total Percentage Change in Capital Outlay Per Pupil 2011 to 2016



Decile	Total of School Districts' Capital Outlay Per Pupil 2011	Total of School Districts' Capital Outlay Per Pupil 2016	Percent Change
Decile 10	$31,893.50	$43,102.72	35.15%
Decile 6	$12,405.03	$16,569.07	33.57%
Decile 5	$17,133.95	$17,658.92	3.06%
Decile 1	$11,923.66	$11,190.88	-6.15%
All	$73,356.14	$88,521.58	20.67%

Results of Bond and Interest Fund Analysis

When facility expenses, such as new construction or significant remodeling, cannot be achieved through capital outlay funds alone, school districts in Kansas can levy additional taxes through a local bond election. In order to do so, districts must seek approval from their local constituents through a special tax levy, in which registered voters residing within the district decide whether they want their community to take on the additional tax burden. Once a successful bond is passed, districts repay the debt through bond and interest payments. In many ways, bond and interest shows the truest form of local tax effort within a school system, as it relies solely on taxpayers of the local district to elect to take on added tax burden.

An analysis of Figure 4.25 (pg. 109) shows that the distribution of school districts and total changes in bond and interest per pupil from 2001 to 2016 was fairly consistent across all deciles in that they each had relatively wide distributions. Decile 10 had the widest range of any decile, with bond and interest funds per pupil ranging from an increase of $2706.06 to a decrease of $1,151.29.

An examination of the snapshot years 2001, 2011, 2014, and 2016, shown in Figure 4.26 (pg. 110), revealed an interesting trend in bond and interest funding per pupil. Decile 10, in three of the four years, had a median bond and interest per pupil of zero while maintaining a mean amount similar to the other three deciles. This indicated that for Decile 10, while many districts did not take on bond indebtedness, the total costs of those that did were of high dollar amount.

Figure 4.27 (pg. 111) illustrates trends in average bond and interest per pupil by decile for 2001, 2011, 2014, and 2016. It shows that Decile 5 maintained the highest bond and interest per pupil for all four years, while Decile 1 was the second highest for years 2011, 2014, and 2016. When looking at Decile 10, there was an observable downward trend from 2011 through

2016, ultimately marking that decile as the lowest decile in 2014 and 2016 in terms of average bond and interest per pupil.

Figures 4.28, 4.29, and 4.30 (pg. 112 – 114) show the total percentage change in bond and interest funding per pupil from 2001 to 2016, and includes a further graphical breakdown for 2001 to 2011 and 2011 to 2016. An analysis of this information revealed that all 112 districts, when considered together, saw an overall increase in bond and interest per pupil of 123.43%. Decile 1 saw the highest percentage increase with 160.17% while Decile 10 saw the lowest of 63.96%. When looking at the breakdown from 2001 to 2011, the percentages were more closely grouped, with Decile 1 experiencing the highest percent change at 135.39% and Deciles 5 and 10 nearly mirroring one another at 91.38% and 90.65% respectively. From 2011 to 2016, however, Decile 10 was the only decile which saw a decrease in bond and interest funding per pupil at -14.00%, while the other deciles each increased by 10% or more.

Figure 4.25 – Distribution of School Districts and Total Change in Bond and Interest Per Pupil 2001 to 2016

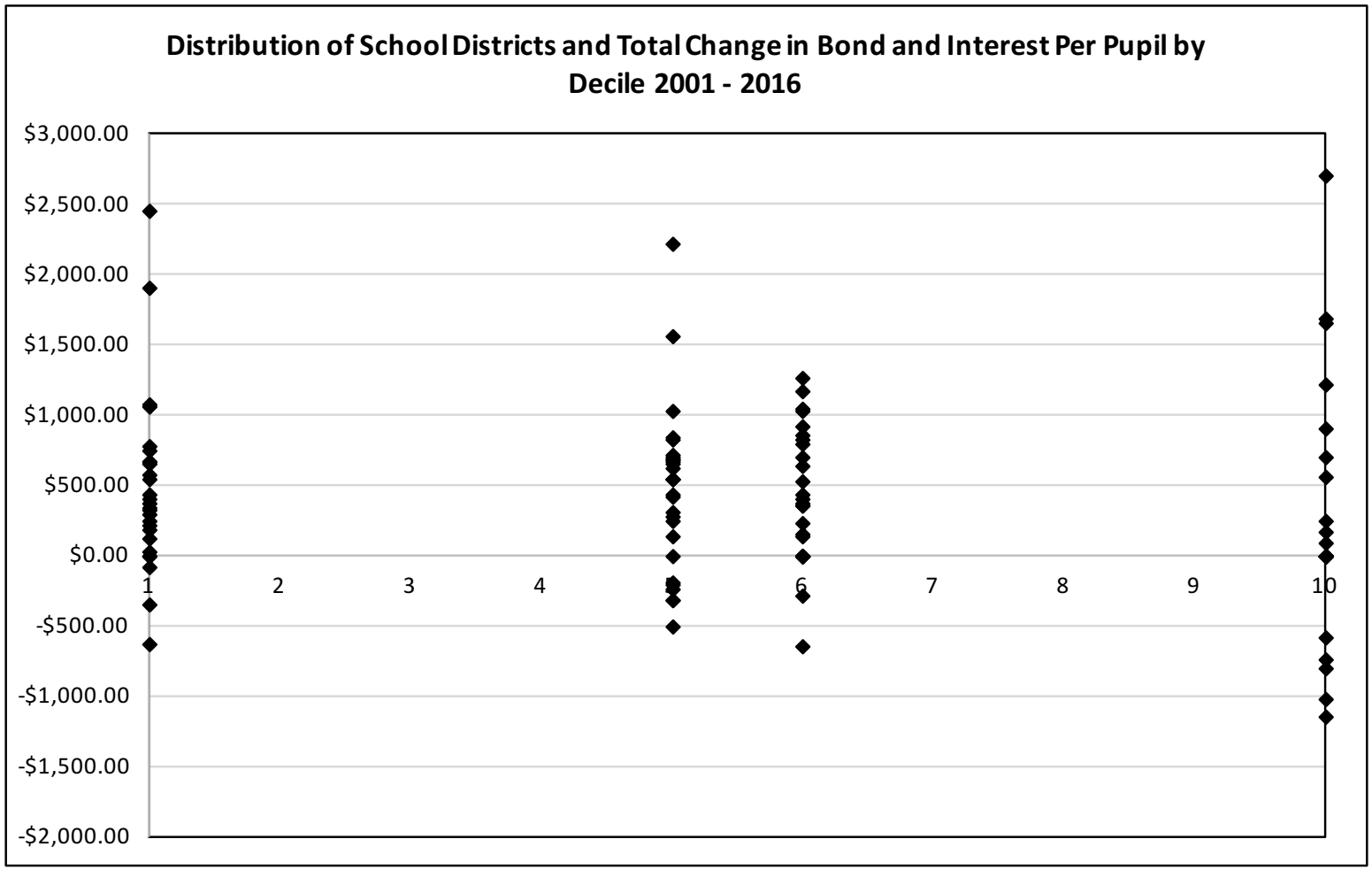
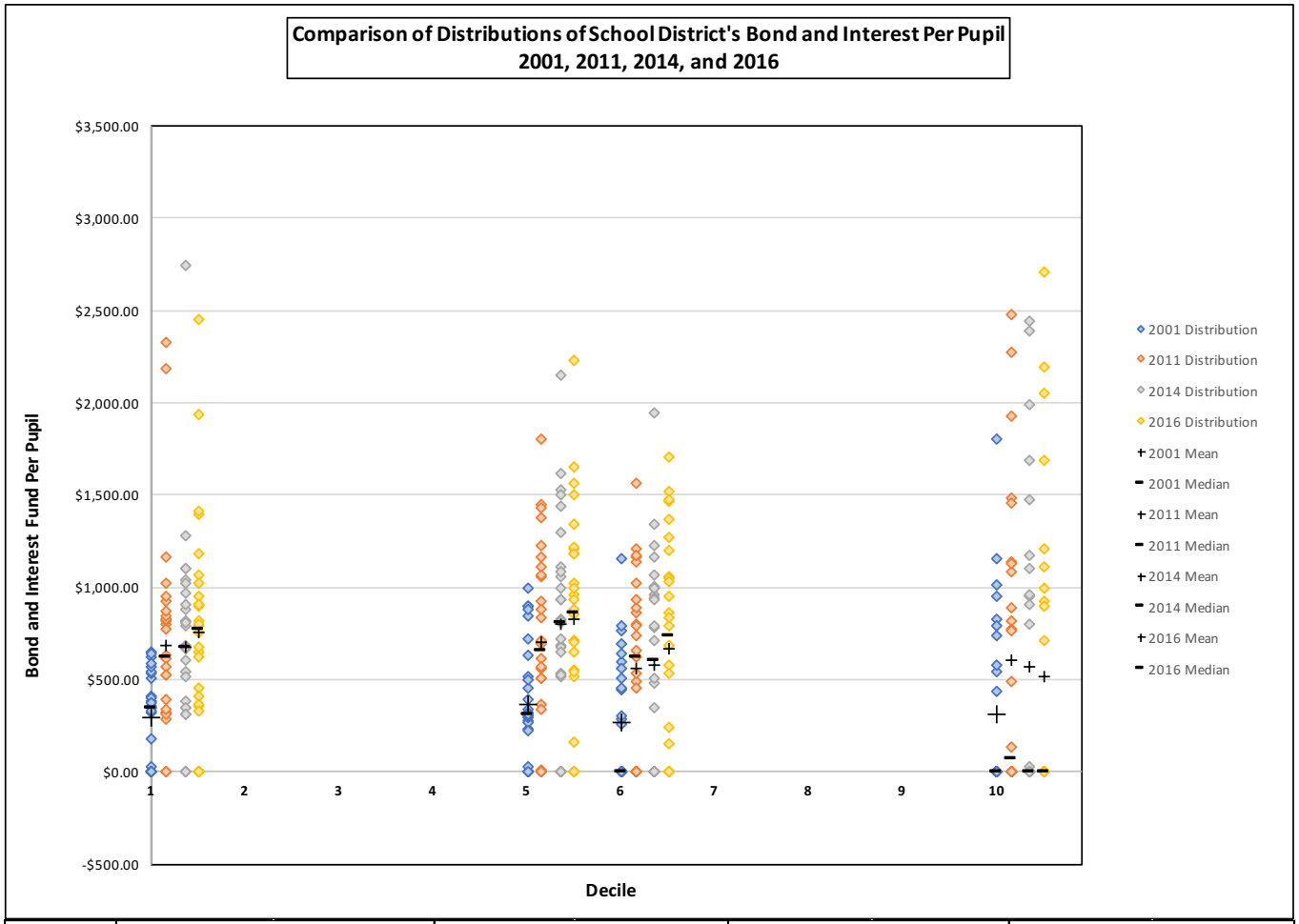
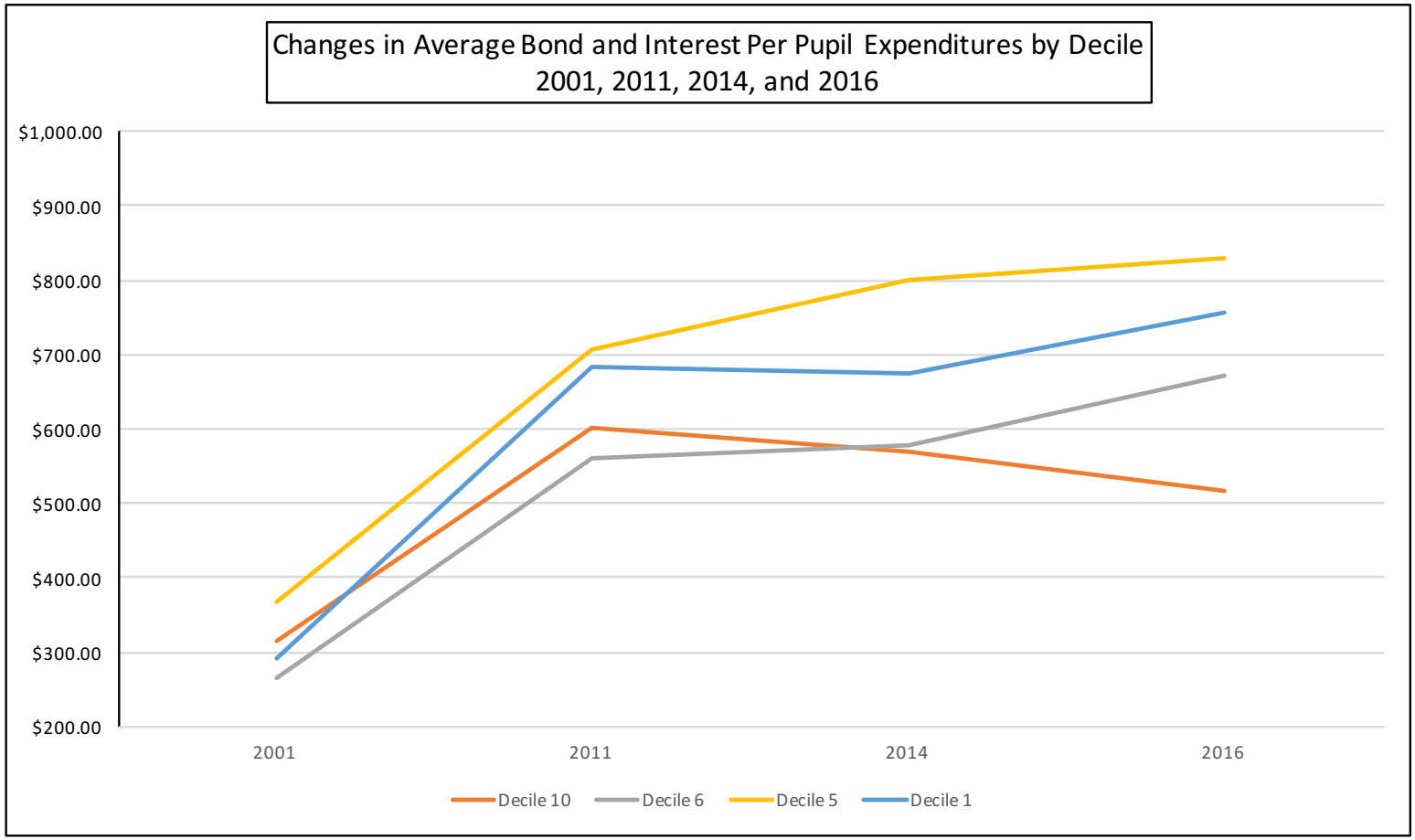


Figure 4.26 – Comparison of Distributions of School Districts' Bond and Interest Per Pupil 2001 to 2016



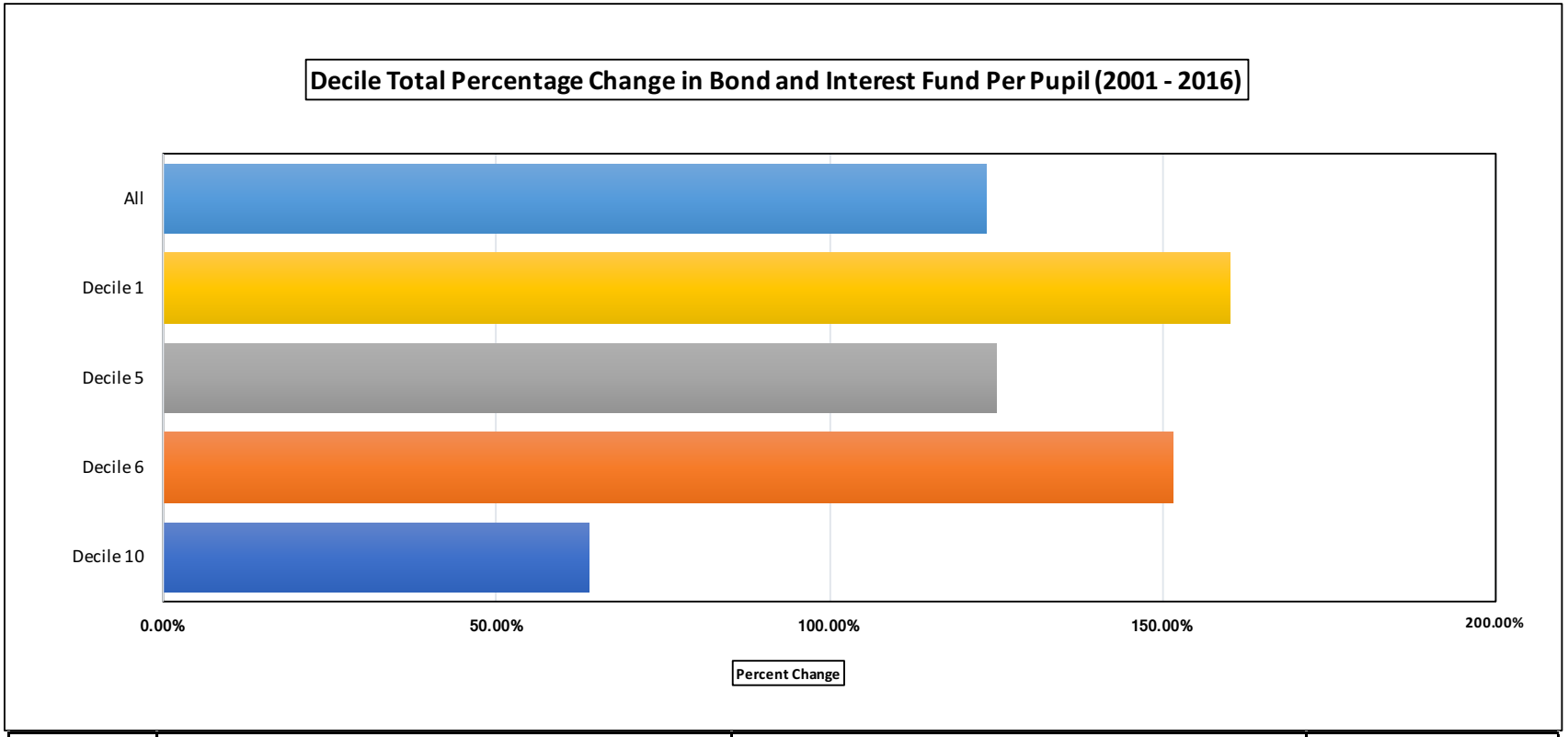
	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	$ 315.80	$ -	$ 602.06	$ 69.04	$ 568.20	$ -	$ 517.77	$ -
6	$ 266.55	$ 0.03	$ 560.36	$ 623.28	$ 578.22	$ 607.46	$ 670.78	$ 740.37
5	$ 368.92	$ 310.83	$ 706.02	$ 654.17	$ 800.75	$ 812.98	$ 830.10	$ 863.29
1	$ 290.64	$ 347.22	$ 684.14	$ 621.22	$ 673.66	$ 675.42	$ 756.17	$ 774.31

Figure 4.27 – Changes in Average Bond and Interest Per Pupil by Decile 2001, 2011, 2014, and 2016



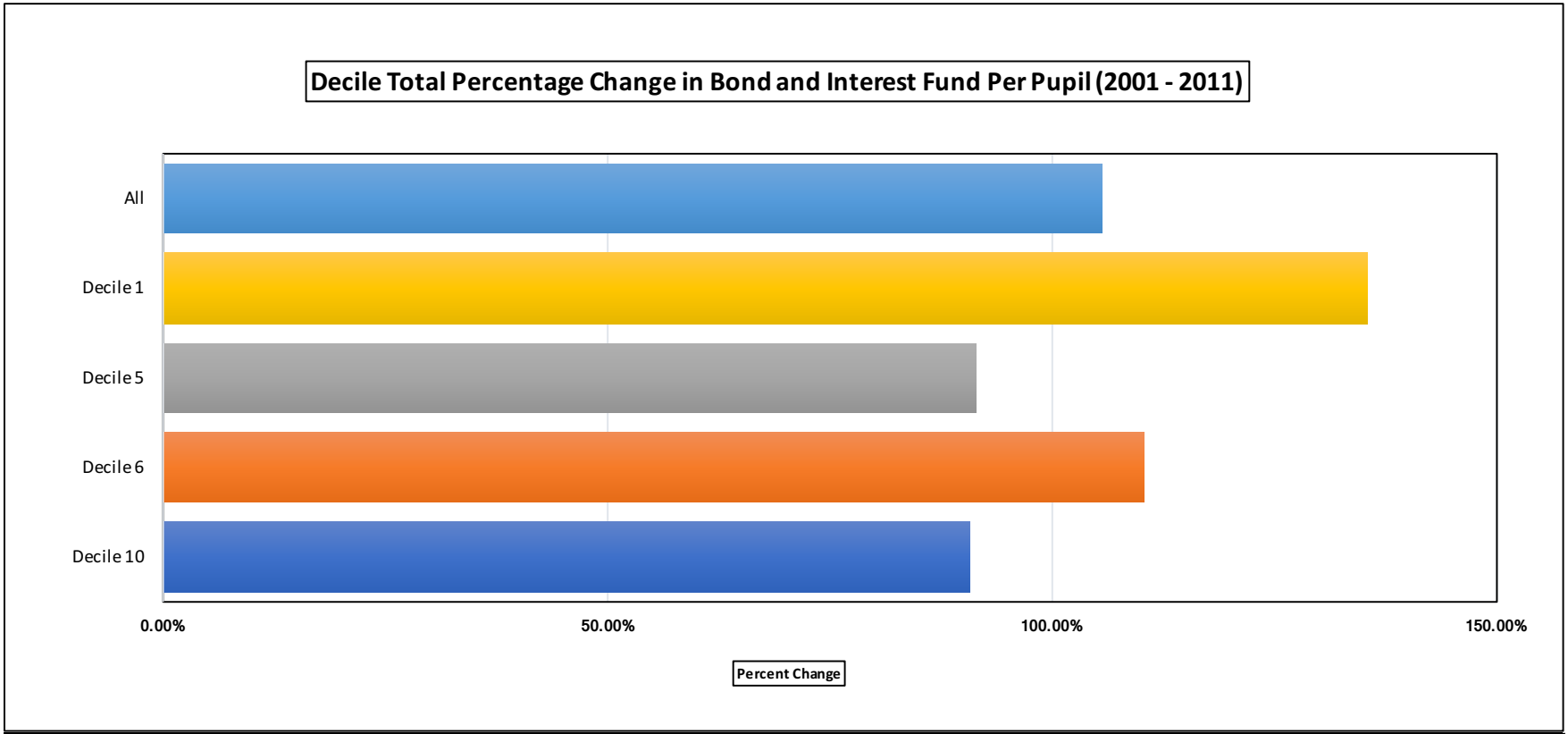
	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	$ 315.80	$ -	$ 602.06	$ 69.04	$ 568.20	$ -	$ 517.77	$ -
6	$ 266.55	$ 0.03	$ 560.36	$ 623.28	$ 578.22	$ 607.46	$ 670.78	$ 740.37
5	$ 368.92	$ 310.83	$ 706.02	$ 654.17	$ 800.75	$ 812.98	$ 830.10	$ 863.29
1	$ 290.64	$ 347.22	$ 684.14	$ 621.22	$ 673.66	$ 675.42	$ 756.17	$ 774.31

Figure 4.28 – Decile Total Percentage Change in Bond and Interest Per Pupil 2001 to 2016



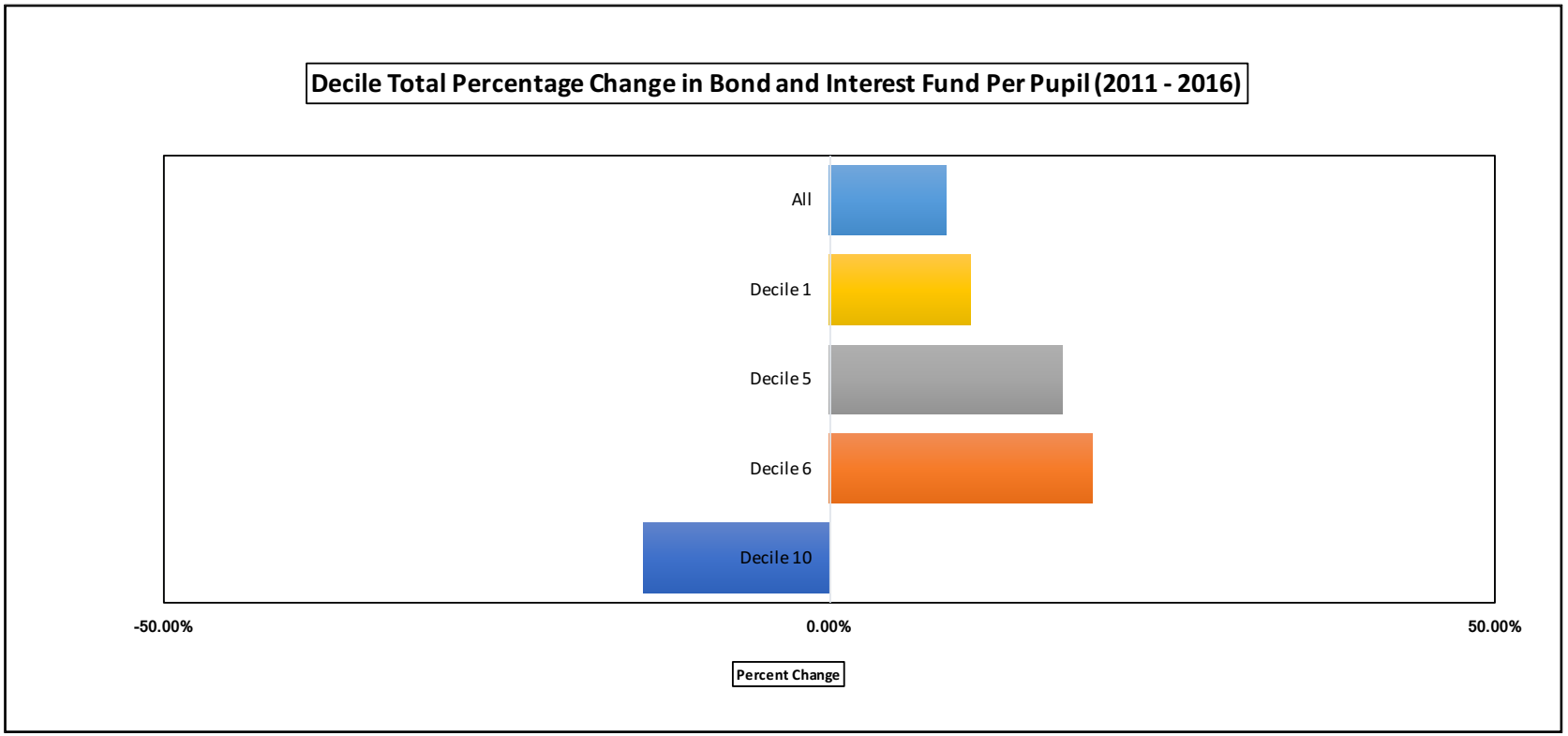
Decile	Total of School Districts' Bond and Interest Per Pupil 2001	Total of School Districts' Bond and Interest Per Pupil 2016	Percent Change
Decile 10	$8,842.32	$14,497.46	63.96%
Decile 6	$7,463.52	$18,781.97	151.65%
Decile 5	$10,329.80	$23,242.91	125.01%
Decile 1	$8,138.04	$21,172.82	160.17%
All	$34,773.68	$77,695.17	123.43%

Figure 4.29 – Decile Total Percentage Change in Bond and Interest Per Pupil 2001 to 2011



Decile	Total of School Districts' Bond and Interest Per Pupil 2001	Total of School Districts' Bond and Interest Per Pupil 2011	Percent Change
Decile 10	$8,842.32	$16,857.57	90.65%
Decile 6	$7,463.52	$15,689.99	110.22%
Decile 5	$10,329.80	$19,768.70	91.38%
Decile 1	$8,138.04	$19,156.02	135.39%
All	$34,773.68	$71,472.27	105.54%

Figure 4.30 – Decile Total Percentage Change in Bond and Interest Per Pupil 2001 to 2016



Decile	Total of School Districts' Bond and Interest Per Pupil 2011	Total of School Districts' Bond and Interest Per Pupil 2016	Percent Change
Decile 10	$16,857.57	$14,497.46	-14.00%
Decile 6	$15,689.99	$18,781.97	19.71%
Decile 5	$19,768.70	$23,242.91	17.57%
Decile 1	$19,156.02	$21,172.82	10.53%
All	$71,472.27	$77,695.17	8.71%

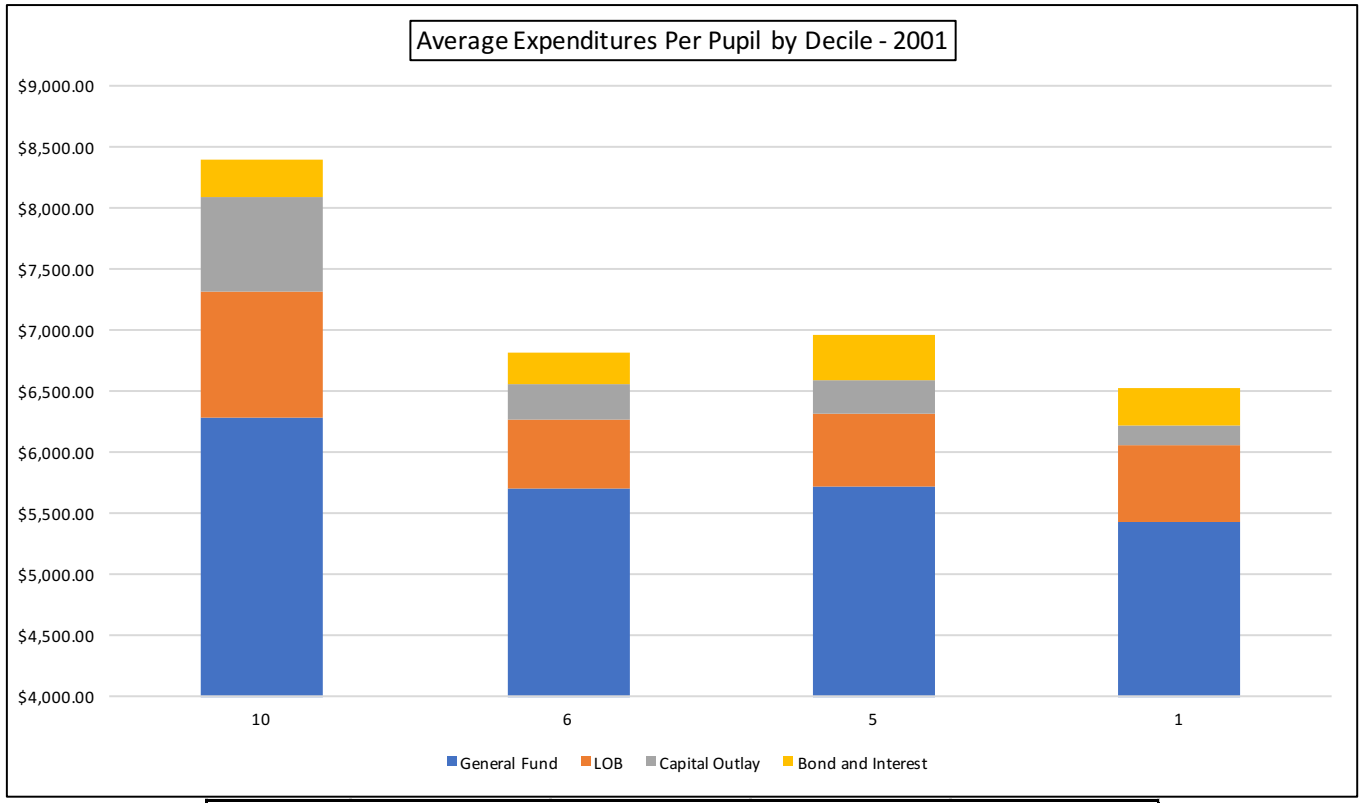
Results of Combined Funding Per Pupil

Considering all four funding mechanisms that all Kansas school districts have in common – general fund, supplemental general fund (LOB), capital outlay, and bond and interest – it was fitting to next examine total expenditures per pupil over the snapshot years explored during this study: 2001, 2011, 2014, and 2016.

Figure 4.31 (pg. 116) shows average expenditures per pupil by decile for 2001. Analysis of the data very clearly demonstrated that Decile 10 had the highest combined per pupil funding for 2001. Decile 1 had the lowest combined funding per pupil, while Decile 5 was slightly higher than Decile 6. Figure 4.32 (pg. 117) presents the same data for 2011, showing again that Decile 10 was the highest, Decile 1 was the lowest, and Decile 5 was slightly higher than Decile 6. When looking at 2014 data, shown in Figure 4.33 (pg. 118), a new story emerged. While Decile 10 continued to be the highest in terms of combined total funding per pupil, Deciles 6, 5, and 1 were very similar, with Decile 1 remaining the lowest and Decile 5 slightly outperforming Decile 6. Finally, an analysis of data from 2016 shown in Figure 4.34 (pg. 119) illustrated that Decile 10 remained the highest, while Decile 6, 5, and 1 were nearly identical. Decile 6 sat just slightly below the other two deciles, partly due to the fact that Deciles 1 and 5 each generated slightly more bond and interest per pupil than Decile 6.

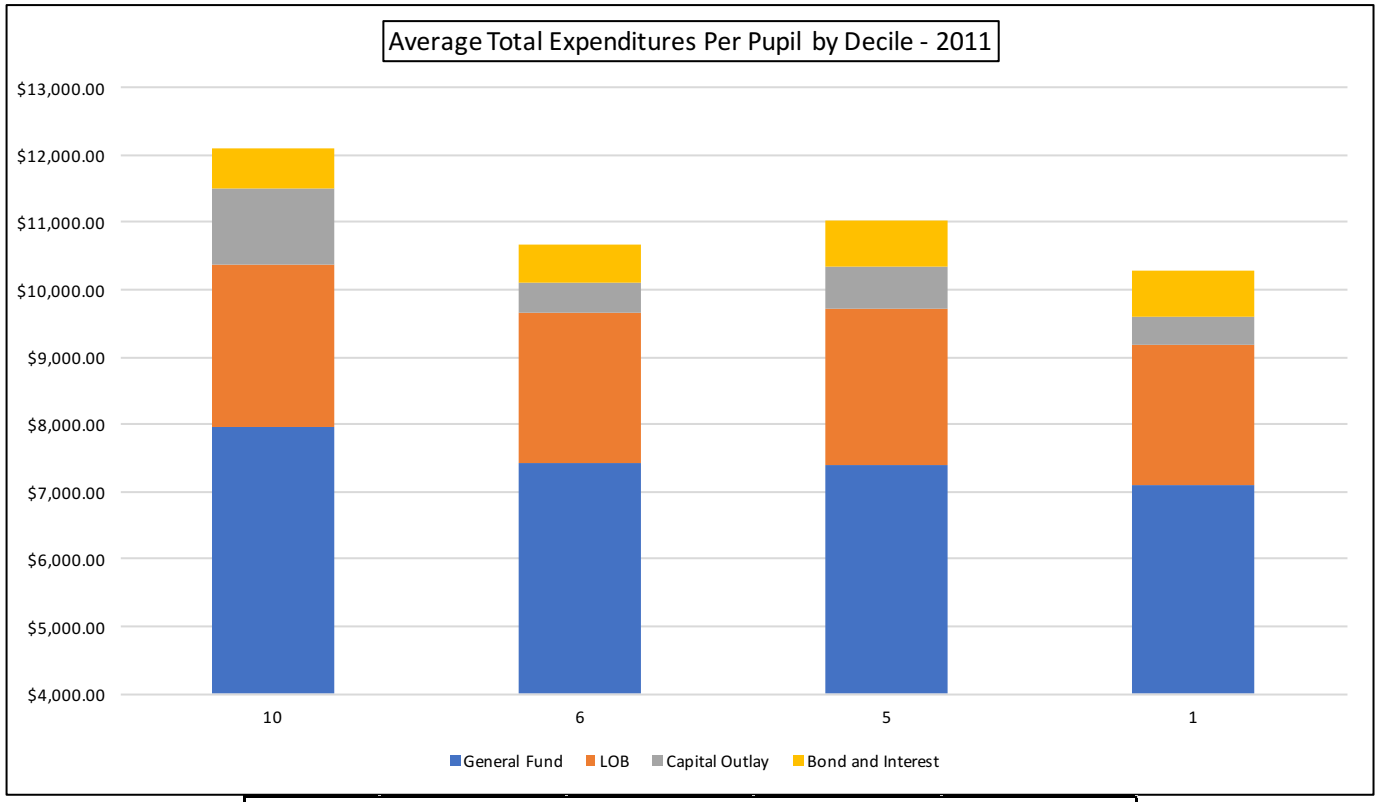
Considering the narrative as a whole, it was clear that Decile 10 consistently benefited from a greater ability to generate and expend more dollars per pupil than their average-wealth and poorer counterparts. Knowing that three of the four funding mechanisms ultimately relied on local effort to generate the dollars necessary to operate schools, improve facilities, and provide for students, it was also worth noting that Decile 1 (i.e. the poorest 10% of school districts in Kansas) often remained at the bottom of the four decile groups.

Figure 4.31 – Average Total Expenditures Per Pupil by Decile – 2001



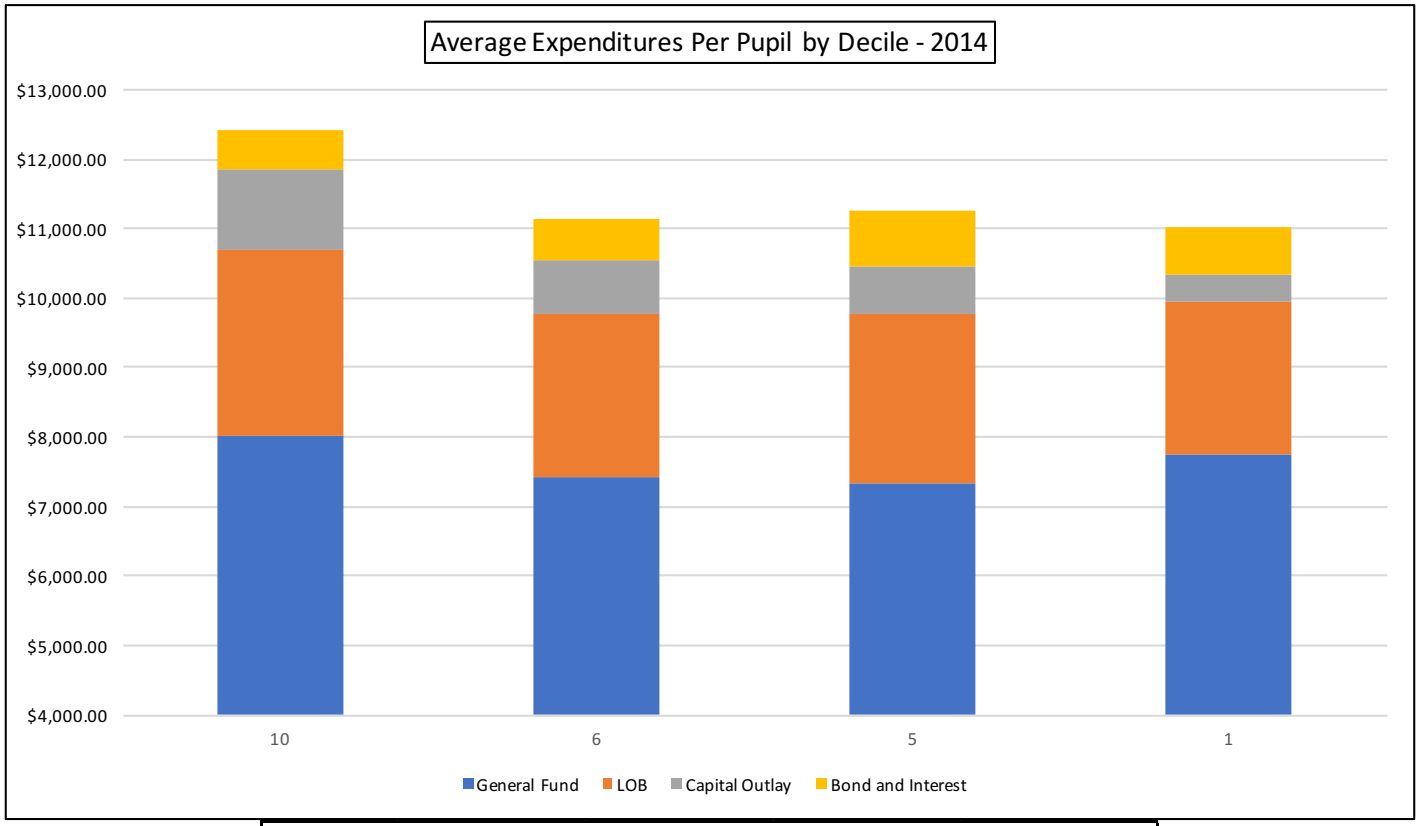
2001				
Decile	General Fund	LOB	Capital Outlay	Bond and Interest
10	$ 6,277	$ 1,035	$ 770	$ 316
6	$ 5,710	$ 555	$ 287	$ 267
5	$ 5,716	$ 600	$ 272	$ 369
1	$ 5,435	$ 615	$ 177	$ 291

Figure 4.32 – Average Total Expenditures Per Pupil by Decile – 2011



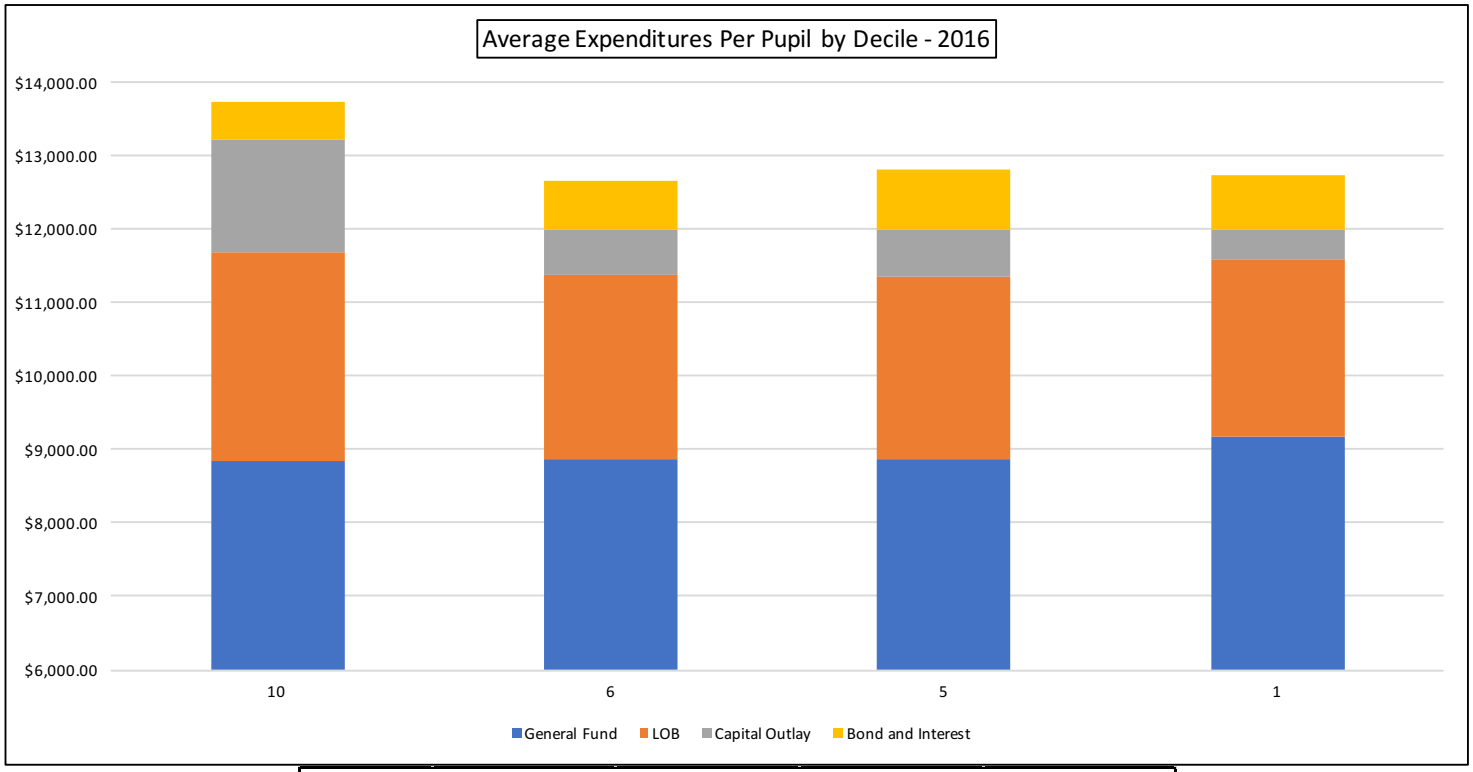
2011				
Decile	**General Fund**	**LOB**	**Capital Outlay**	**Bond and Interest**
10	$7,973.03	$2,383.52	$1,139.05	$602.06
6	$7,427.51	$2,228.40	$443.04	$560.36
5	$7,390.57	$2,328.69	$611.93	$706.02
1	$7,087.80	$2,092.53	$425.85	$684.14

Figure 4.33 – Average Total Expenditures Per Pupil by Decile – 2014



2014				
Decile	**General Fund**	**LOB**	**Capital Outlay**	**Bond and Interest**
10	$8,032	$2,652	$1,155	$568
6	$7,422	$2,353	$777	$578
5	$7,339	$2,440	$681	$801
1	$7,755	$2,189	$406	$674

Figure 4.34 – Average Total Expenditures Per Pupil by Decile – 2016



2016				
Decile	General Fund	LOB	Capital Outlay	Bond and Interest
10	$8,842	$2,832	$1,539	$518
6	$8,873	$2,512	$592	$671
5	$8,858	$2,488	$631	$830
1	$9,172	$2,413	$400	$756

Results of Pupils Per Certified Employee Analysis

One of the key characteristics often considered when reviewing quality of instruction is the pupil-to-teacher ratio (PTR), with the notion being that fewer pupils per teacher (i.e., a lower PTR) results in a more effective educational experience. For the purposes of this analysis, pupils per certified employee served as proxy for instructional quality in this manner.

Analysis of Figure 4.35 (pg. 122) showing the distribution of school districts and total change in number of pupils per certified employee from 2001 to 2016, along with information in Appendix J (pg. 230-234), revealed that 38 of the original 112 districts saw an average increase of 2.2 pupils per certified employee over the years studied. Notably, 73 of the 112 districts (63%) saw an average decrease of 1.0 during the same time, and only one of the 112 districts (.009%) remained unchanged. Still, 38 (39%) saw increases in pupils per certified employee, and these same districts also saw increases in overall student population; most notably Andover and Spring Hill which saw increases in student populations of 5,055 and 2,153 respectively, resulting in pupil to certified staff increases of 9.1 and 5.6 respectively. Elkhart was another district which saw significant growth, gaining 571 students and resulting in a pupil per certified employee increase of 14.5 – the highest of any school district examined. Of the 73 districts which saw decreases in pupils per certified employees, 11 actually saw numbers increase in student enrollment over the time period studied, while the remaining 62 saw student enrollment decrease.

Analysis of Figure 4.36 (pg. 123) which shows a comparison of distributions of school district's pupils per certified employees from 2001, 2011, 2014, and 2016, revealed that over time, Decile 1 maintained a relatively tight pattern while the other three deciles widened over time. That said, Decile 1 was the only decile to see the mean number of pupils per certified staff

decrease multiple years in a row (2001 to 2011, 2011 to 2014). It was also worth noting that during each snapshot in time, Decile 10 consistently maintained the lowest mean and median pupils per certified employee than the other three deciles. Knowing that a lower PTR and fewer pupils per certified employee is an indicator of a higher quality of instruction, it was instructive that this remained true over all four years for which data was pulled.

Finally, a review of Figures 4.37, 4.38, and 4.39 (pg. 124 – 126) illustrates that Decile 1 saw the most significant decrease over all in terms of percentage change in pupils per certified employee from 2001 to 2016 with an overall decrease of 4.59%. Decile 5 saw the most significant growth during that time, with an increase of 5.42%. Breaking the data down from 2001 to 2011, Decile 1 still saw the greatest decrease of the four deciles. However, from 2011 to 2016, Decile 10 saw the greatest decrease of 1.89% while Decile 5 continued to experience the most growth at 3.19%.

In summary (using PTR as an indicator of quality of instruction), districts having a lower number of pupils per certified employee or seeing decreases in those numbers over time were seen as having higher quality educational experiences. Analyzing the numbers shown, it was useful to note that Decile 10 consistently held the lowest mean and median number of pupils per certified staff by decile. While Decile 1 saw more significant movement in that regard from 2001 to 2011, it was again Decile 10 which saw improvements from 2011 to 2016, indicating an advantage over other deciles in that regard.

Figure 4.35 – Distribution of School Districts and Total Change in Number of Pupils Per Certified Employee 2001 to 2016

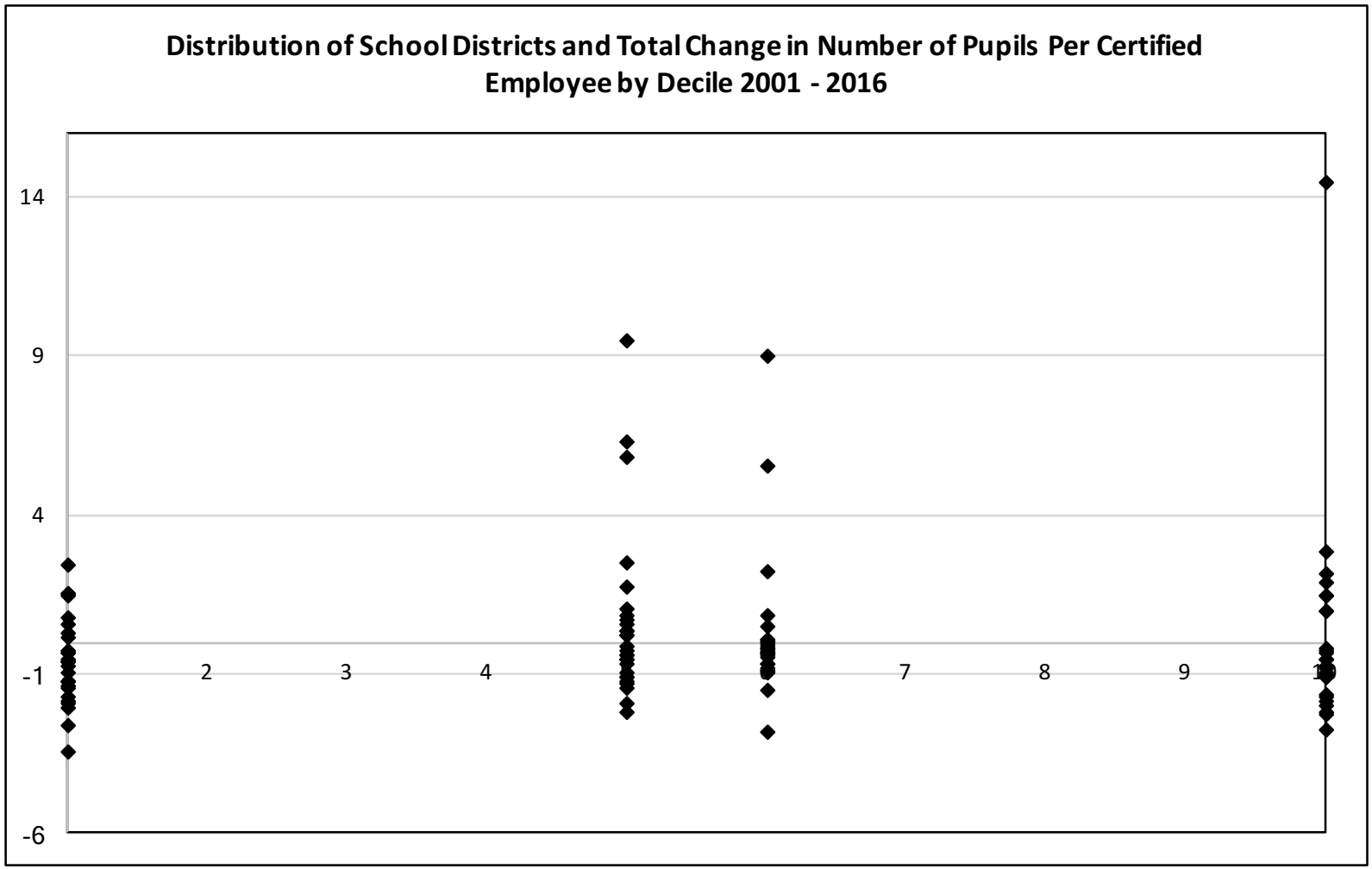
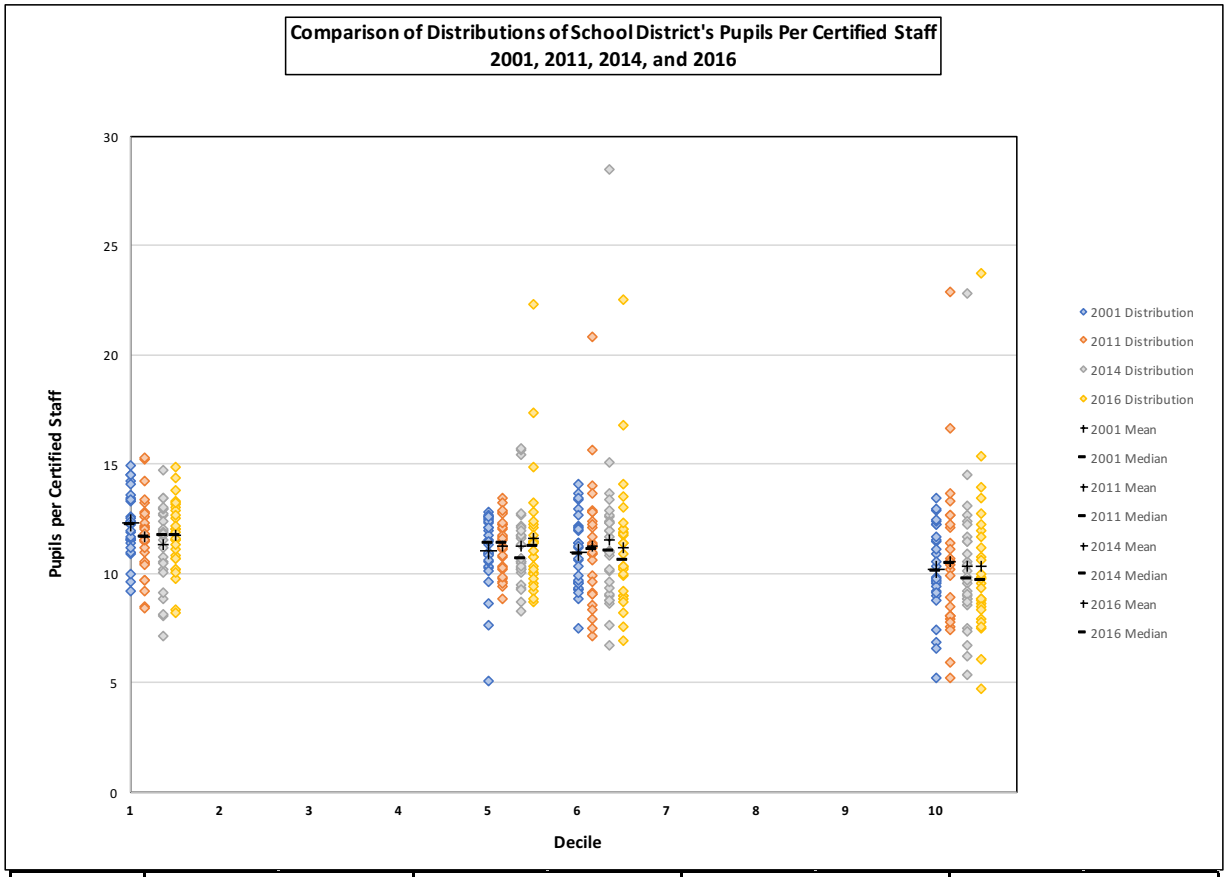
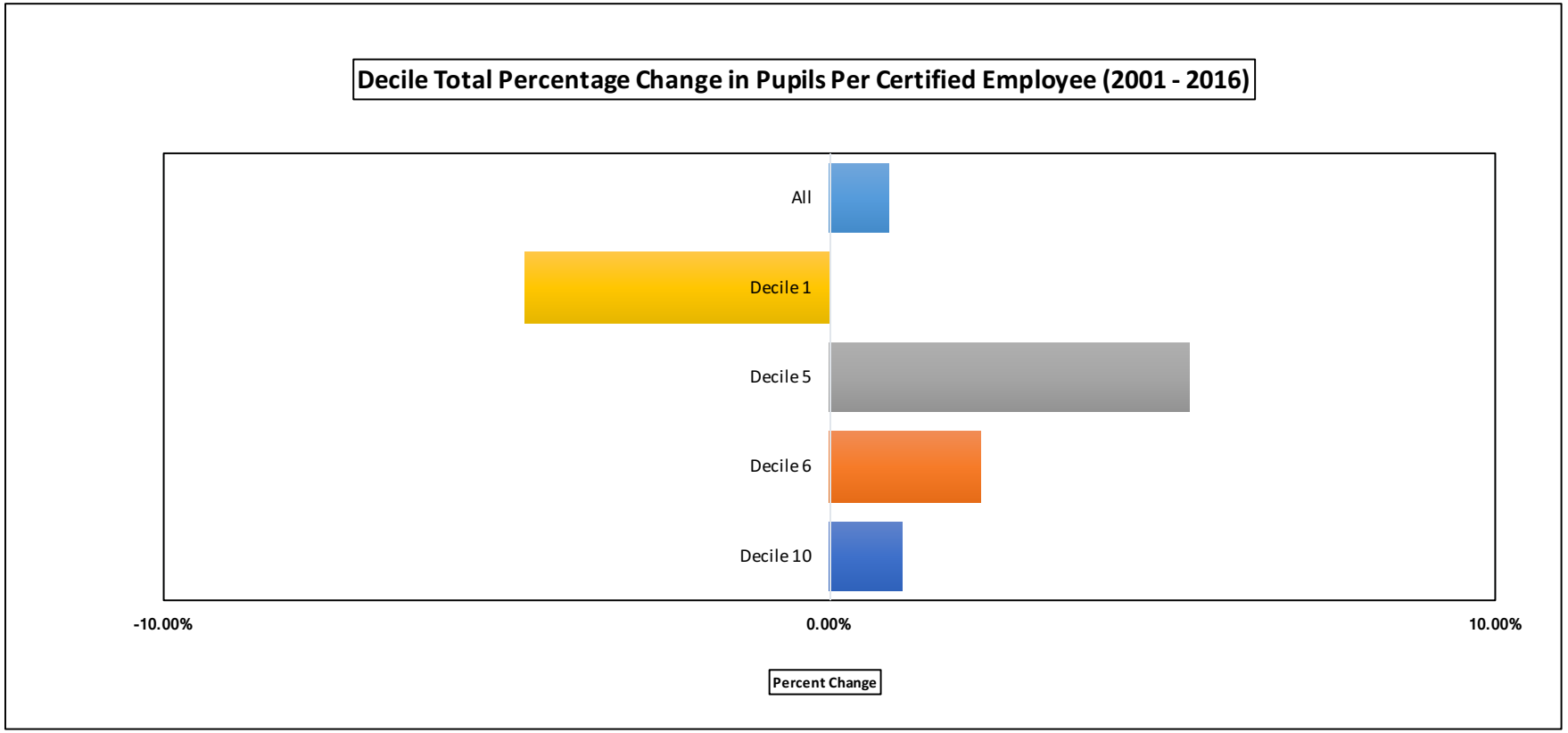


Figure 4.36 – Comparison of Distributions of School Districts Pupils Per Certified Employee 2001 to 2016



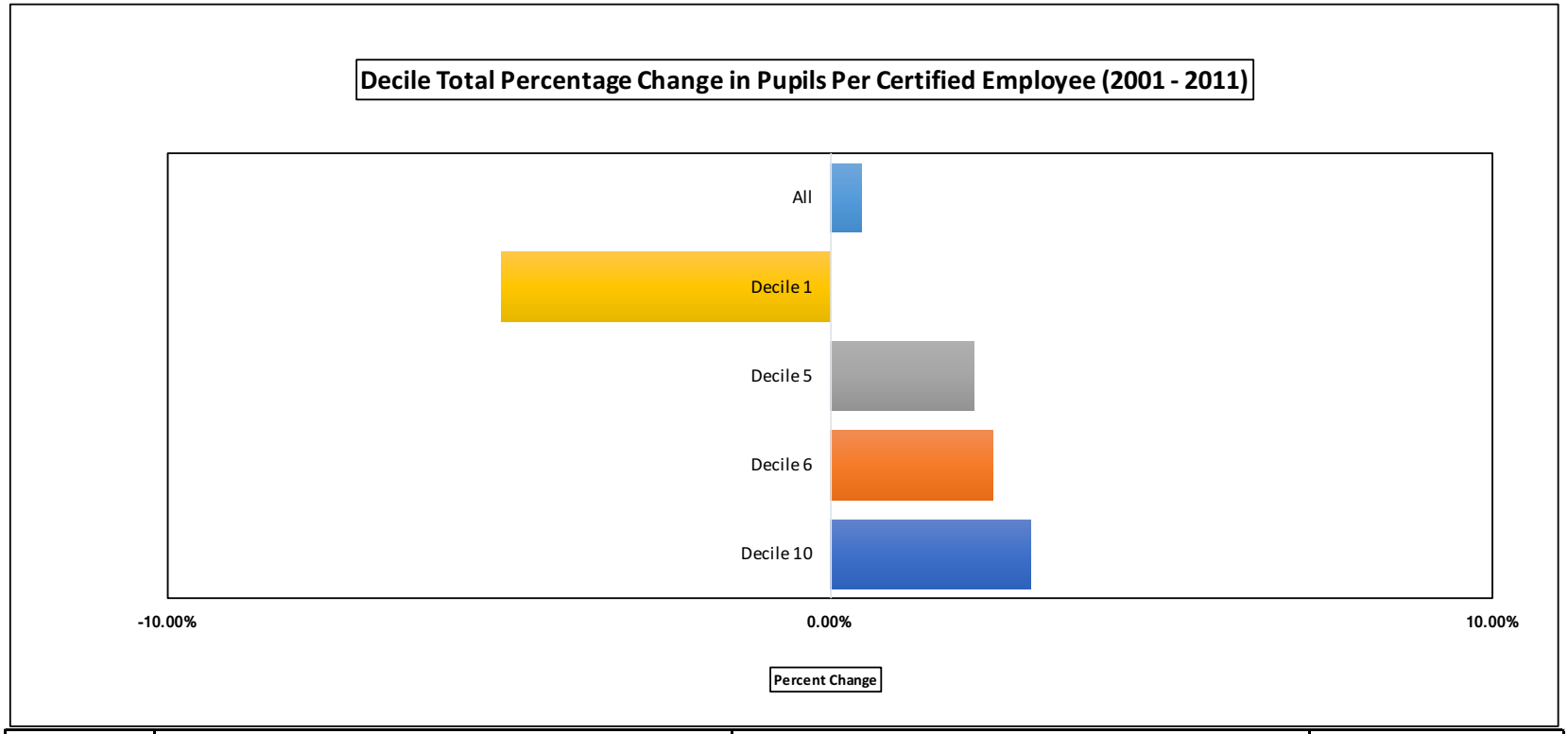
	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	10.24	10.11	10.55	10.47	10.32	9.75	10.35	9.67
6	10.98	10.94	11.25	11.09	11.55	11.02	11.23	10.63
5	11.05	11.42	11.29	11.43	11.29	10.73	11.65	11.23
1	12.30	12.25	11.69	11.69	11.35	11.78	11.73	11.80

Figure 4.37– Decile Total Percentage Change in Total Pupils Per Certified Employee 2001 to 2016



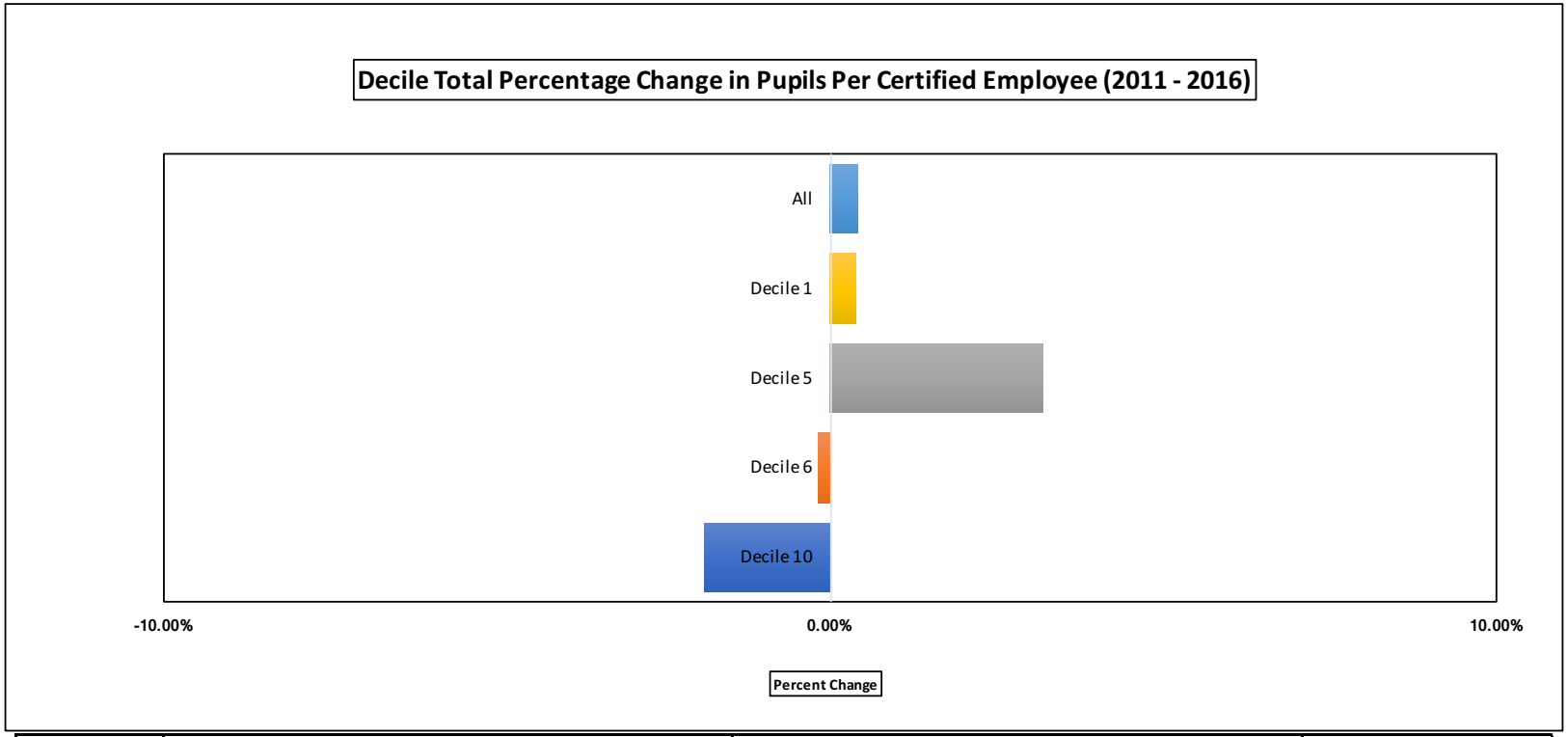
Decile	Total of School Districts' Pupils Per Certified Employee 2001	Total of School Districts' Pupils Per Certified Employee 2016	Percent Change
Decile 10	286.70	289.83	1.09%
Decile 6	307.44	314.43	2.27%
Decile 5	309.43	326.22	5.42%
Decile 1	344.33	328.53	-4.59%
All	1247.91	1259.01	0.89%

Figure 4.38 – Decile Total Percentage Change in Total Pupils Per Certified Employee 2001 to 2011



Decile	Total of School Districts' Pupils Per Certified Employee 2001	Total of School Districts' Pupils Per Certified Employee 2011	Percent Change
Decile 10	286.70	295.43	3.04%
Decile 6	307.44	314.98	2.45%
Decile 5	309.43	316.12	2.16%
Decile 1	344.33	327.27	-4.96%
All	1247.91	1253.79	0.47%

Figure 4.39 – Decile Total Percentage Change in Total Pupils Per Certified Employee 2001 to 2016



Decile	Total of School Districts' Pupils Per Certified Employee 2011	Total of School Districts' Pupils Per Certified Employee 2016	Percent Change
Decile 10	295.43	289.83	-1.89%
Decile 6	314.98	314.43	-0.17%
Decile 5	316.12	326.22	3.19%
Decile 1	327.27	328.53	0.39%
All	1253.79	1259.01	0.42%

Results of Average Teacher Salary Analysis

Average teacher salary is another factor which often has been used when considering the overall health of a school district, as it reflects the ability of a district to recruit and retain highly qualified teachers.

An analysis of Figure 4.40 (pg. 128) shows that each decile saw a similarly wide distribution of districts within each representative decile. Figure 4.41 (pg. 129), showing a comparison of distributions of school districts' average teacher salaries for 2001, 2011, 2014, and 2016, illustrated that districts across all four deciles saw similar increases from 2001 to 2011 in average teacher salaries. For the remaining years, Deciles 1, 5, and 6 all saw continued increases in average teacher salaries, while Decile 10 saw a slight decrease in mean and median from 2014 to 2016.

Figures 4.42, 4.43, and 4.44 (pg. 130 – 132) provide a deeper look at total percentage change in teacher salary from 2001 to 2016, including a graphical breakdown from 2001 to 2011 and 2011 to 2016. An initial review revealed that districts were very similar in terms of average teacher salary. When considered as a group, all 112 districts saw an average increase in teacher salary (including a fringe benefit) of 36.47%. During the time, Decile 10 saw the least amount of growth at 35.50%, while Decile 5 saw the greatest percent increase of 37.69%.

When examining trends in the average percentage change in teacher salary from 2001 to 2011, it was seen that Deciles 5 and 10 outpaced Deciles 6 and 1, with Decile 1 seeing the least amount of growth with 28.91%. A different story emerged when looking at data from 2011 to 2016, as increases in average teacher salaries during that time period ranged from 2.46% in Decile 10 to 5.86% in Decile 1. Overall, the 112 districts in this study saw an average percentage increase of 4.10% for that five-year period.

Figure 4.40 – Distribution of School Districts and Total Change in Average Teacher Salary 2001 to 2016

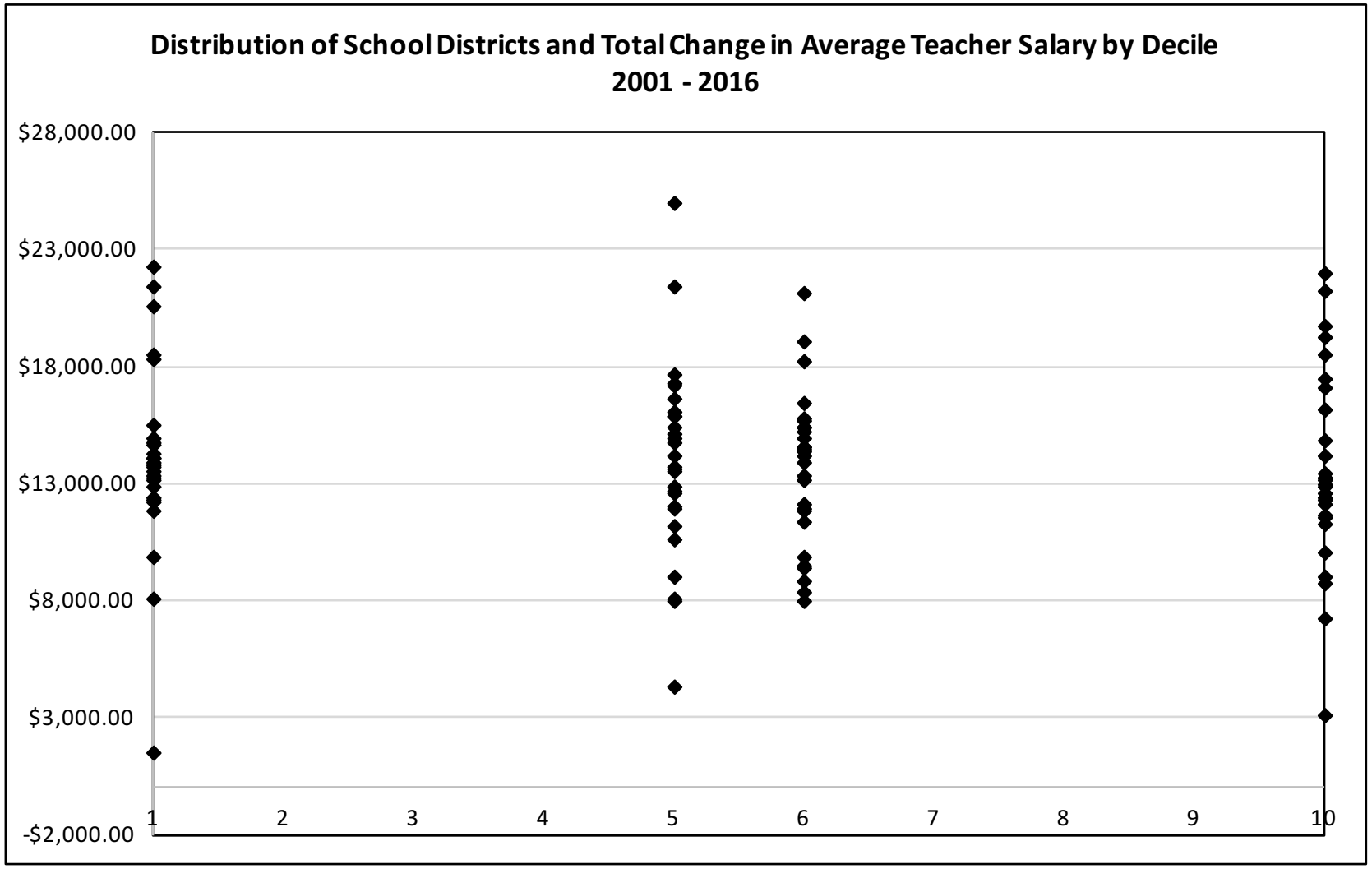
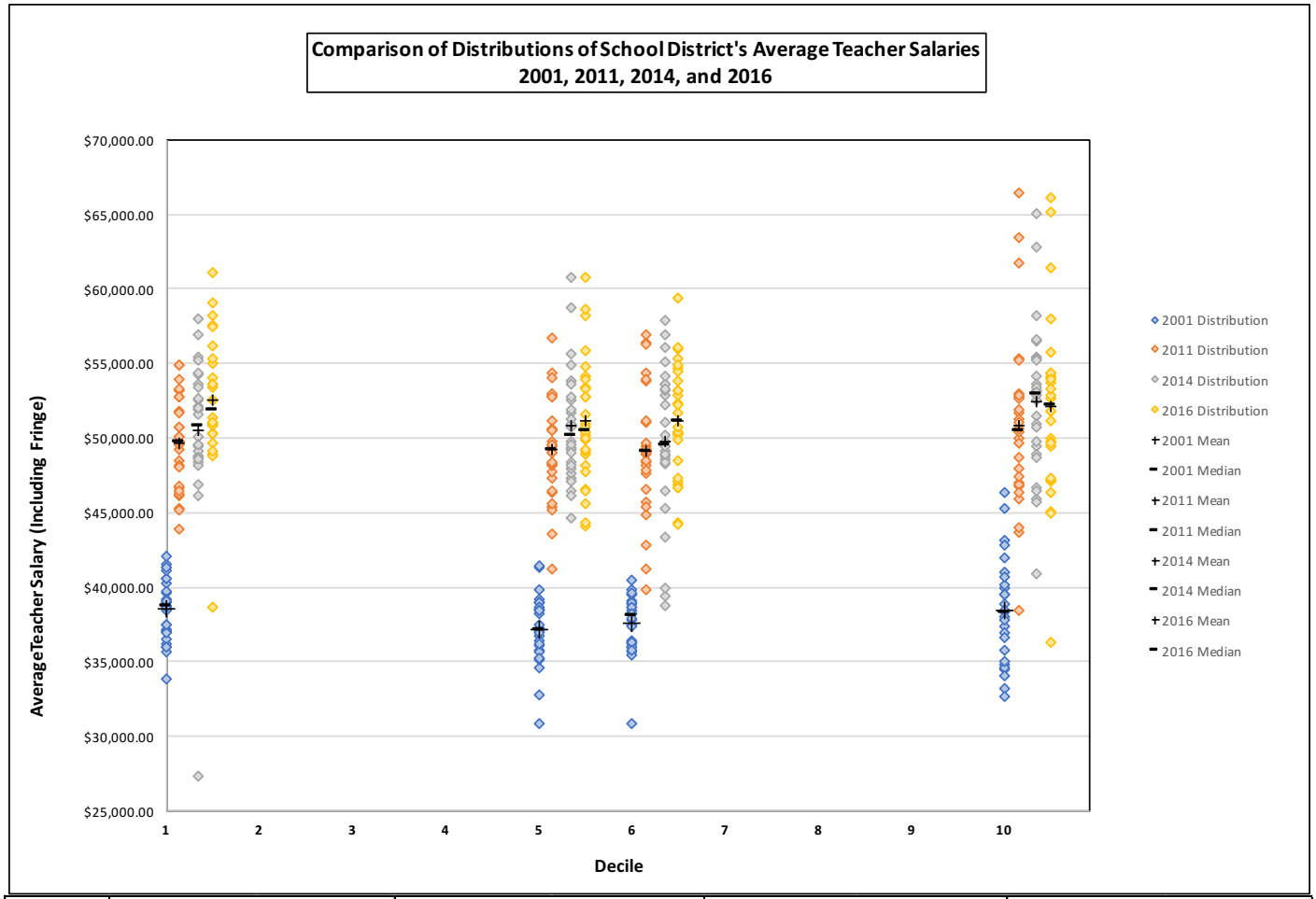
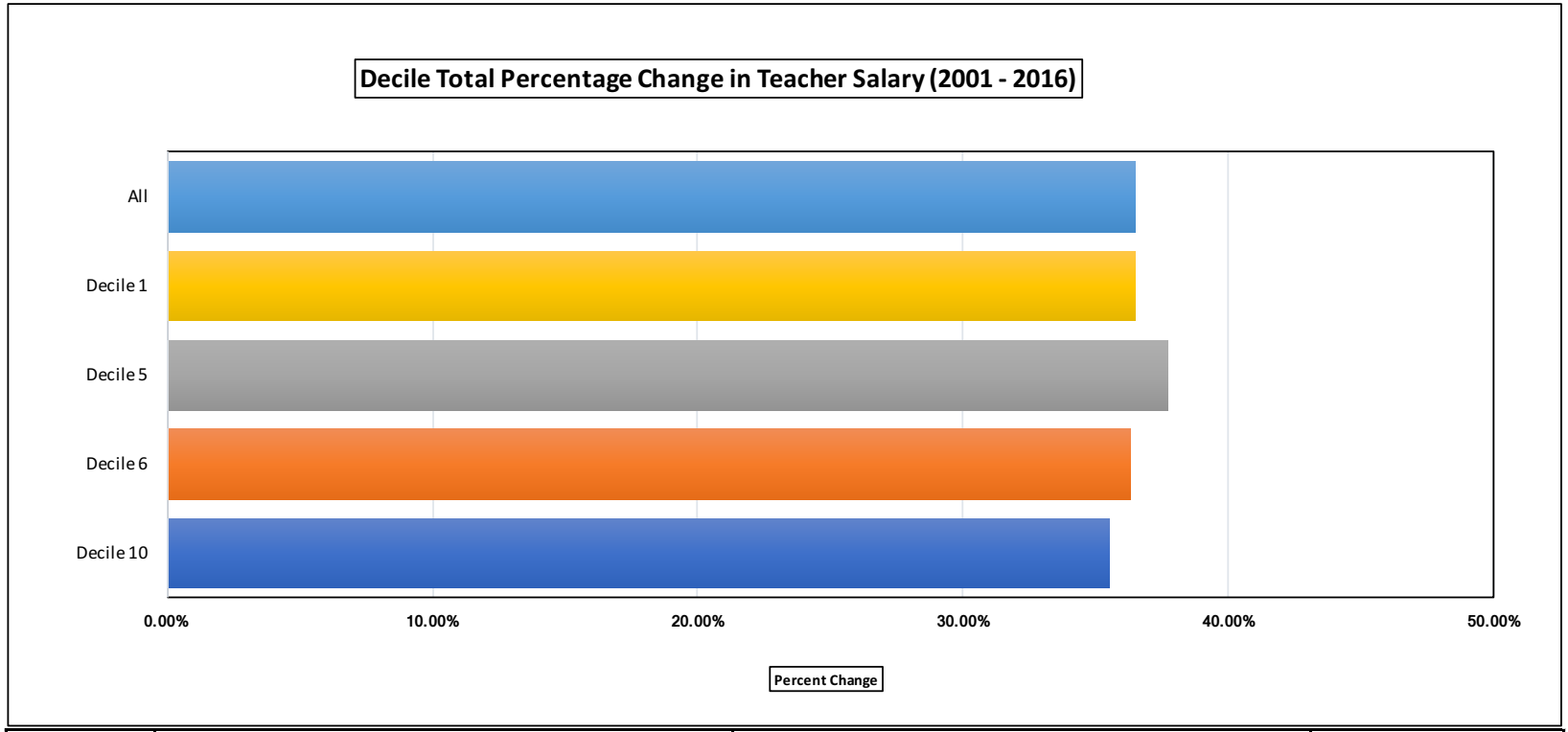


Figure 4.41 – Comparison of Distributions of School Districts' Average Teacher Salary 2001 to 2016



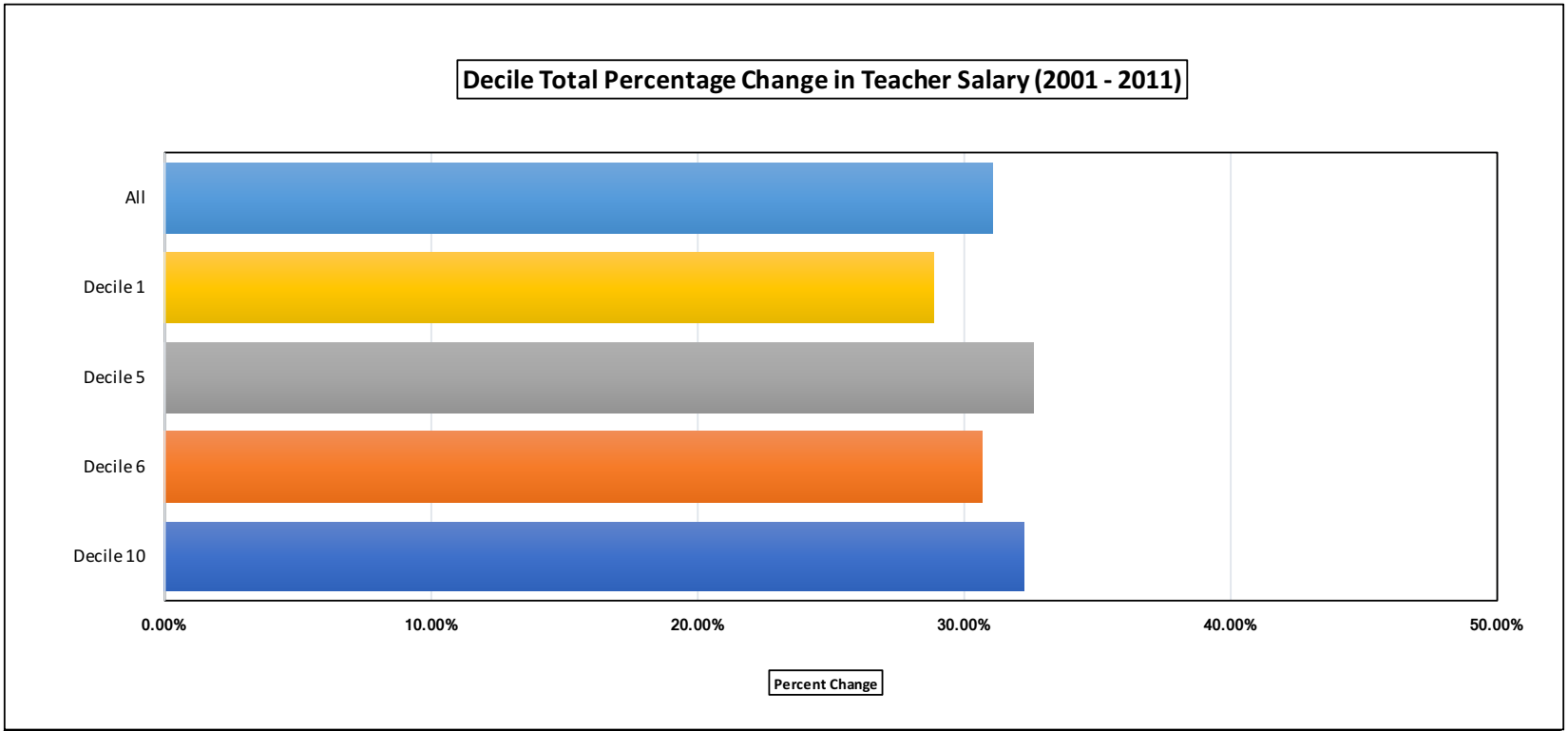
	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	$ 38,441.68	$ 38,394.50	$ 50,836.75	$ 50,523.50	$ 52,406.83	$ 52,964.84	$ 52,086.58	$ 52,237.99
6	$ 37,583.79	$ 38,115.00	$ 49,114.21	$ 49,105.50	$ 49,808.30	$ 49,616.86	$ 51,221.47	$ 51,210.50
5	$ 37,169.36	$ 37,152.00	$ 49,294.61	$ 49,254.00	$ 50,868.27	$ 50,254.33	$ 51,178.94	$ 50,547.15
1	$ 38,541.68	$ 38,730.00	$ 49,683.18	$ 49,790.50	$ 50,489.59	$ 50,841.61	$ 52,594.84	$ 51,959.56

Figure 4.42 – Decile Total Percentage Change in Total Average Teacher Salary (2001-2016)



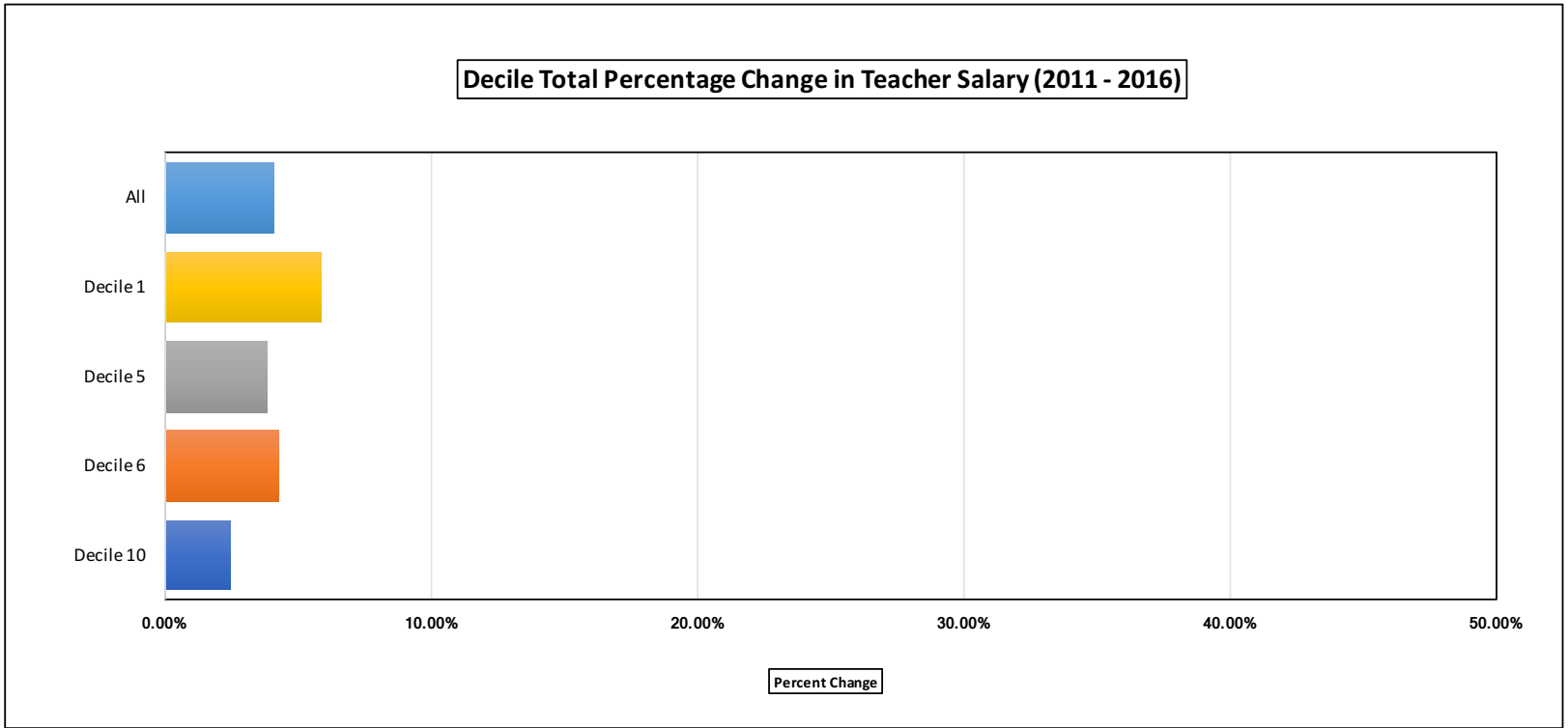
Decile	Total of School Districts' Average Teacher Salaries 2001	Total of School Districts' Average Teacher Salaries 2016	Percent Change
Decile 10	$1,076,367.00	$1,458,424.28	35.50%
Decile 6	$1,052,346.00	$1,434,201.03	36.29%
Decile 5	$1,040,742.00	$1,433,010.22	37.69%
Decile 1	$1,079,167.00	$1,472,655.44	36.46%
All	$4,248,622.00	$5,798,290.97	36.47%

Figure 4.43 – Decile Total Percentage Change in Total Average Teacher Salary (2001-2011)



Decile	Total of School Districts' Average Teacher Salaries 2001	Total of School Districts' Average Teacher Salaries 2016	Percent Change
Decile 10	$1,076,367.00	$1,423,429.00	32.24%
Decile 6	$1,052,346.00	$1,375,198.00	30.68%
Decile 5	$1,040,742.00	$1,380,249.00	32.62%
Decile 1	$1,079,167.00	$1,391,129.00	28.91%
All	$4,248,622.00	$5,570,005.00	31.10%

Figure 4.44 – Decile Total Percentage Change in Total Average Teacher Salary (2011-2016)



Decile	Total of School Districts' Average Teacher Salaries 2011	Total of School Districts' Average Teacher Salaries 2016	Percent Change
Decile 10	$1,423,429.00	$1,458,424.28	2.46%
Decile 6	$1,375,198.00	$1,434,201.03	4.29%
Decile 5	$1,380,249.00	$1,433,010.22	3.82%
Decile 1	$1,391,129.00	$1,472,655.44	5.86%
All	$5,570,005.00	$5,798,290.97	4.10%

Summary of Fiscal Variable Analysis

Succinctly said, the purpose of this study was to identify visual trends among select fiscal and pupil performance variables in Kansas across the years 2001 to 2016 to glean a deeper understanding of impacts felt by Kansas school districts coinciding with changes to the state's school funding formulas. Throughout this analysis, the snapshot years of 2001, 2011, 2014, and 2016 were examined to provide overlap to the studies previously conducted by DeBacker (2002) (i.e., 1992 – 2001) and Jordan (2012) (i.e., 2002 – 2011), as well as the year preceding the transition to CLASS (i.e., 2014) and a final year in which Kansas school districts were funded under block grants (i.e., 2016). Considered wholly, this current study provided insights to 15 years of school funding in Kansas and, ultimately, contributed to a longitudinal perspective 1992 – 2016. While numerous trends were identified with notable implications, further research beyond this current study will be necessary to determine causality and strength of relationships between district wealth, the fiscal variables examined, and the educational experiences offered by school districts.

As described earlier, AVPP served as an indicator of the funding potential per pupil for each school district in Kansas from the years 2001 to 2016. Two key factors contributed to changes in AVPP during this time period: (1) shifts in enrollment, and (2) changes to assessed valuation. These two factors impacted each district in unique ways, but for some, significant shifts in assessed valuation and/or enrollment resulted in still-lingering challenges.

Since school funding schema like SDFQPA (1992) and KSEEA (2017) are directly impacted by student enrollment (i.e., head count, WFTE), close attention to enrollment was necessary. In this study, three notable enrollment trends were observed and will require further research for deeper understanding. First, a shift in pupil populations from rural toward urban and

suburban districts was observed – echoing a finding by Jordan (2012). In this current study, 84 of the 112 districts (75%) saw decreases in pupil populations over the years 2001 to 2016. Of the 28 districts that saw increases, four districts – all urban or suburban – experienced increases of 1,000 or more pupils. A second shift was observed through declining enrollment. As mentioned, 84 of the 112 districts saw declines in enrollment over the time period. While some districts with waning student enrollments briefly benefited by the block grants of CLASS (2015) (i.e., locked-in funding at a higher rate than a per pupil funding scheme would have offered), the return to per pupil funding under KSEEA was seen to have potential funding implications in the years ahead for those districts. The final observation was the movement of pupils to the virtual setting. For the time period, six of the 112 districts saw pupil populations increase by 50% or more. When considered together, those six districts accounted for an overall increase of 8,809 students. As of 2016, all six districts operated a virtual school which accounted for significant enrollment changes: i.e., the transition from traditional districts to a virtual setting pose unique challenges for districts offering those programs, as well as the local districts losing students as a result. Given the funding mechanisms associated with virtual education, an extended look into this trend is warranted in future research.

A visual trend observed from 2001 to 2016 relating to general fund per pupil was the growth experienced in Decile 1 (i.e., the poorest 10% of school districts) which outpaced the other three deciles over the same time period, moving from the lowest average general fund per pupil in 2001 to the highest general fund per pupil in 2016. Knowing that general fund monies were calculated using WFTE (a mechanism seeking to adjust for more educationally diverse populations of students, e.g., bilingual education, at-risk pupils, special education), future research is needed to determine the local characteristics of districts represented in this decile and

the strength of relationship those characteristics have with school funding. A logical concern, based on the visual trend observed, is that the poorest districts in Kansas also experienced an increase in more educationally diverse pupil populations. The implications this would have on school funding and the districts impacted would benefit from a closer look in future research.

Further and although initially intended to ease the transition from SDEA (1973) to SDFQPA (1992), the supplemental general fund (also known as local option budget [LOB]), has grown to be a vital and indispensable component of school funding in Kansas. Equally, the LOB has become a highly controversial component. Since LOB is generated through a local tax levy and since wealth varies by from district based on assessed valuation, a single mill in one district can generate far more money than the same mill in another district. This reality has caused some to argue that LOB allows and institutionalizes inequities within the system. Over the years 2001 to 2016, the reliance on LOB was overwhelmingly evident, as districts in all four deciles at least doubled the amount of funding generated by LOB, and in average wealth districts (Deciles 5 and 6) and poorest districts (Decile 1), the reliance and consequent disparity grew four-fold. When considering this trend in conjunction with the history of school funding in Kansas and the legal challenges characterizing this tumultuous time frame (i.e., *Montoy* [2005] and *Gannon* [2010])), school districts' reliance on LOB funding raised questions of adequacy of general fund state aid – a finding noted in Jordan (2012) as well. A closer look at the time frame 2011 to 2016 revealed that all four deciles saw relatively flat, although still increasing, trends in LOB funds. Since constraints are still in place limiting the amount of LOB funds districts can generate, further research is needed to address questions of adequacy. Equity, on the other hand, seemed more straightforward. Trends revealed in this study indicated that districts' varying abilities and/or desires to generate LOB funds resulted in significantly different amounts of LOB funds per

pupil. Thus, it seemed clear that inequities exist as a result of how Kansas school finance policies are structured.

Similar to LOB, capital outlay is a locally generated fund. However, while LOB can be spent in the same manner as the general fund, capital outlay is limited to expenditures related to the district's physical plant (i.e., facilities, repairs, construction and remodeling, furnishings). This study revealed that over the years 2001 to 2016, Decile 10 (i.e., the wealthiest 10% of districts in Kansas) benefited from the ability to generate higher capital outlay monies per pupil than average-wealth and poorest deciles. Considering that all districts in this study experienced ongoing wear and tear to facilities and possessed a limited ability to address those funding needs, especially under the block grants of CLASS, capital outlay could prove to be a grave concern in the years ahead. Future research in this area is imperative as deteriorating facilities exist across all decile groups, while local ability and/or desire to generate capital outlay funds locally is highly unequal; i.e., raising fundamental questions of fiscal and educational equity.

Further, bond and interest funds are utilized when facility expenses such as new construction or significant remodeling cannot be achieved through capital outlay funds alone. As noted earlier, bond and interest funds can be accessed once a school district has passed a local bond election to fund the desired project. Since this funding mechanism relies on local taxpayers to elect to take on additional tax burden, in many ways it is the truest form of local tax effort that exists within school funding in Kansas. In this study, visual trends demonstrated that Decile 10 (i.e., the wealthiest 10% of districts) often observed a median fund per pupil of zero with averages which were comparable to the average-wealth and poorest districts. Additionally from 2011 to 2016, Decile 10 observed a decline in average bond and interest expenditures per pupil, while the other three deciles increased. These trends indicated that wealthier school districts in

Kansas were able to address facility needs through other funding mechanisms (i.e., general fund, LOB, capital outlay) and consequently did not have to rely on bond indebtedness. As facilities continue to age across the state of Kansas and as district leaders report constraints to address those needs, further research and close monitoring will be needed in this area.

Considering all individual funding components, this study examined the combined funding per pupil of all four mechanisms (i.e., general fund, LOB, capital outlay, bond and interest). Visual trends demonstrated over the snapshot years of 2001, 2011, 2014, and 2016 were that Decile 10 (i.e., the wealthiest 10% of school districts in Kansas) consistently benefited from a greater ability to generate and expend more dollars per pupil than their average-wealth and poorer counterparts. Additionally, Decile 1 (i.e., the poorest 10% of school districts in Kansas) often remained at the bottom, although by a slim margin at times. These trends indicated a wealth-based relationship to abilities to provide educational opportunities across Kansas school districts, urging further research to see if these trends persist. Additionally, knowing that three of the four funding mechanisms rely on local effort to generate the monies necessary to operate schools, improve facilities, and provide for students, further research into the abilities and desires by school districts across the state to generate additional funding should be conducted.

Additionally, pupils per certified employee was utilized as an indicator for quality of instruction. A lower number of pupils per certified employee was viewed as more desirable, and consequently a decrease in this number over time was viewed as the more favorable outcome. An observable trend was that Decile 10 (i.e., the wealthiest 10% of school districts) consistently held the lowest mean and median number of pupils per certified employee and Decile 1 (i.e., the poorest 10% of school districts) routinely had the highest. While shifts in enrollment were seen

as contributing in unique ways to each district's changes in pupils per certified employee, this wealth-based trend was notable and cause for further research.

A final fiscal variable in this study was average teacher salary. Over the years 2001 to 2016, relatively little difference was observed between deciles for overall percentage increase of average teacher salary. However, Decile 10 was seen as routinely having one of the highest mean and median teacher salaries for the snapshot years 2001, 2011, 2014, and 2016, although the other three deciles made the most progress during that time period. With many factors impacting average teacher salaries (e.g., teacher education and experience, differing salary schedules, district goals priorities) further research is needed.

Pupil Performance Variable Analysis

Results of Graduation Rates Analysis

Like the related studies preceding this work (DeBacker 2002; and Jordan 2012), graduation rate was selected as a pupil performance variable as it represents a culminating data point across the P – 12 educational system. Moreover, while other state-accumulated pupil performance variables were added or removed during the years examined in this study – 2001 to 2016 – graduation rate remained one of the most consistent metrics for gauging the overall academic performance health of a school district in Kansas.

Analysis of the distribution of school districts based on total change in graduation rate, found in Figure 4.45 (pg. 140), revealed that each decile saw relatively wide distributions for the time period studied. There were only three districts which saw decreases in graduation rates exceeding 20% over the time period studied, and they were equally dispersed between Deciles 5,

6, and 10. It was worth noting that each of the three districts experiencing large drops in graduation rate also saw significant changes in student enrollment during the same time period. Peabody-Burns – USD398, of Decile 5, lost 201 students from 2001 to 2016 resulting in a 43.7% decrease in overall student population. From Decile 6, Spring Hill – USD230 saw an increase of 144.7% in overall student population, adding 2,153 students during the same time period. Finally, Elkhart – USD218 of Decile 10, saw a 108.3% increase in overall student population, resulting from an increase of 571 students. For districts which saw the increase in graduation rates, the most significant percentage change to student enrollment was found in Caldwell – USD360 which saw graduation rates increase by 18.9% while losing 26.3% of their student population.

Using Figure 4.46 (pg. 141) to examine trends in graduation rate over the time period studied, it was observed that Decile 10 consistently saw the tightest distribution amongst all deciles, with no district having less than a 70% graduation rate for 2001, 2011, 2014, or 2016. The other three deciles saw wider distributions over the same snapshots in time. When looking at mean graduation rates across deciles, it was noted that Decile 1 had the lowest average graduation rates in 2001, 2011, and 2016, with Decile 6 seeing the lowest average graduation rate in 2014. It was also noted that one district in Decile 6 served as an outlier for years 2011, 2014, and 2016, thereby skewing the mean. Finally, when looking at average graduation rate across the snapshot years of 2001, 2011, 2014, and 2016, shown in Figure 4.47 (pg. 142), it was clear that Decile 10 consistently averaged the highest graduation rates each year. While Decile 1 experienced the lowest graduation rates for three of the four years, that decile saw significant positive growth from 2011 to 2016.

Figure 4.45 – Distribution of School Districts and Total Change in Graduation Rate by Decile 2001 to 2016

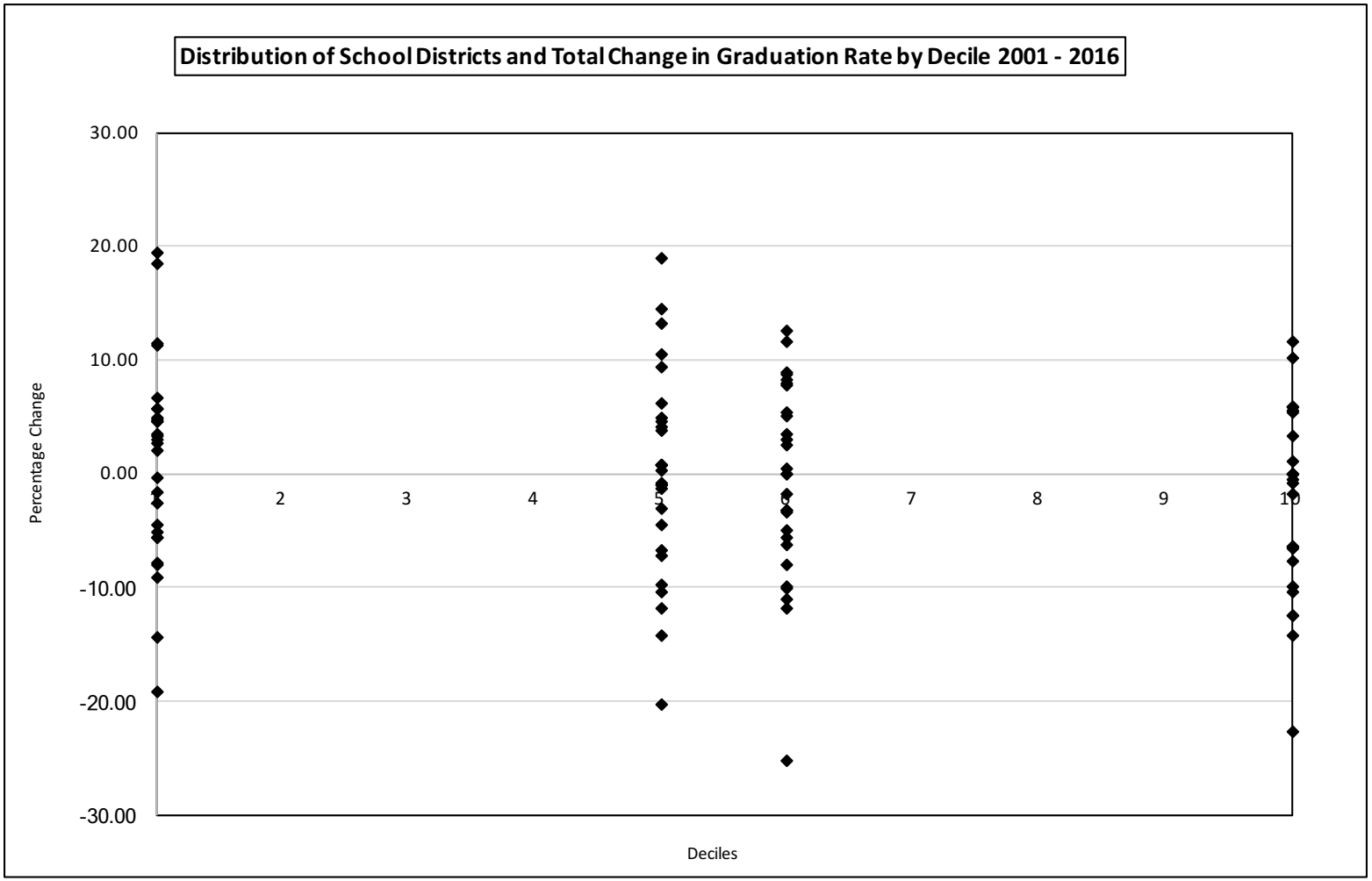
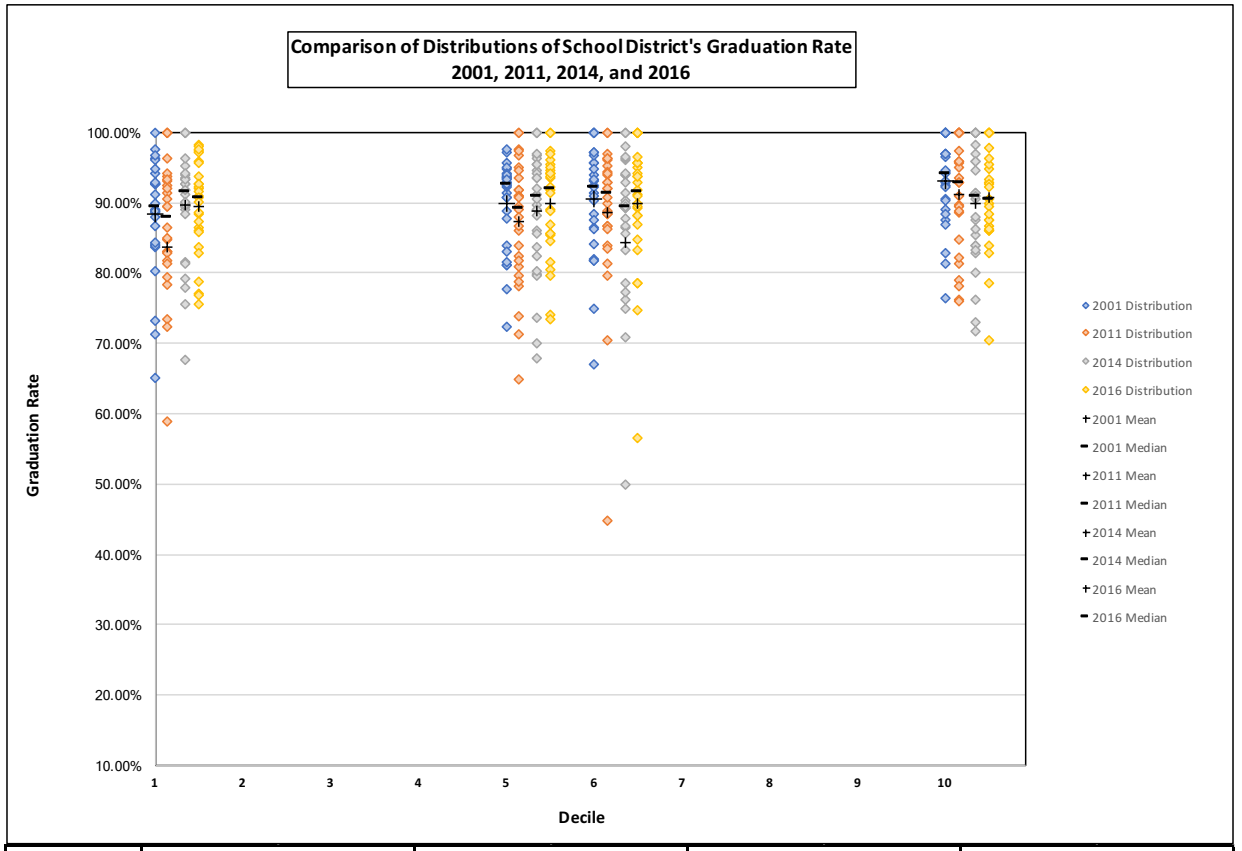
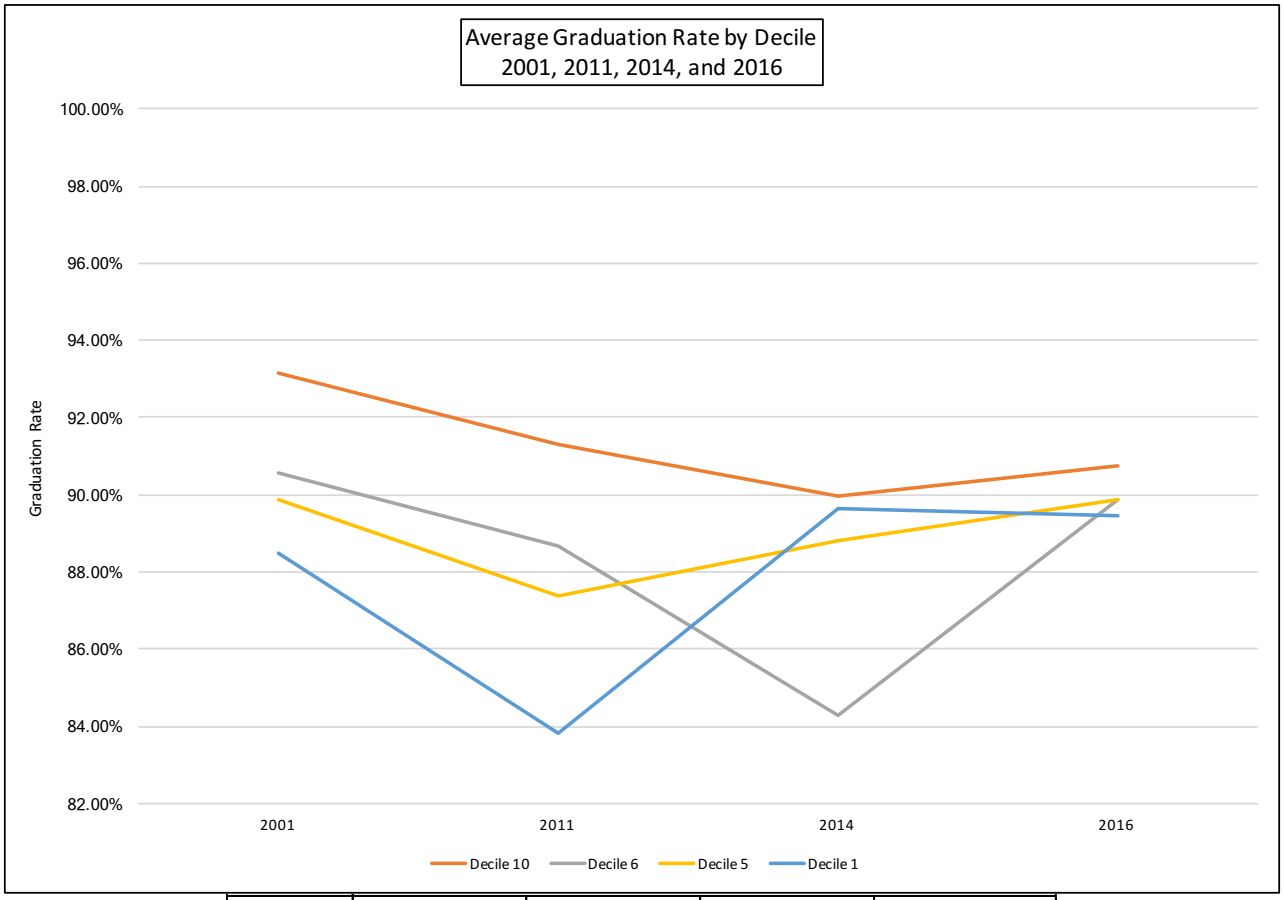


Figure 4.46 – Comparison of Distributions of School Districts' Graduation Rate 2001 to 2016



	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	93.16%	94.10%	91.29%	93.00%	89.95%	90.90%	90.75%	90.50%
6	90.57%	92.30%	88.69%	91.35%	84.29%	89.40%	89.86%	91.55%
5	89.88%	92.60%	87.39%	89.35%	88.83%	90.90%	89.89%	92.05%
1	88.48%	89.55%	83.83%	87.90%	89.65%	91.60%	89.46%	90.85%

Figure 4.47 – Average Graduation Rate by Decile 2001, 2011, 2014, and 2016



Decile	2001	2011	2014	2016
Decile 10	93.16%	91.29%	89.95%	90.75%
Decile 6	90.57%	88.69%	84.29%	89.86%
Decile 5	89.88%	87.39%	88.83%	89.89%
Decile 1	88.48%	83.83%	89.65%	89.46%

Results of Dropout Rate Analysis

Dropout rate has been regarded as another consistent metric within a P-12 school system, and consequently was included in this study to give insight to the overall health of the districts in this study. Dropout rates were reported as a percentage of total students who leave the P-12 system before graduation, and as an indicator of success, a decreasing dropout rate over time was seen to be most desirable.

As shown in Figure 4.48 (pg. 144), Deciles 1 and 10 each maintained relatively tight distributions when looking at changes in dropout rate from 2001 to 2016, although Decile 10 had several districts clustered between 2% and 4% increases in dropout rate at that time. Deciles 5 and 6 each had outlier districts experiencing significant increases in dropout rate. When considered without the outlier districts, Deciles 5 and 6 also demonstrated a relatively tight distribution when looking at changes in dropout rates over time.

As seen in both Figure 4.49 (pg. 145) and 4.50 (pg. 146), all four deciles saw mean and median dropout rates increase from 2011 to 2014 to 2016. Decile 1 saw the most significant improvement in average dropout rates from 2001 to 2011, when it went from having the highest dropout rate in 2001 to having the lowest in 2011. It was worth noting that for 2011, 2014, and 2016, Decile 6 maintained a markedly higher average dropout rate when compared to the other three deciles.

Figure 4.48 – Distribution of School Districts and Total Change in Dropout Rate by Decile 2001 to 2016

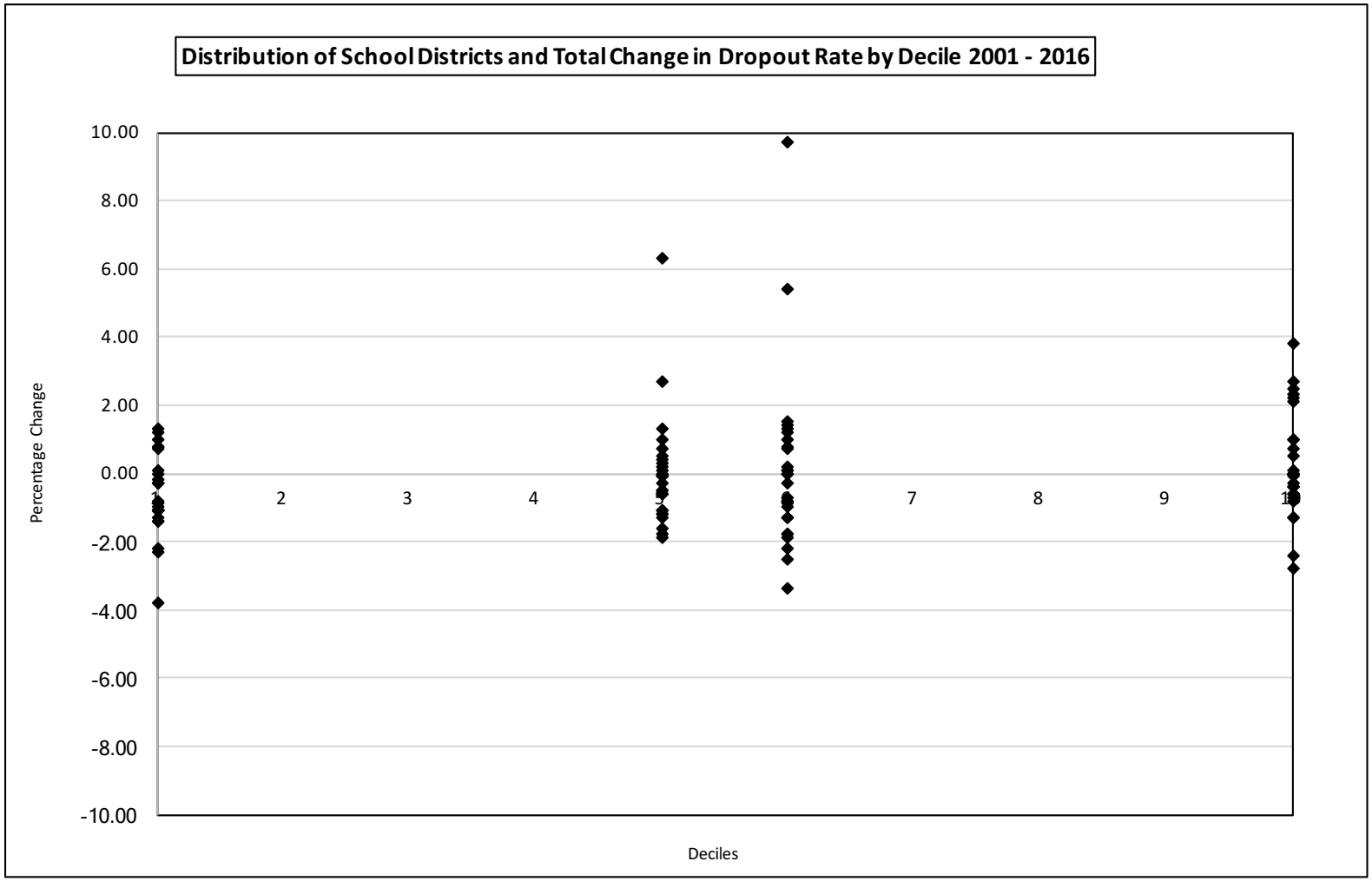
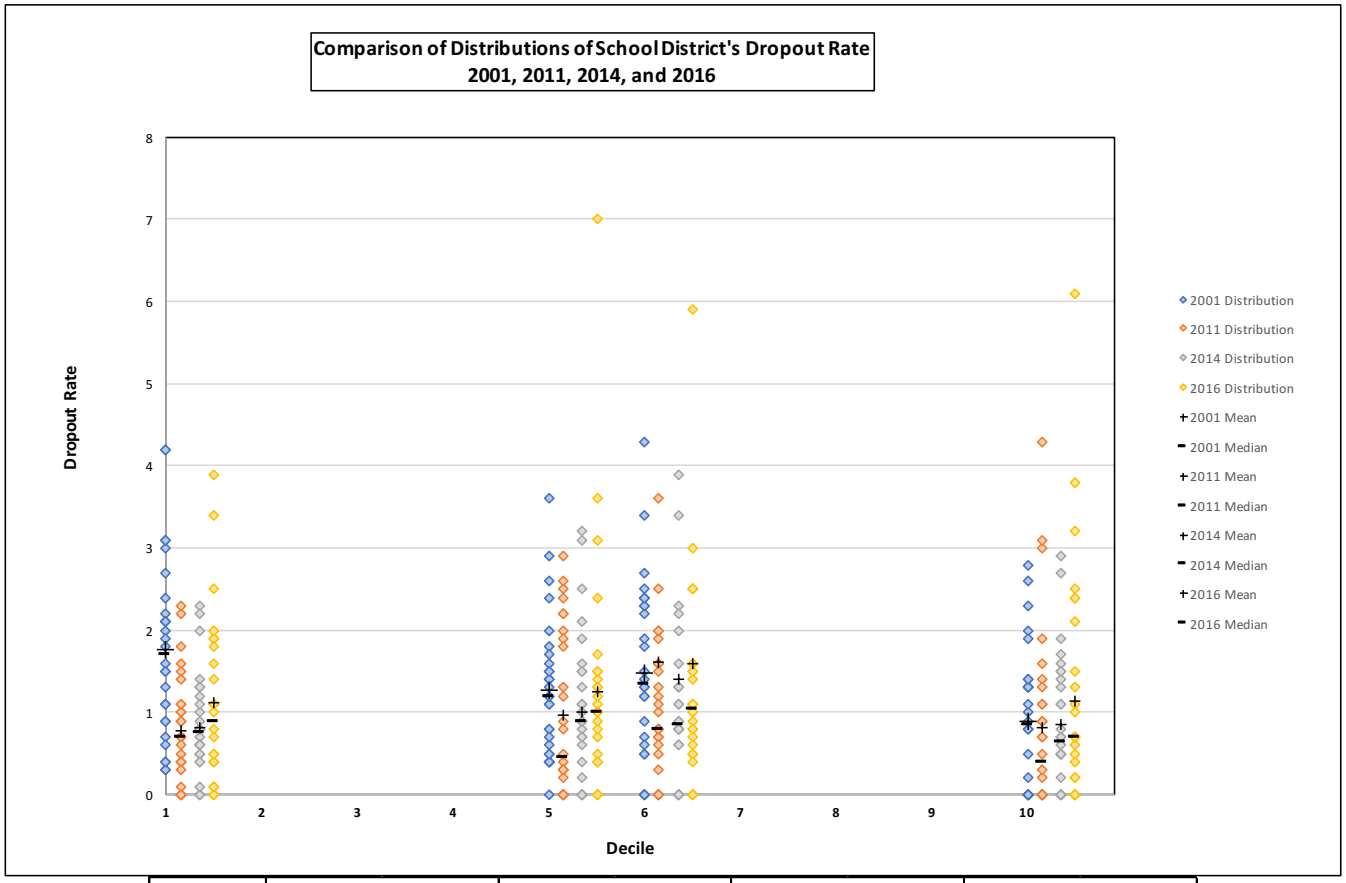
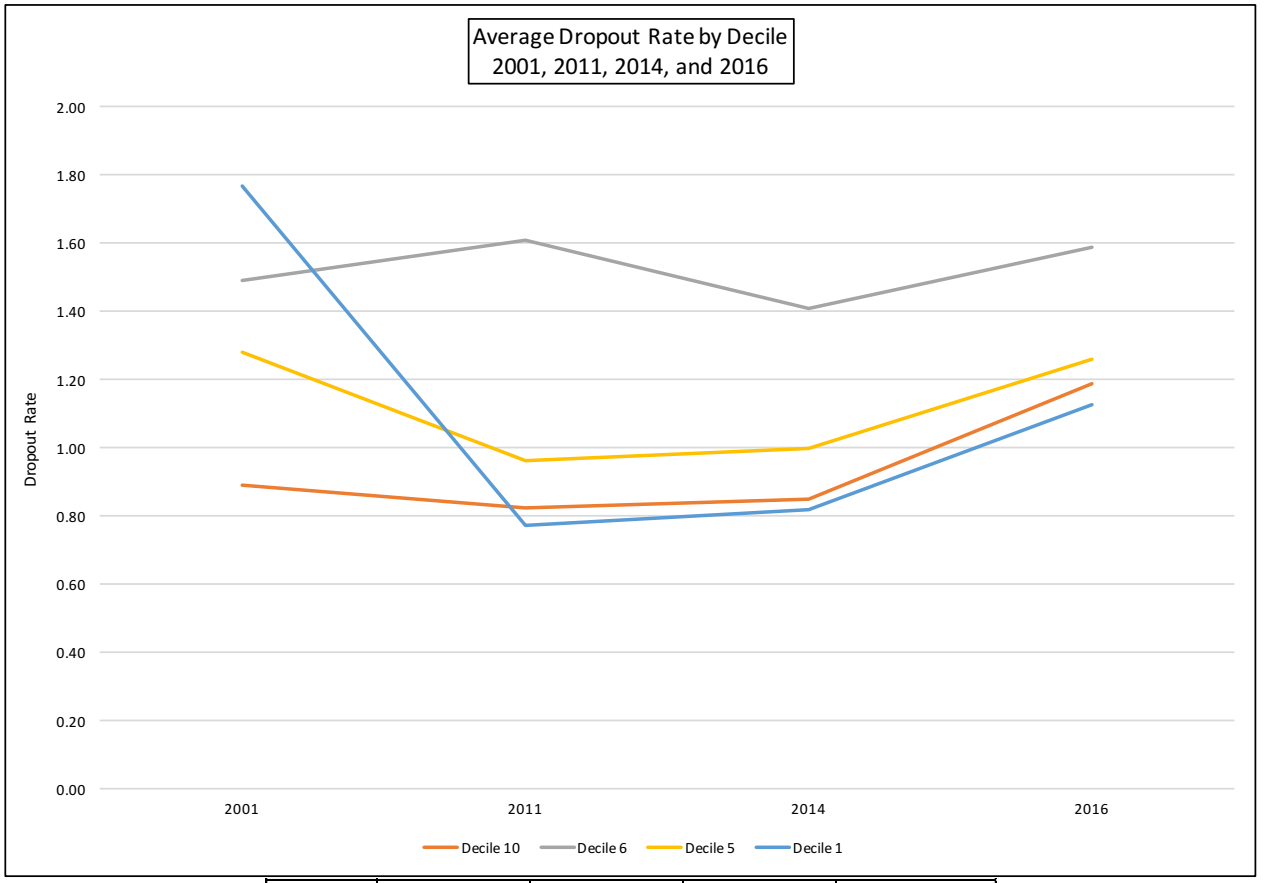


Figure 4.49 – Comparison of Distributions of School Districts' Dropout Rate 2001 to 2016



	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	0.9	0.9	0.8	0.4	0.8	0.7	1.1	0.7
6	1.5	1.4	1.6	0.8	1.4	0.9	1.6	1.1
5	1.3	1.2	1.0	0.5	1.0	0.9	1.3	1.0
1	1.8	1.7	0.8	0.7	0.8	0.8	1.1	0.9

Figure 4.50 – Average Dropout Rate by Decile 2001, 2011, 2014, and 2016



Decile	2001	2011	2014	2016
Decile 10	0.89	0.82	0.85	1.19
Decile 6	1.49	1.61	1.41	1.59
Decile 5	1.28	0.96	1.00	1.26
Decile 1	1.77	0.77	0.82	1.13

Results of Kansas English Language Arts Assessment Analysis

Each spring, students across the state of Kansas complete state assessments in the areas of English Language Arts and Mathematics, for the purpose of gauging student success with benchmarks and standards within these content areas. Results from the exams are meant to give students and their families a measurement of student learning over the course of the year, while also giving school districts aggregate data to inform decisions and to check for progress over time. Like many things in education, periodic evaluation and updating of these tools occurs, and state exams are regularly altered, changed, and improved as a result. Such was the case over the time period for this study, 2001 to 2016. While 2001 and 2011 assessments were largely the same, testing tools changed beginning in 2012-13 school year, and consequently made a direct comparison for years 2014 and 2016 impossible. Moreover, for 2014 state assessment results were not reported, as students and educators adjusted to the updated assessment tools. Thus, for the snapshot years of this study, 2001, 2011, 2014, 2016, it was important to note that no consistent assessment was given that would provide an accurate comparative picture from one year to the next. What could be said, however, was that for each year when data were reported (2001, 2011, and 2016), some level of proficiency was expected of students and those results were useful to this study. Consequently, the researcher examined data based on the percentage of students within school districts which met or exceeded "proficiency" standards for that year. At the same time, all analysis of trends across these three years were taken solely as observations since it would be inconclusive to make prediction based on any patterns observed.

Analysis of Figure 4.51 (pg. 149), shows that Decile 1 maintained a relatively tighter pattern of distribution when compared to the other three deciles and also saw the bulk of districts increase in percentage over the time period. Figure 4.52 (pg. 150) most noticeably revealed that

all districts saw substantial improvement from 2001 to 2011. When looking at deciles in 2001, it was seen that Decile 1 had the lowest average percent of students proficient or higher and Decile 10 had the highest. By 2011, those positions were reversed. For 2016, it was that Deciles 5 and 6 each exceeded 40% of students proficient or higher, outperforming both Deciles 1 and 10 for that year.

Figure 4.51 – Distribution of School Districts and Total Change in Percentage of Students Meeting Proficient or Higher on Kansas English Language Arts Assessments by Decile 2001 to 2016

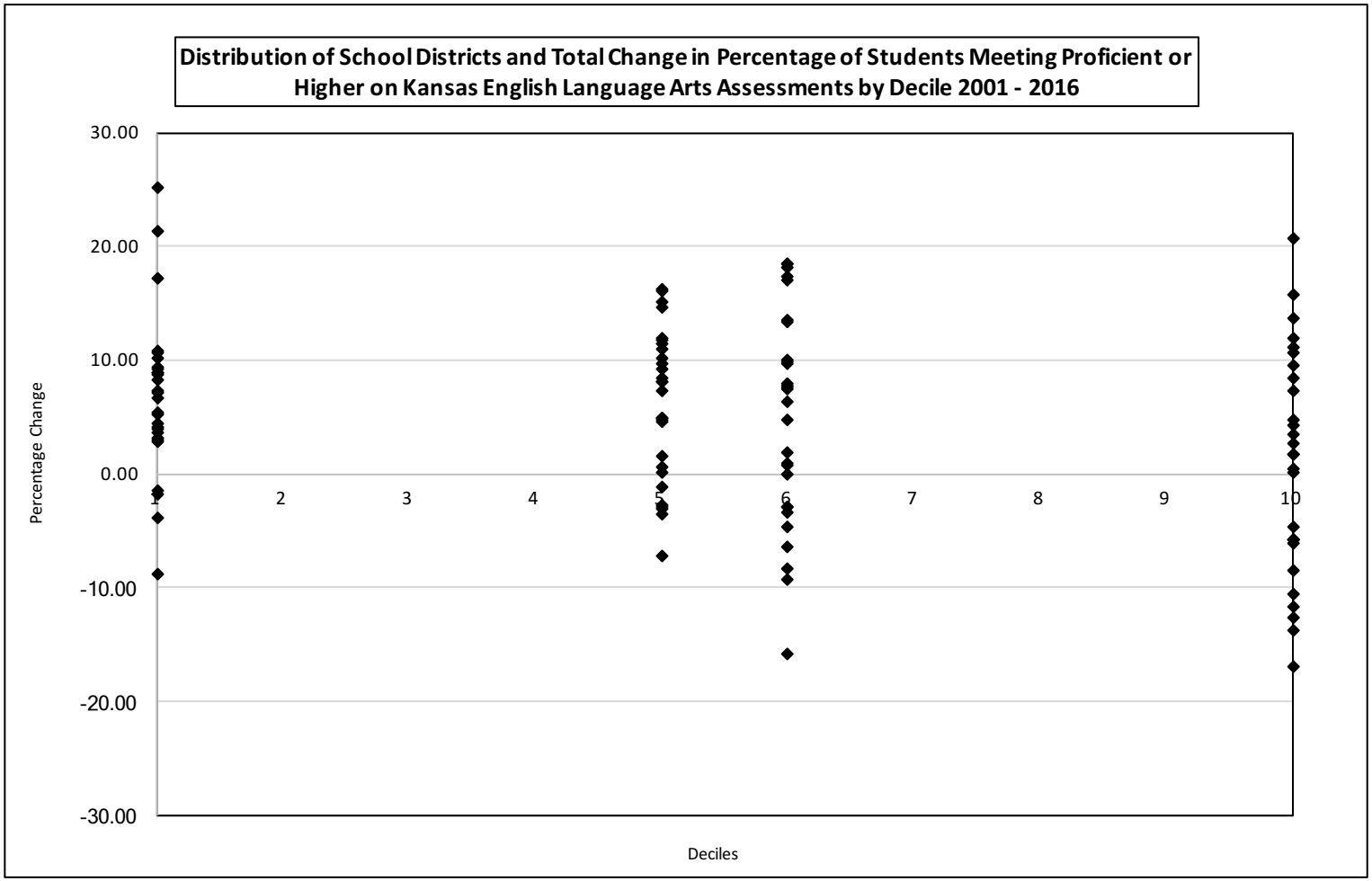
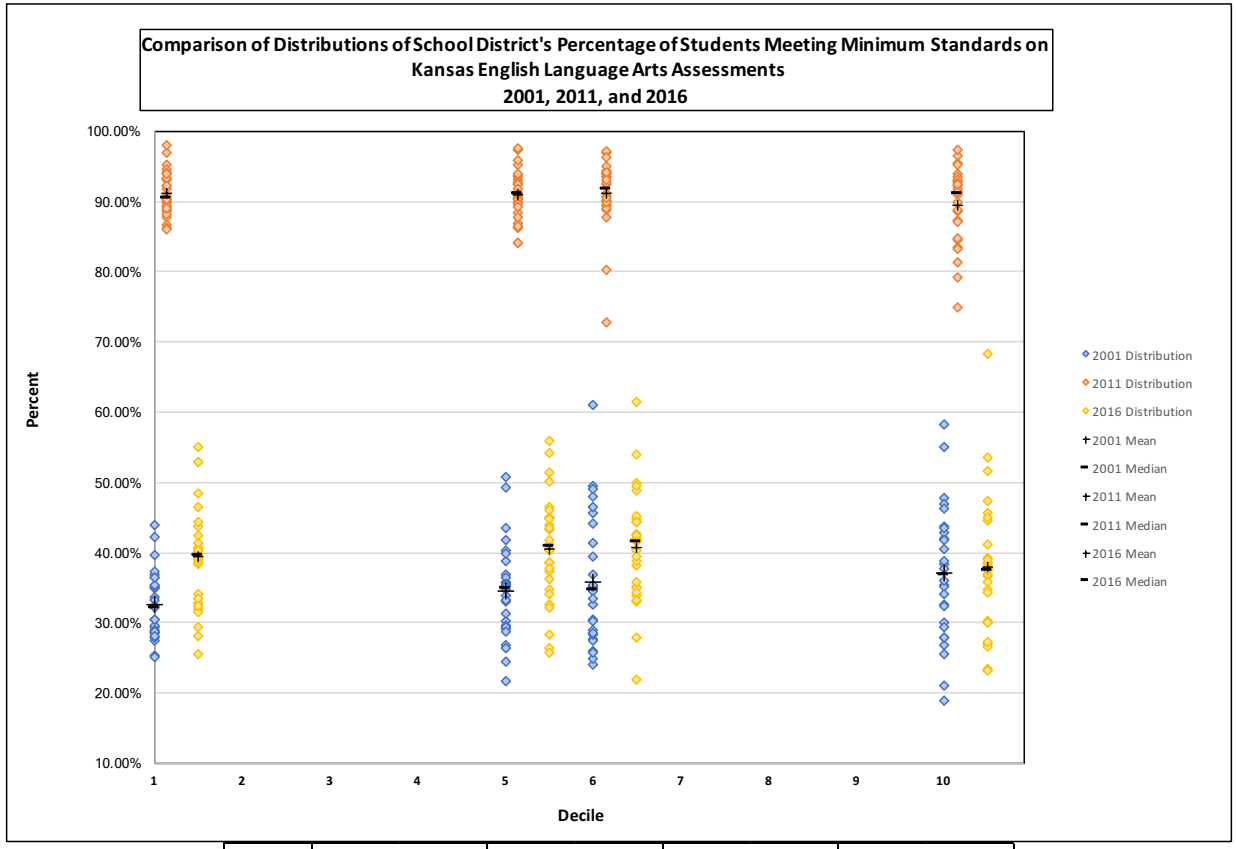


Figure 4.52 – Comparison of Distributions of School Districts' Percentage of Students Meeting Proficient or Higher on Kansas English Language Arts Assessments 2001, 2011, and 2016



	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	37.1%	36.8%	89.5%	91.3%	-	-	37.9%	37.6%
6	35.9%	34.7%	91.2%	91.9%	-	-	40.8%	41.7%
5	34.6%	35.0%	91.1%	91.1%	-	-	40.6%	40.9%
1	32.7%	32.3%	91.3%	90.5%	-	-	39.4%	39.6%
All	35.1%	34.9%	90.7%	91.2%	-	-	39.7%	39.4%

Results of Kansas Math Assessment Analysis

As described earlier in analysis of Kansas English Language Arts results, no consistent measure and resulting data could be seen for 2001, 2011, 2014 and 2016 given changes to testing tools. Consequently, little could be gleaned in terms of trend data when looking at this metric for pupil performance.

Analysis of Figure 4.53 (pg. 152) shows that each of the four deciles saw relatively wide distributions when examining changes in percent of students proficient or higher in math from 2001 to 2016.

When looking at Figure 4.54 (pg. 153), it was determined that Decile 1 had the lowest average percentage of students meeting or exceeding proficiency in math for 2001, but in 2011, Decile 1 had the highest. In 2016, Decile 6 had the highest average for the same metric, while Decile 5 had the lowest.

Figure 4.53 – Distribution of School Districts and Total Change in Percentage of Students Meeting Proficient or Higher on Math Assessments by Decile 2001 to 2016

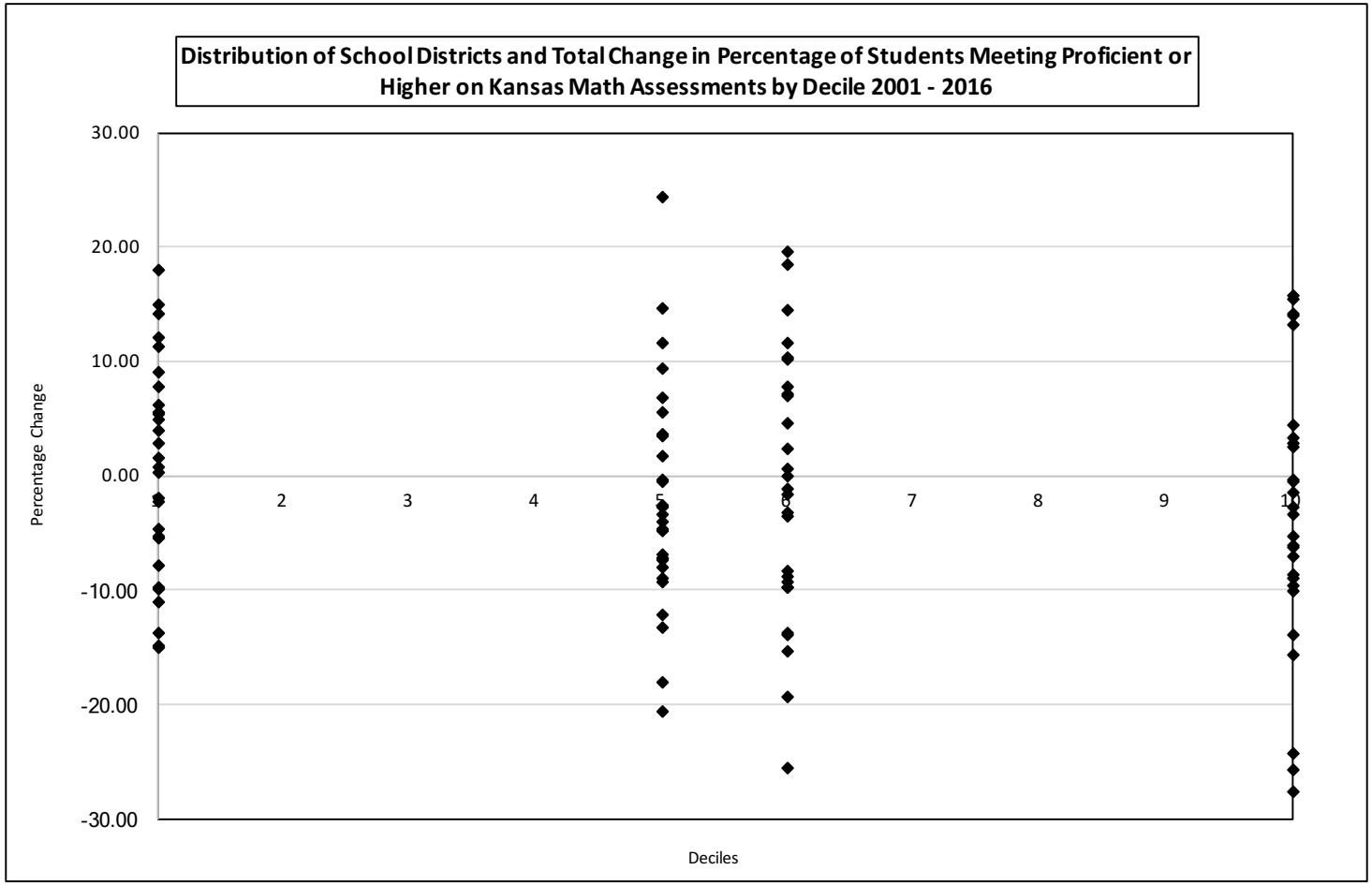
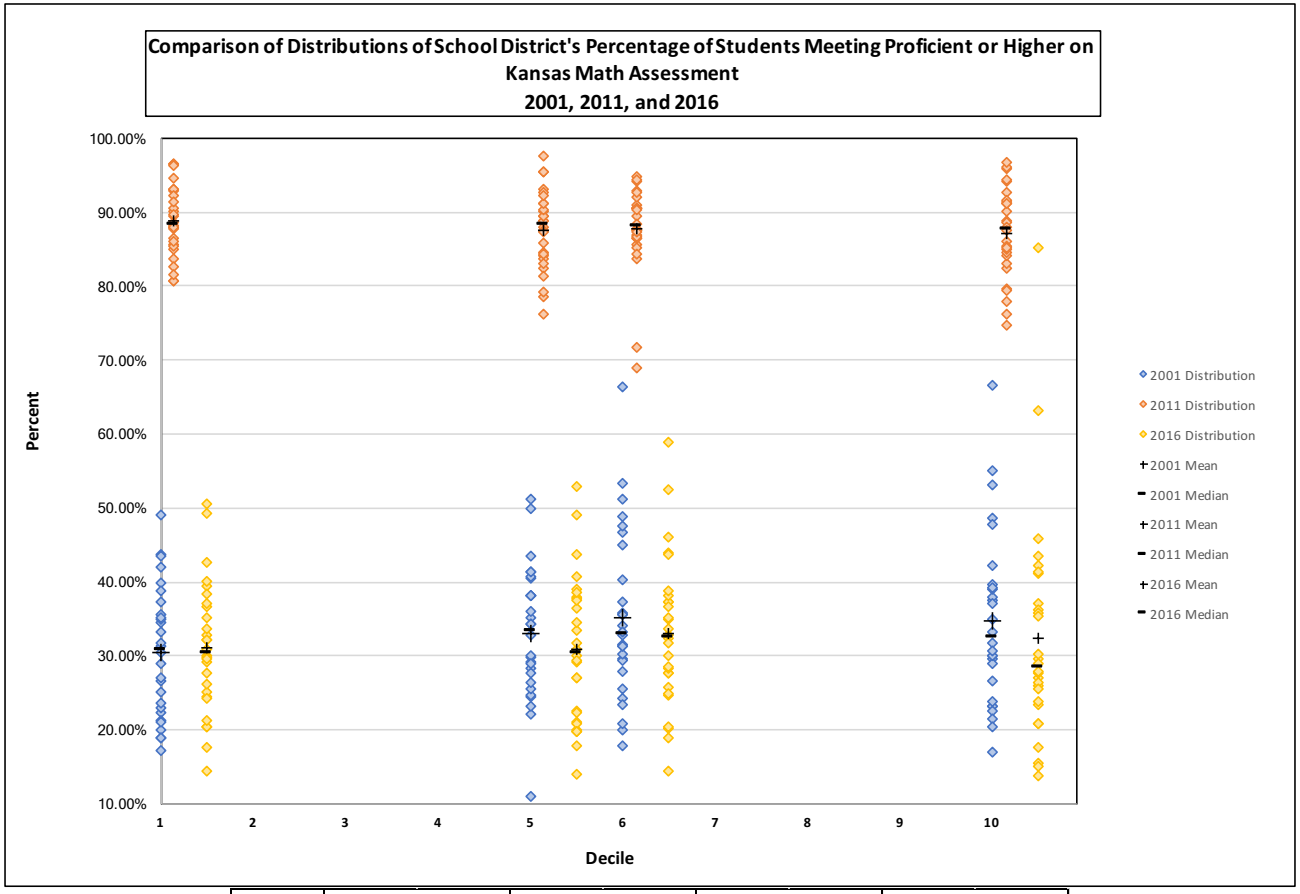


Figure 4.54 – Comparison of Distributions of School Districts' Percentage of Students Meeting Proficient or Higher on Kansas Math Assessments 2001, 2011, and 2016



	2001		2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median	Mean	Median
10	34.7%	32.5%	87.2%	87.8%	-	-	32.5%	28.6%
6	35.3%	33.1%	87.8%	88.2%	-	-	33.1%	32.6%
5	33.1%	33.6%	87.6%	88.5%	-	-	30.9%	30.5%
1	30.6%	30.9%	88.8%	88.5%	-	-	31.2%	30.5%

Results of ACT Assessment Analysis (2011 – 2016)

Knowing that state assessments over the years 2001 to 2016 offered little in the way of consistent data, the researcher looked to ACT examination results as a metric for pupil performance across all Kansas school districts. While average ACT composite data for 2001 could not be found, either from ACT or the Kansas State Department of Education, data for the 2011, 2014, and 2016 years were available. As with any assessment data, the researcher acknowledged that ACT composite data may reveal interesting trends across districts and groups of districts, but were still unreliable as a uniform metric across all students, schools, and districts. For example, while some districts in Kansas required all students to take the ACT, other districts did not. Consequently, data were analyzed within these limitations.

Figure 4.55 (pg. 155) illustrates the distribution of school districts and total change in average ACT composite from 2011 to 2016 by decile. Figure 4.56 (pg. 156) provides the distribution of school districts' average ACT composite for the snapshot years 2011, 2014, and 2016. From 2011 to 2016, all four deciles maintained relatively tight patterns of distribution, each with outlier districts that experienced more significant changes. In 2011, Decile 10 had the lowest average composite by decile with Decile 6 having the highest. For 2016, the same was true. In 2014, Decile 5 was the only decile which saw an average ACT composite across all districts higher than 21.

Figure 4.55 – Distribution of School Districts and Total Change in Average ACT Composite by Decile 2011 to 2016

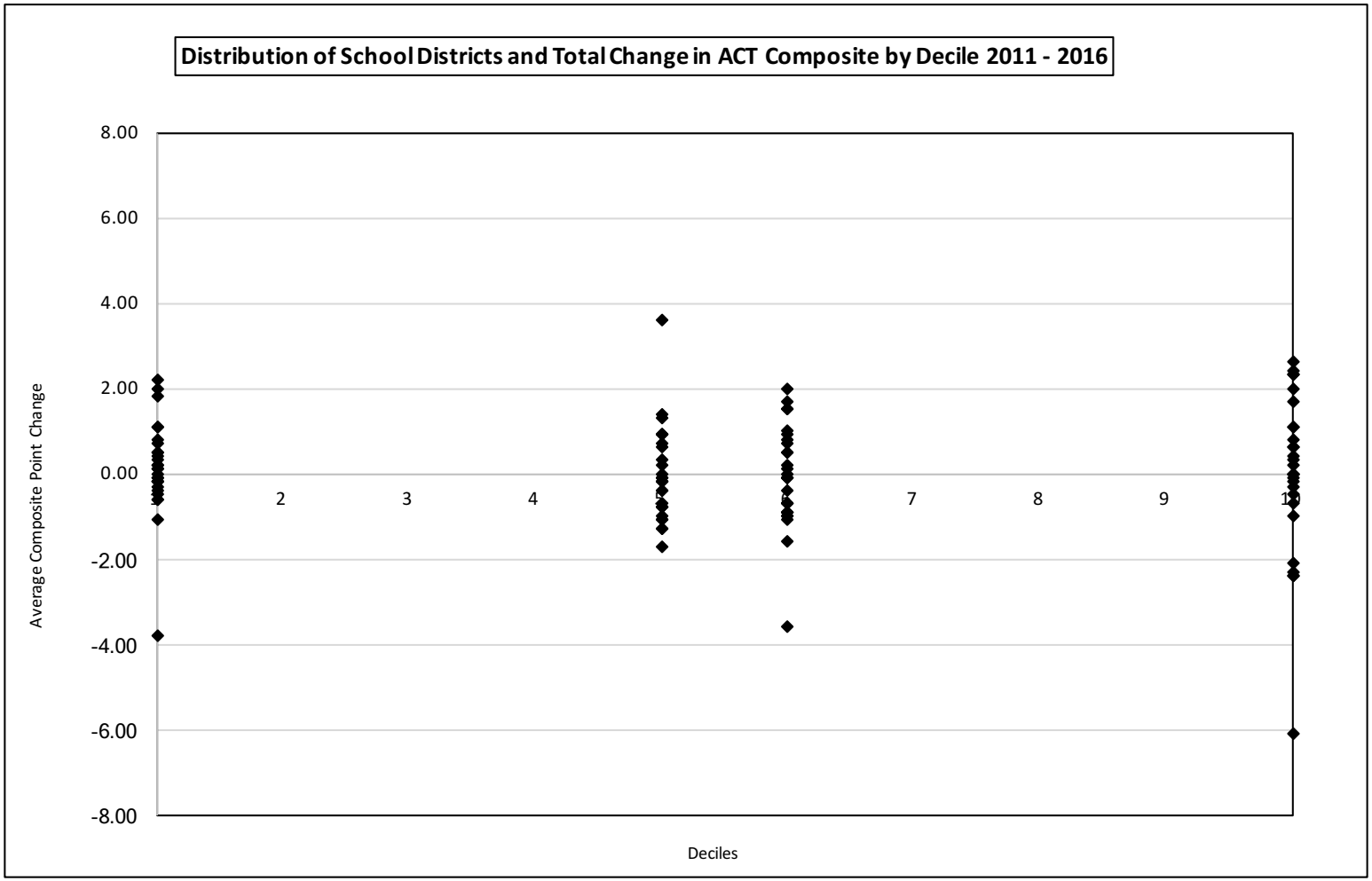
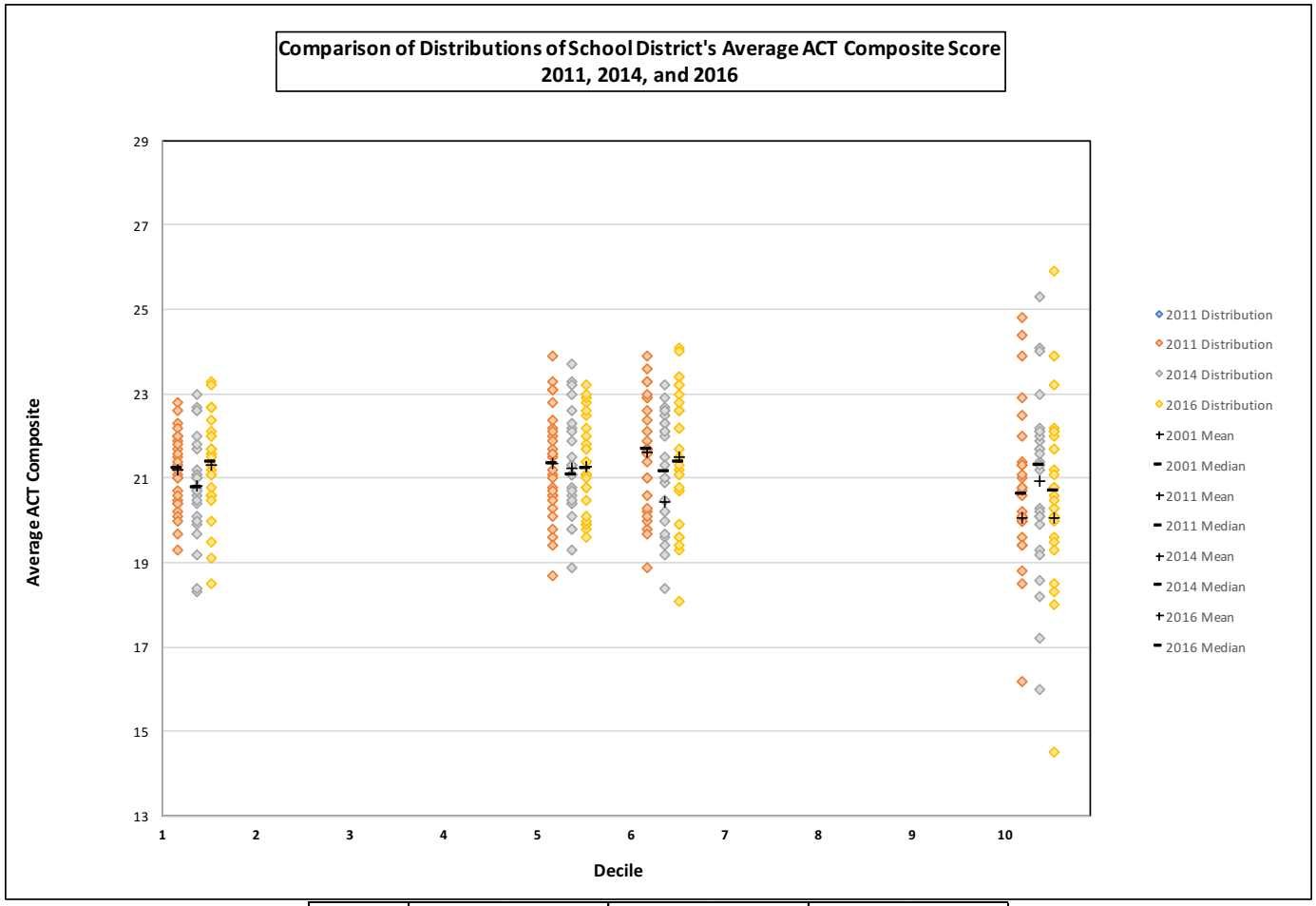


Figure 4.56 – Comparison of Distributions of School Districts' Average ACT Composite 2011, 2014, and 2016



	2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median
10	20.06	20.65	20.93	21.30	20.08	20.70
6	21.61	21.70	20.46	21.15	21.52	21.40
5	21.34	21.35	21.26	21.10	21.29	21.25
1	21.19	21.25	20.84	20.80	21.33	21.40

Results of Success and Effective Rate Analysis

Beginning in 2016, the Kansas State Department of Education (KSDE) began generating success and effective rates for Kansas school districts. These two metrics were developed to gauge progress toward the Kansas State Board of Education's (KSBE) goal of Postsecondary Success. KSDE defined success rate as the sum of the percentage of students who enrolled in postsecondary in both the first and second year following high school graduation plus the percentage of students who graduated from postsecondary institutions. Generally speaking, a student would be included in a district's success rate calculation if s/he met one of the following outcomes within two years of high school graduation: Earned an industry-recognized certification while in high schools, earned a postsecondary certificate, earned a postsecondary degree, or enrolled in postsecondary in both the first and second year following high school graduation (KSDE, 2018). Effective rate was therefore calculated as the result of multiplying a district's calculated graduation rate by the calculated success rate.

For the purposes of this study, success and effective rates could be analyzed across the years 2011, 2014, and 2016 and could offer insights regarding pupil performance across the decile groups. Again, with data limited to years 2011 through 2016, the researcher knew that further study is required to gain a more longitudinal perspective in this area.

Analysis of Figure 4.57 (pg. 158) and 4.58 (pg. 159) shows that distributions of change in success rate from 2011 to 2016 was fairly consistent across all four deciles, with Decile 1 seeing one outlier district reporting substantial growth. When looking at effective rate shown in Figure 4.59 (pg. 160) and 4.60 (pg. 161), a similar observation was made.

Figure 4.57 – Distribution of School Districts and Total Change in Success Rate by Decile 2011 to 2016

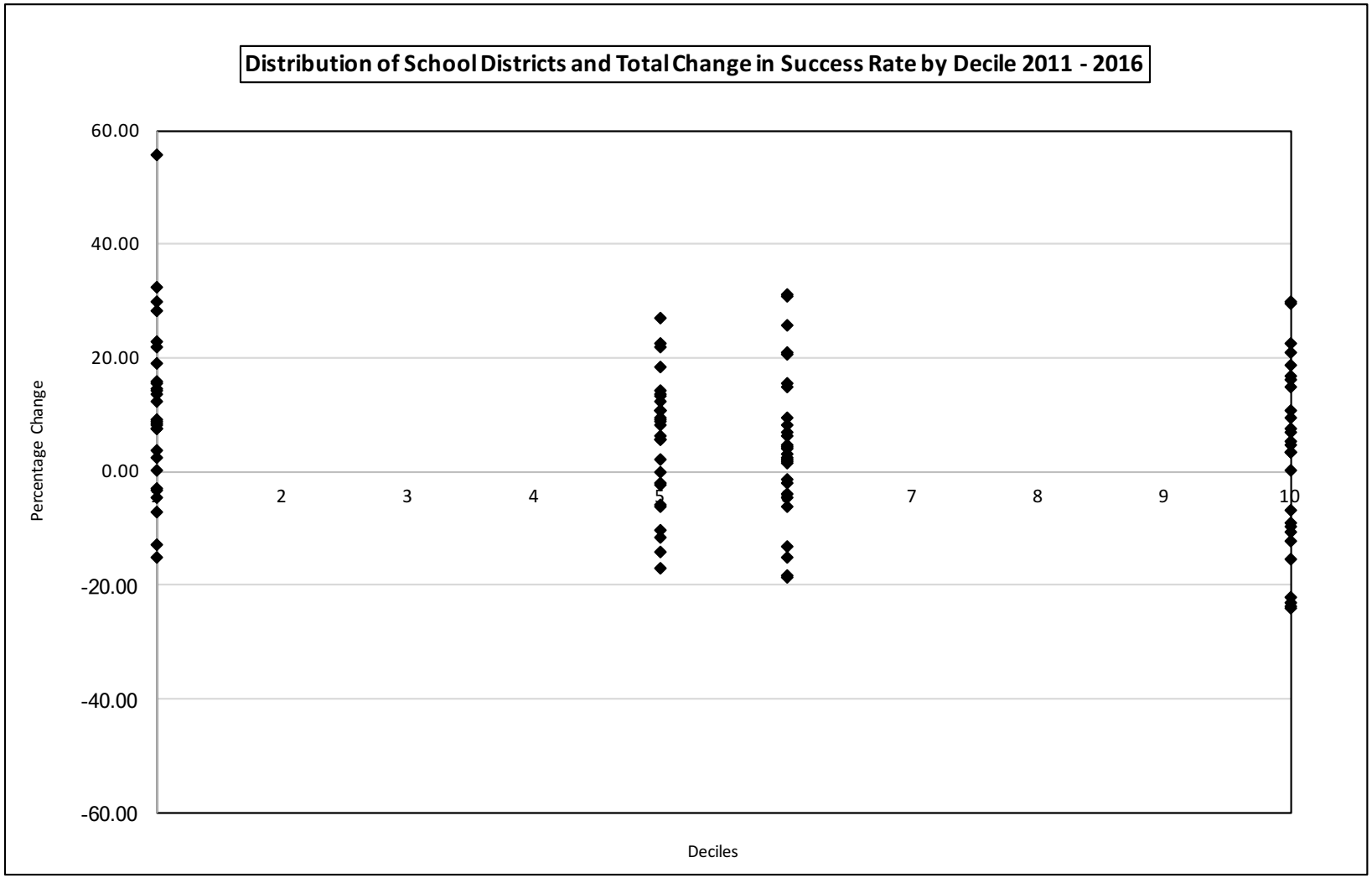
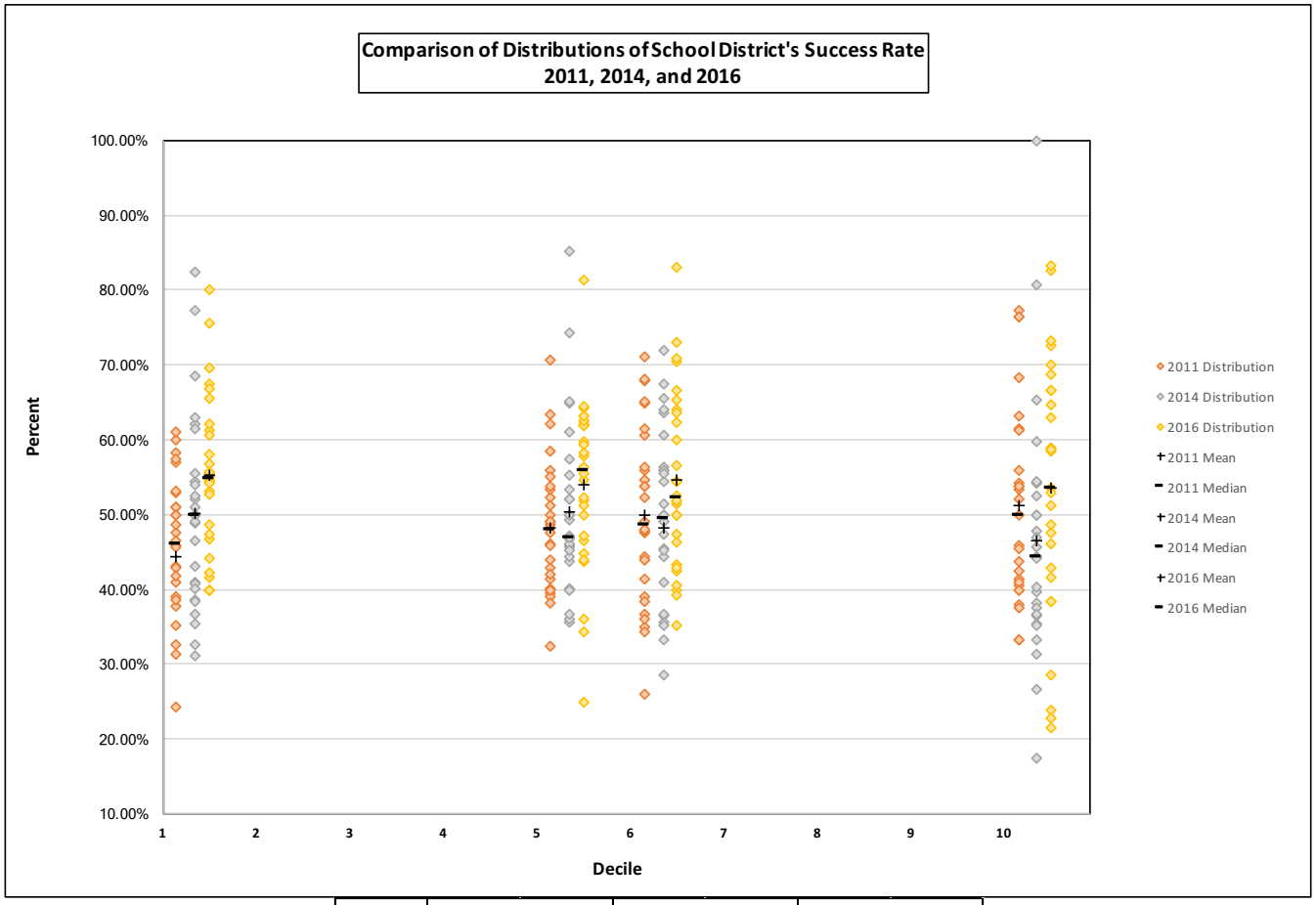


Figure 4.58 – Comparison of Distributions of School Districts' Success Rate 2011, 2014, and 2016



	2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median
10	51.1%	50.0%	46.6%	44.4%	53.6%	53.5%
6	49.9%	48.6%	48.2%	49.6%	54.6%	52.3%
5	48.3%	48.1%	50.4%	47.0%	54.1%	56.0%
1	44.4%	46.2%	50.2%	50.0%	55.4%	54.9%

Figure 4.59 – Distribution of School Districts and Total Change in Effective Rate by Decile 2011 to 2016

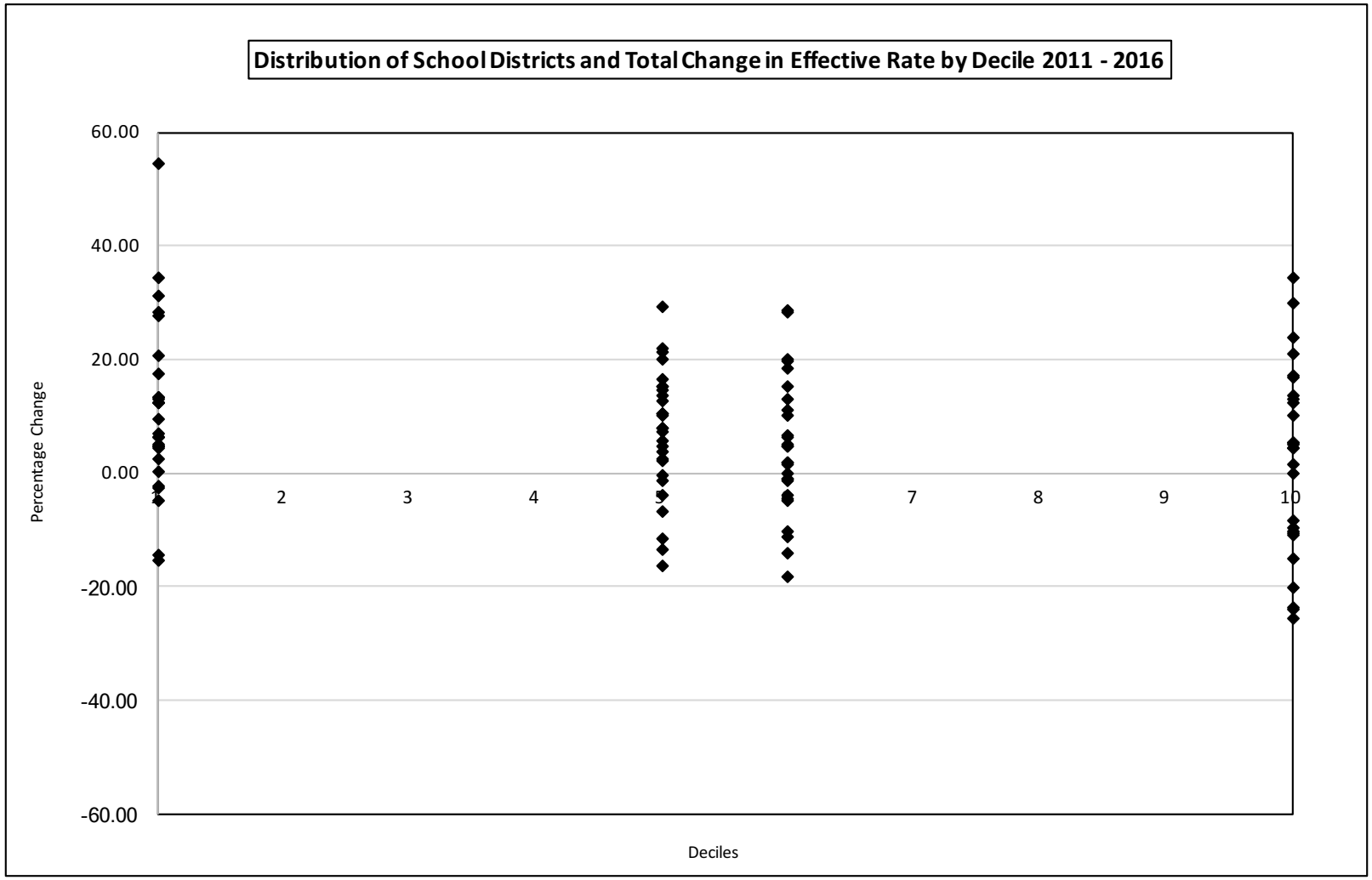
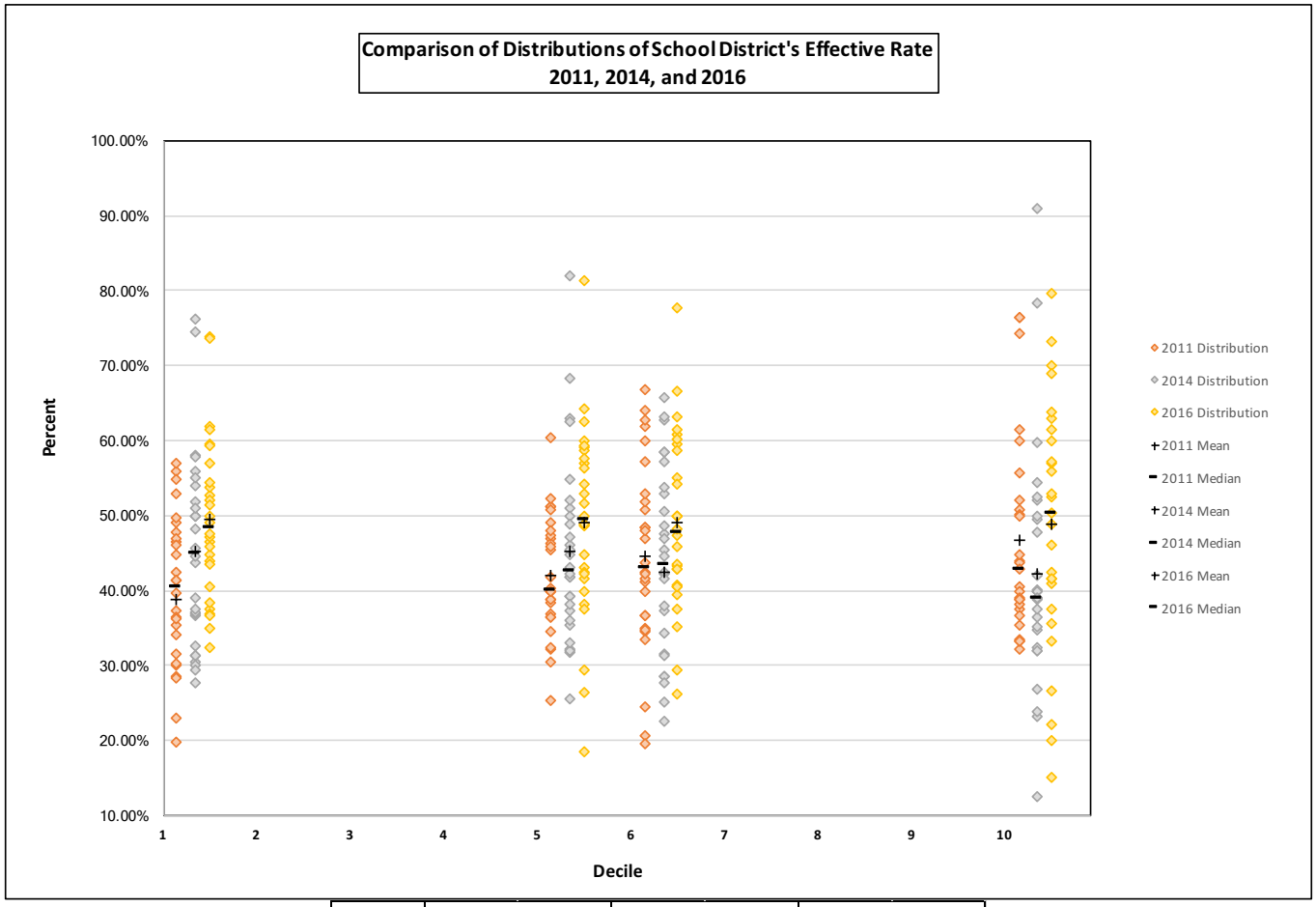


Figure 4.60 – Comparison of Distributions of School Districts' Effective Rate 2011, 2014, and 2016



	2011		2014		2016	
Decile	Mean	Median	Mean	Median	Mean	Median
10	46.7%	42.8%	42.3%	39.0%	48.8%	50.4%
6	44.6%	43.1%	42.4%	43.5%	49.0%	47.8%
5	42.1%	40.2%	45.2%	42.8%	49.1%	49.5%
1	38.9%	40.5%	45.3%	45.1%	49.6%	48.4%

Summary of Pupil Performance Variable Analysis

Pupil performance variables were analyzed in this study to glean insights into the overall quality of educational experience in each district and to identify observable trends, if any, in student performance over the years 2001 to 2016.

Examination of graduation rates from 2001 to 2016 revealed that for some districts significant shifts in enrollment contributed to equally significant decreases in graduation rate over the time period. Interestingly, two of the three districts which saw graduation rates drop by more than 20% over this time period were districts which saw enrollment more than double – potentially a result of adding virtual schools in those districts (i.e., Spring Hill – USD230 and Elkhart – USD218). Further study should be devoted to the visible trend of enrollment increases, the movement of pupils to virtual settings, and the extent to which these changes impact graduation rates over the long term. A visual trend that was also observed over all four snapshot years was that Decile 10 (i.e., the wealthiest 10% of school districts) consistently maintained the highest graduation rates of all four deciles.

Dropout rate was examined next as a pupil performance indicator of overall district health. When looking at dropout rate, a decrease over time was the more desirable outcome. Identifying a clear wealth-based trend in regard to dropout rate was difficult and will require further research beyond this study. What can be said is that in 2001, Decile 1 (i.e., the poorest 10% of school districts) maintained the highest dropout rate while Decile 10 (i.e., the wealthiest 10% of school districts) experienced the lowest. For the years 2011, 2014, and 2016, Decile 6 (i.e., an average-wealth district) maintained the highest average dropout rate when compared to other deciles, and Decile 5 (i.e., another average-wealth district) experienced the second highest dropout rate for those years. Ultimately, a visual trend could not be identified, and other factors

may have contributed to the trends that were observed, most notably, significant shifts in enrollment for some districts, as well as shifts to the virtual setting. An example of this was seen in Decile 6 which consisted of the two school districts that experienced the greatest growth in pupil populations over the years 2001 to 2016 and those same two districts saw large numbers of students attend school in virtual settings over those same years. Further research in these areas will be required to determine which causes contributed most substantially to the changes observed in dropout rate, and whether any relationship with school funding can be found.

Analysis of Kansas English Language Arts and Kansas Math assessments as pupil performance metrics proved difficult when looking at the years 2001 to 2016. Each tool was changed over the years studied and in one of the snapshot years, 2014, data were not reported. Examination of available data did not demonstrate any observable trends, and consequently, further research will be necessary in the years ahead in regard to these two metrics and any wealth-based relationships that may exist.

Analysis of ACT examination results was equally difficult when looking for observable trends, as data were unavailable for 2001, leaving only the snapshot years 2011, 2014, and 2016 for review. With such a limited time frame to observe long-term trends, little could be gleaned in this present study and additional research in this area will be necessary. What can be said, is that as the state of Kansas begins offering the ACT examination to all juniors at no cost beginning in school year 2018-19, this may prove to be a more reliable pupil performance indicator for future study.

The final pupil performance indicators examined in this study were the success and effective rates reported by the Kansas State Department of Education (KSDE) to gauge progress toward the Kansas State Board of Education's (KSBE) goal of Postsecondary Success. Again,

data for these indicators were limited to 2011, 2014, and 2016, and consequently, long-term trends were difficult to observe. As was the case with ACT examinations, if the state of Kansas remains committed to the calculation and reporting of these two metrics (i.e., success and effective rate), then much may be gleaned from further research in this area.

Results of Contextual Surveys and Interview Data Analysis

As was done by DeBacker (2002) and Jordan (2012), surveys and interviews were conducted by the current researcher to gain real world context from Kansas school district leaders regarding the overall impact that changes to school funding had on their districts during the study's timeframe. Survey data were collected via electronic surveys sent to 20 targeted school districts – five from each decile – from the initial sample of 112 school districts in the study. A letter requesting participation was sent to the targeted school districts (see Appendix E, pg. 219), and a follow up letter (see Appendix F, pg. 220) was sent when participation in the survey did not occur. Once survey data were collected, six phone interviews were conducted with district leaders from each of the deciles – two interviews from Decile 10, two interviews from Decile 1, one interview from Decile 5, and one interview from Decile 6. Of the 20 targeted districts for survey data to be collected, 12 districts agreed to participate with an overall participation rate of 60.0%. All six districts requested for interview agreed to do so, making the participation rate for interviewees 100.0%.

Data collected from surveys and interviews were used to enhance findings from the fiscal and pupil performance variable analysis conducted in the initial phase of this study. The contextual data gathered in this phase was to glean district leader perspective regarding the impact of changes to school funding in Kansas across the years 2012 to 2016. Results from the survey and interview data are shown in Appendix J (pg. 230-234) and Appendix K (pg. 235-

237), and were reported under the same headings as used in the survey and interview instruments. A summary of findings follows next in paragraph form.

Construction or Remodeling of Facilities Analysis

Updating district facilities often has been seen as one of the largest and most vital expenses accrued by a school district. As wear and tear impacts buildings over time, districts and their leaders have been faced with the decision to update or remodel facilities. The purpose of this phase of the study was to gain insight into how school funding affected districts' abilities to update facilities over the years 2012 through 2016.

According to survey data, three of the participating districts (25%) built new facilities over the years 2012 to 2016. One district in Decile 10 utilized a bond to fund building projects totaling around $6.25 million. Another district in Decile 5 reported building new facilities in the form of two elementary cafeterias and classrooms along with a new transportation building for district use – utilizing both bond and interest and capital outlay to fund these projects totaling over $9 million. Finally, one district in Decile 1 reported using FEMA monies to fund the new construction of tornado shelters and classrooms at the cost of $200,000. Considering all participating districts as a group, reflective of all four deciles, three of the 12 (25%) of districts surveyed built new facilities over the years 2012 through 2016, while 9 of 12 (75%) reported no activity.

When considering remodeling facilities, three of the 12 districts (25%) reported updating facilities through remodeling projects. One district in Decile 10 remodeled an elementary school at an expense of $4.29 million, one district in Decile 6 updated entryways into buildings at a cost of $30,000, and one district in Decile 5 made improvements to schools at the elementary, middle, and high school levels totaling $8 million.

Looking at the group as a whole, data revealed that a total of six districts out of the 12 participants (50%) updated facilities in some manner. When looking at the six districts which were able to update facilities, two were from Decile 10, two were from Decile 5, one was from Decile 6, and one was from Decile 1.

Interview data revealed that facilities and general maintenance were often the greatest strain on districts over the years studied. The most noticeable trend observed in these data was that districts reported deferring maintenance, especially under the years of CLASS. Projects most often reported through survey and interview data that went unaddressed included roofing projects, carpeting, HVAC, athletic facilities, and technology infrastructure.

Closure or Combining of Schools

Survey and interview data revealed that there were two principal reasons that districts combined or closed buildings over the years studied: Funding constraints and low enrollment. Two of the 12 districts (17%) participating in the survey stated they combined buildings from 2012 to 2016. One district, in Decile 10 stated that declining enrollment was the main contributing factor and one district, in Decile 5, stated budgetary constraints drove the decision. Additionally, one of the 12 districts (8%) participating in the survey and representing Decile 1 reported the closure of a school building due to lack of funds. The remaining nine districts (75%) reported no closure or combining of schools during the years 2012 to 2016.

Curriculum Offerings

When reviewing survey and interview data, the most diverse responses came as a result of looking at curricular offerings. Four of the 12 districts (33%) reported increases in curricular offerings from 2012 to 2016, while five districts (42%) reported decreases. The remaining three districts (25%) reported curricular offerings remained the same throughout the years of this

study. For districts increasing course offerings over the time of this study, they most often reported increases to career and technical education (CTE) courses. For districts losing curricular offerings from 2012 to 2016, electives such as foreign language, Family and Consumer Science (FACS), and industrial technology were reported.

Certified Employees and Compensation

Interview data revealed that certified employees and compensation were significantly impacted by changes to school funding from 2012 to 2016. In rank order of impact, only inability to address facility needs exceeded the impact on staffing patterns. All six interviewees reported that school funding limited their ability to increase compensation for certified employees over the years of 2012 through 2016, and in four (33%) of the districts it was clearly stated that lack of funding contributed to reduction in staff. Of these four, one district was from Decile 10, one district was from Decile 5, and two districts were from Decile 1. In whole, lack of funding caused these four districts to reduce teaching staff, counseling services, administrative positions, and a Title I position (see Appendix L, pg. 238-244).

General Impact of CLASS

Overwhelming, survey and interview data revealed that district leaders experienced a varied impact of block grant funding under CLASS. General themes were that funding under CLASS had limited districts' abilities to address needs (i.e. facilities, maintenance), to plan for long-range goals, to increase compensation for staff, and to provide curricular offerings to the extent desired.

Of the themes emerging most frequently, the inability to maintain, improve, and address the needs of facilities was the most significant challenge echoed across the districts. Generally speaking, districts that faired best under CLASS were those which experienced declining

enrollment, as they were locked in to a higher funding rate than they would have experienced in the per-pupil based formula of SDFQPA. However, districts experiencing decreases in enrollment also stated that funding under CLASS essentially delayed the inevitable funding crunch of a return to a state aid per pupil funding scheme.

In sum, block grant funding under CLASS dawned at the end of an era in Kansas school funding which was already strained. CLASS locked funding levels in over a two-year period and ultimately limited districts' abilities to maintain facilities, increase compensation for employees, increase curricular offerings for students, and plan for long range within the district. As Kansas continues to emerge from the effects of block grant funding and as the state enjoys a return to a per pupil funding scheme under the Kansas School Equity and Enhancement Act (KSEEA 2017), further study is necessary to determine the long-term impact of the years under CLASS on school districts and their leaders.

Chapter 5 - Summary and Conclusion

Introduction

The purpose of this study was to build on previous studies by DeBacker (2002) and Jordan (2012) to provide a longitudinal perspective of the impacts of selected state school aid formula changes in Kansas from 1992 – 2017, with an emphasis on the *Classroom Learning Assuring Student Success* (CLASS) Act of 2015. When considered together, these three studies provided insights into the impact of school funding changes to Kansas school districts over the past 25 years.

In the first phase of this present study, Kansas school districts were ordered from wealthiest to poorest based on their assessed valuation per pupil for 2001. To further narrow the study population and to ensure that longitudinal analysis could occur, districts that had closed or consolidated by 2016 were removed. For the remaining districts, decile analysis was applied to the population by ranking all 289 school districts from wealthiest to poorest based on 2001 assessed valuation per pupil (AVPP) and by further dividing the population in to ten equal parts (i.e. each decile representing 10% of the population). As had been done in DeBacker (2002) and Jordan (2012), the population was again narrowed to the representative sample of 112 school districts, with Decile 10 representing the wealthiest 10% of districts, Decile 1 representing the poorest 10%, and Deciles 5 and 6 representing the average wealth districts found in the middle (each representing 10% of the population respectively). This process was repeated for 2011, 2014, and 2016. For this study, 2001 and 2016 served as the bookend years, as DeBacker (2002) had done (1992 – 2001) and Jordan (2012) had repeated (2002 – 2012). Establishing the beginning year as 2001 ensured overlap of years examined by both previous studies and extending through the most recent year of audited data, i.e., 2016.

Once the study population was established, data analysis was conducted in two phases. First, fiscal and pupil performance data were analyzed to provide insight into overall health of each district during the years 2001- 2016. Second, survey and interview data were collected and analyzed to glean insights from district leaders for contextual perspective of the impacts that changes to school funding had on districts and their leaders, paying close attention to the years of block grant funding under CLASS.

Fiscal variables analyzed in the first phase of this study included the following: Enrollment, general fund per pupil, supplemental fund (LOB) per pupil, capital outlay per pupil, bond and interest per pupil, pupils per certified employee, and average teacher salaries. Additionally, pupil performance variables included the following: Graduation rate, dropout rate, state English language arts results, state math results, ACT results, and Success and Effective Rates.

In the second phase of the study, online surveys and telephone interviews were conducted to gain insights into the lived experience of district leaders during the years 2012 – 2016. Questions centered around the following topics: New construction of buildings, remodeling of buildings, closure or combining of buildings, curricular offerings at the secondary level, and general impact of CLASS on school districts.

The present study resulted in a critical examination of fiscal and pupil performance variables and the impact that changes to school finance in Kansas had on the educational experience of Kansas pupils.

Synopsis of Analysis and Results

The broad questions framing this study as presented in Chapter 1 were:

1. What were the financial impacts of the legislative enactment of CLASS on high wealth school districts in the specific areas of general fund, supplemental general fund (LOB), capital outlay, and the bond and interest fund from 2011 – 2016?
2. What were the financial impacts of the legislative enactment of CLASS on average wealth school districts in the specific areas of general fund, supplemental general fund (LOB), and capital outlay, and the bond and interest fund from 2011 – 2016?
3. What were the financial impacts of the legislative enactment of CLASS on low wealth school districts in the specific areas of general fund, supplemental general fund (LOB), and capital outlay, and the bond and interest fund from 2011 – 2016?
4. What were the practical impacts on high wealth school districts of the legislative enactment of CLASS on school facility construction and renovation projects?
5. What were the practical impacts on average wealth school districts of the legislative enactment of CLASS on school facility construction and renovation projects?
6. What were the practical impacts on low wealth school districts of the legislative enactment of CLASS on school facility construction and renovation projects?
7. What were the practical impacts on high wealth school districts of the legislative enactment of CLASS on educational services as expressed in pupil-staff ratios, teacher salaries, graduation rates, drop-out rates, and state assessment results?
8. What were the practical impacts on average wealth school districts of the legislative enactment of CLASS on educational services as expressed in pupil-staff ratios, teacher salaries, graduation rates, drop-out rates, and state assessment results?

9. What were the practical impacts on low wealth school districts of the legislative enactment of CLASS on educational services as expressed in pupil-staff ratios, teacher salaries, graduation rates, drop-out rates, and state assessment results?
10. What trends and observations may be drawn from this analysis over time, more specifically:
    a. In which direction does a line graph on general fund run under CLASS compared to SDFQPA?
    b. In which direction does a line graph on supplemental general fund (LOB) run under CLASS compared to SDFQPA?
    c. In which direction does a line graph on capital outlay fund run under CLASS compared to SDFQPA?
    d. In which direction does a line graph on bonded indebtedness run under CLASS compared to SDFQPA?
    e. In which direction does a line graph on facility construction and renovation run under CLASS compared to SDFQPA?
    f. In which direction does a line graph on educational services run under CLASS compared to SDFQPA?
11. What observations and conclusions about Kansas education funding across formula years are expressed by Kansas superintendents?

Responses to these questions can be grouped by major headings of per-pupil impact on assessed valuation, enrollment, general fund, supplemental fund, capital outlay, bond and interest, FTE per pupil, average teacher salary, graduation and drop-out rates, Kansas language arts, math, and ACT assessments, success and effective rates, construction or remodeling of facilities, closure or

combining of facilities, curricular offerings at the secondary level, certified employees and compensation, and general impact of CLASS.

Assessed Valuation per Pupil

Assessed valuation is often utilized by school funding mechanisms in various states to serve as a baseline funding potential for school districts. When considered across an entire pupil population (i.e. assessed valuation divided by head count/number of pupils), an assessed valuation per pupil (AVPP) is derived giving a funding-potential per pupil across an entire district. As changes in assessed valuation occur, or as enrollment numbers shift up or down, so too will a school district's AVPP. Kansas relies heavily on wealth defined as assessed valuation for school funding purposes and, in the years examined during this study, changes in enrollment and assessed valuation impacted Kansas school districts across all four deciles in varying ways. Of the 112 school districts selected for study, 66 experienced a change in AVPP (i.e. funding potential) compared to the other 46 school districts studied. Average-wealth districts in this study saw the most movement in decile ranking due to AVPP from 2001 to 2016; Decile 6 saw the most district drop in decile rank, while Decile 5 saw the most increase. There were 11 total districts, each from Decile 10, that saw an overall decrease in assessed valuation from 2001 to 2016, with four of the 11 seeing a decrease in decile ranking and the other seven remaining in Decile 10. The majority of school districts in this study experiencing an increase in AVPP also saw enrollment decrease over the same time frame. This was a trend observed by Jordan (2012) when looking at the years 2002 – 2011, as well.

Enrollment

An interesting trend was observed when examining enrollment numbers across the studied deciles. Fully 84 of the 112 school districts examined saw decreases in enrollment from

2001 to 2016, with two districts losing half of their pupil population during that time. School districts experiencing increases in enrollment over the same years saw an average increase of 31.1%, with three school districts more than doubling their enrollments over the years of this study. Yet, with such dramatic increases and decreases experienced by some districts, the overall increase in enrollment for the 112 sample districts was only 2.39%. A closer look revealed two unique trends worth noting: (1) enrollment during the years of this study largely shifted from small, rural districts to larger, urban and suburban districts, and (2) large enrollment numbers shifted to the virtual setting offered by a few districts.

General Fund per Pupil

From 2001 to 2016, each of the 112 districts examined saw an increase in general fund per pupil. Decile 1 saw the greatest average increase in general fund per pupil, with Decile 10 seeing the smallest average increase as a decile. This trend is noteworthy, given the intent behind SDFQPA and the effort to equalize funding through the general fund. When considered collectively with the other funding mechanisms of supplemental general fund (LOB), capital outlay, and bond and interest funds, poorer school districts still routinely saw a lesser ability to generate funds per pupil than their wealthier counterparts. As facilities continue to age and deteriorate for districts across all deciles, further research is needed to determine what, if anything, the poorest districts are able to address when locally-driven tax assessments are not an option.

Supplemental General Fund (LOB) per Pupil

Originally intended to ease the transition from SDEA to SDFQPA for districts accustomed to spending more money per pupil than the new formula provided, the supplemental general fund, also known as local option budget (LOB), has grown to be a central component of

school funding in Kansas. In the early years of SDFQPA, relatively few districts in Kansas utilized LOB funding. By the time of this present study, every district in Kansas now relies on LOB to operate its schools. When looking at trends in LOB funding over the years 2001 to 2016, it is important to note that the average supplemental fund (LOB) per pupil across deciles mirrored their decile array based on wealth. That is, Decile 10, the wealthiest decile, averaged the highest supplemental general fund expenditures per pupil, while Decile 1 averaged the lowest and the average wealth districts of Deciles 5 and 6 fell in the middle. Considering the continued reliance on supplemental general fund (LOB) for operational expenses of Kansas school districts, this trend gives credence to critics who contend that reliance upon LOB continues to perpetuate inequities in educational opportunities across Kansas schools.

Capital Outlay per Pupil

Analysis of capital outlay fund per pupil more starkly demonstrated disparities between districts as related to wealth and their ability to generate capital outlay funding per pupil. Decile 10 consistently maintained the highest capital outlay expenditures per pupil across the years 2001 to 2016. An interesting trend was observed when looking at the snapshot years 2001, 2011, 2014, and 2016, Decile 10 was also the only decile to see capital outlay expenditures increase from 2014 to 2016, while each of the other three deciles decreased. This was interesting considering that capital outlay state aid was eliminated beginning in FY 2010, and did not return to the formula until a new calculation was passed by the Kansas legislature in 2015, and adjusted again in 2016. The trends demonstrated in this study demonstrated the negative impact that removal of the capital outlay state aid equalization component in 2010 had on average-wealth and poor school districts. Additionally, observing the upward trend of average capital outlay expenditures per pupil in Decile 10 from 2014 - 2016 indicated a greater ability of wealthy

districts to access additional funding in a time when most districts in Kansas were experiencing significant constraints to the funding and operation of schools. All this coupled with survey and interview data showing a large portion of districts had to forego maintenance and facility updates during the years of CLASS make these trends alarming. Ultimately, the data point to significant disparity between high-wealth and low-wealth districts to address the ever-increasing infrastructure needs.

Bond and Interest per Pupil

Examination of bond and interest funding per pupil over the years 2001 to 2016 revealed interesting trends over time. From 2001 to 2011, all four deciles saw increases in the average bond and interest expenditures per pupil. From 2011 to 2016 however, Decile 10, the wealthiest districts, saw a decrease in average bond and interest expenditures per pupil while the remaining three saw continued increases. When looking more broadly at years 2001 to 2016, Decile 5, the lower of the two average-wealth districts, consistently had the highest average bond and interest fund expenditures per pupil with Decile 1, the poorest, having the second highest for years 2011, 2014, and 2016. It is worth noting that over the years of this study, equalization provisions allowed districts poorer districts to receive state aid for bond and interest. From 1992 through 2015, the equalization component was calculated based on the median assessed valuation per pupil (AVPP) among all Kansas school districts. Beginning in 2015, any district passing a bond issue after July 1, 2015 would be subject to a new calculation for state aid, and generally speaking, the resulting effect was a decrease in state funding. This likely explained why districts of average-wealth and low-wealth took advantage of funding projects through bond and interest funding over the years of this study. Further research in this area will be important in the years ahead, as additional constraints have been placed on bond and interest funding in 2016 and 2017.

Pupils (FTE) per Certified Employee

A decrease in pupils per certified employees is considered more desirable when considering this factor as an indicator of a district's health. Over the years of this study, Decile 5 experienced the greatest increase (i.e. the less desirable outcome) in pupils per certified staff with Decile 6 ranking second. Significant increases to enrollment were observed in a few of the districts from each of these deciles, so shifts to enrollment could be contributed in some ways to these changes. However, this was not a consistent trend across all districts, and suggests that other factors likely contributed to a school district's ability to lower the number of pupils per certified employees within their district. Further study in this area will be necessary to determine which factors have the greatest impact in this area.

Average Teacher Salary

From 2001 to 2016, average teacher salaries across all four deciles grew at very similar rates, with Decile 5 seeing the largest percentage change and Decile 10 seeing the lowest. The overall range growth to average teacher salaries between deciles was 35.50% and 37.69%, meaning a difference of only 2.19% existed between the highest and lowest percentage of growth. As a bottom line, further research into the funding mechanisms used by different districts to increase teacher salaries, prioritization methods utilized from district to district, as well as the specific funds, or combination of funds, that districts rely on to make improvements in this area.

Graduation Rates

During each of the bookend years of this study, 2001 and 2016, Decile 1 averaged the lowest graduation rate by decile, and Decile 10 averaged the highest. When looking at change in percentage over time, Decile 1 made the most significant progress when looking at graduation

rate, but still averaged the lowest graduation rate when compared to their wealthier counterparts in Deciles 5, 6, and 10. While further research could provide more details for observed increases and decreases in graduation rate for each decile, this trend seems overwhelmingly clear that correlation exist between wealth and graduation rate.

Dropout Rates

Analysis of changes in dropout rates from 2001 to 2016 revealed that Deciles 1 and 5 each saw a decrease in average dropout rates over the years studied, while Deciles 6 and 10 experienced increases. A closer analysis of average dropout rates per decile over the snapshot years of 2001, 2011, 2014, and 2016 revealed that Decile 10, representing the wealthiest districts, consistently maintained the lowest dropout rate when compared to other deciles. Beginning in 2011, Decile 6 maintained the highest average dropout rate amongst districts. It is worth noting that a single district served as an outlier in Decile 6 during that time frame. As a bottom line, dropout rate, like graduation rates, appear to have a wealth-based connection.

Kansas English Language Arts Assessments

Given changes to Kansas State assessments in the areas of reading and English Language Arts, conclusions across the time period studied were difficult to draw. What can be seen in 2001 is that Decile 1 averaged the lowest scores in the Kansas Reading Assessment when compared to other deciles, and in 2016, Decile 10 averaged the lowest scores on Kansas English Language Arts Assessments. Further research in this area is necessary, and a closer look at pupil populations seems relevant when considering the number of districts represented in Decile 10 that reside in a region of the state (i.e. Western Kansas, Southwest Kansas) which has seen increases in the number of students with English as their second language over the same time period as this study.

Kansas Mathematics Assessments

Once again, changes to Kansas State assessments made it difficult to draw conclusions based on trends over the time period studied. What can be said is that Decile 1, in 2001, averaged the lowest percentage of pupil meeting or exceeding standards than the other three deciles. In 2016, Decile 5 had the lowest percentage demonstrating proficiency or higher. Further research will be necessary to determine if any wealth-based trends exist with performance on the new Kansas Math assessments.

ACT Assessments

One academic measure for Kansas schools is the average ACT composite score for students in each district. Beginning in 2011, the Kansas State Department of Education began collecting and reporting the average ACT score for districts. While this did not allow for trends to be observed across the entirety of this study, it allowed for trends to be observed from 2011 through 2016.

From 2011 to 2016, Deciles 1 and 10 each saw increases in the average ACT composite score within those districts. Deciles 5 and 6 each saw a decrease over the same time period. During each of the bookend years, Decile 10 reported the lowest average ACT composite score when compared to other deciles. When considering any wealth-based connections to ACT composite, it is important to note that many factors effect a school district's average ACT composite scores, namely the number of students taking the exam and how ACT results are scored and reported. Beginning in the 2018 – 19 school year, all juniors and seniors in Kansas will have the opportunity to take the ACT, likely increasing the number of students within school districts and across the state who participate. As participation rates increase, further research needs to be done to see what connections, if any, can be seen.

Success and Effective Rates

Beginning in 2016, and calculated retroactively back through 2010, success and effective rates reported by the Kansas State Department of Education (KSDE) gauged individual school district's progress toward the Kansas State Board of Education's (KSBE) goal of Postsecondary Success. As mentioned earlier, data for these indicators were limited to the snapshot years of 2011, 2014, and 2016, and consequently could not demonstrate any long-term trends for this study beginning in 2001. For future study, however, much could be gleaned from these metrics, and close attention should be paid to any potential wealth-based relationships which may exist.

Construction or Remodeling of Facilities

Updating district facilities often has been seen as one of the largest and most vital expenses accrued by a school district. As wear and tear impacts buildings over time, districts and their leaders face the decision to update or remodel facilities. Survey and interview data revealed that facilities and general maintenance were often the greatest strain on districts over the years studied. While some districts updated facilities over the years of this study, the most noticeable trend observed was deferring maintenance and foregoing facility updates, especially under the years of CLASS. Projects most often reported as going unaddressed over the time period included roofing projects, carpeting, HVAC, athletic facilities, and technology infrastructure.

Closure or Combining of Buildings

Survey and interview data revealed that there were two principal reasons that districts combined or closed buildings over the years studied: Funding constraints and low enrollment. With enrollment trends shifting in Kansas from rural to urban and suburban districts and to the virtual setting, it is predicted that more districts will face the challenge of low enrollment in the years ahead. Further research will be necessary to see if school funding mechanisms will be

enough to alleviate the strain felt by district leaders or if an increase in closure or combining of buildings will be the result.

Curricular Offerings (Secondary Level)

When reviewing survey and interview data, a unique trend was observed. Districts experiencing increases in curricular offerings reported those offerings being added in career and technical education (CTE). Districts losing programs over the same time period reported losses in Family and Consumer Science (FACS) and industrial arts (i.e., CTE courses) in addition to foreign language and other elective offerings. As a result, it was difficult to determine the role that school finance played in these shifts versus district needs, personnel, and student interest.

Certified Employees and Compensation

Survey and interview data revealed that certified employees and compensation were significantly impacted by changes to school funding from 2012 to 2016. Next to facility updates, employee compensation was given as a significant constraint experienced of the time period of this study, particularly during the CLASS years. Emerging from block grants and entering a new funding scheme under KSEEA is encouraging, as district leaders reported the ability to increase compensation in the first year leaving CLASS, but future research will be necessary to see if that will continue.

General Impact of CLASS

Survey and interview data revealed that district leaders experienced a varied impact of block grant funding under CLASS. General themes were that funding under CLASS had limited districts' abilities to address needs (i.e. facilities, maintenance), to plan for long-range goals, to increase compensation for staff, and to provide curricular offerings to the extent desired.

Of the themes emerging most frequently, the inability to maintain, improve, and address the needs of facilities was the most significant challenge echoed across the districts. Moving into the future, it proves to be the most alarming as well. Deferred maintenance and the delay of facility improvements will undoubtedly be challenges for districts and their leaders in the years ahead, and further research will be necessary to see if the state's return to per pupil funding under the Kansas School Equity and Enhancement Act (KSEEA 2017) allows districts to sufficiently address respond as needed.

Summary of Analysis and Results

Table 5.1 (pg. 185) provides the positional rank of deciles during each of the bookend years of this study or when the earliest data could be collected (i.e., ACT assessments, success rate, effective rate). For each of the fiscal and performance variables the highest and lowest deciles were noted, providing an indicator for which deciles, and consequent districts, enjoyed the most favorable ranking over the years examined and which experienced the least favorable.

When examining fiscal variables, Table 5.1 displays that Decile 10 generally experienced the most favorable ranking for nearly every variable studied, while Decile 1 experienced the least desirable.

When examining pupil performance variables, including those which were added beginning in 2011 (i.e., ACT assessment results, success rate, effective rate), Table 5.1 shows that Decile 1 experienced the lowest graduation rate for both bookend years, while Decile 10 experienced the highest. Significant improvement in dropout rate was demonstrated by Decile 1 when it moved from the highest dropout rate (i.e., the least desirable ranking) in 2001 to the lowest in 2016. Examination of state assessments and ACT results showed that Decile 6 held the

most favorable ranking throughout the years of the study, while the lowest ranking for those variables were often shared between the other three deciles.

Table 5.2 (pg. 186) displays the growth experienced by deciles over the years of this study. When examining fiscal variables, Decile 1 saw the most growth in general fund per pupil, bond and interest per pupil, and pupils per certified staff. Decile 5 saw the most growth in average teacher salary, while Decile 6 saw the greatest growth in supplemental general fund (LOB) per pupil. Finally, Decile 10 saw the most growth for capital outlay per pupil from 2001 to 2016.

When examining pupil performance variables displayed in Table 5.2, the trend appears clear: Decile 1 routinely saw the most growth, while Decile 10 saw the least. Knowing that Decile 1 ranked the lowest in most of the pupil performance variables in 2001, it stands to reason that Decile 1 had the greatest room for improvement. However, the consistent growth by Decile 1 across pupil performance variables demonstrates an equalizing trend in the educational opportunities offered for students across Kansas over the years of this study.

Table 5.3 (pg. 187) displays the positional rank of deciles based on changes in educational experience over the years 2012 to 2016. These data were gleaned through survey and interview data and are summarized in this table to reflect the districts which experienced the most activity and least activity for each area.

Examination of Table 5.3 shows that Deciles 1, 5, and 10 each experienced the most new construction over the years 2012 to 2016, while Decile 6 experienced the least. It is important to note that from each of those three deciles, only one district reported new construction for that decile, while the final district reported no activity at all. The same was true for the closure and combining of buildings and remodeling projects. Consequently, with such low numbers, the

larger narrative which emerged was the general inability by districts over the years 2012 to 2016 to address the needs of the district.

Table 5.1 – Summary Implications of Impacts on Fiscal and Pupil Performance Variables 2001 to 2016

Position Rank of Deciles on Fiscal and Pupil Performance Variables								
Fiscal Variable	**Decile 1**		**Decile 5**		**Decile 6**		**Decile 10**	
	2001	**2016**	**2001**	**2016**	**2001**	**2016**	**2001**	**2016**
General Fund Per Pupil	Low	High					High	Low
Supplemental General Fund Per Pupil		Low			Low		High	High
Capital Outlay Per Pupil	Low	Low					High	High
Bond and Interest Per Pupil			High	High	Low			Low
Combined Funding Per Pupil	Low					Low	High	High
Pupils Per Certified Staff	High	High					Low	Low
Average Teacher Salary	High	High					Low	Low
	Decile 1		**Decile 5**		**Decile 6**		**Decile 10**	
Pupil Performance Variable	**2001**	**2016**	**2001**	**2016**	**2001**	**2016**	**2001**	**2016**
Graduation Rates	Low	Low					High	High
Dropout Rates	High	Low				High	Low	
Kansas ELA Assessments	Low					High	High	Low
Kansas Math Assessments	Low			Low	High	High		
	Decile 1		**Decile 5**		**Decile 6**		**Decile 10**	
Performance Variables (2011 - 2016)	**2011**	**2016**	**2011**	**2016**	**2011**	**2016**	**2011**	**2016**
ACT Assessments					High	High	Low	Low
Success Rate	Low	High					High	Low
Effective Rate	Low	High					High	Low
Low = lowest of the decile groups studied; High = highest of the decile groups studied								

Table 5.2 – Summary Implications of Impacts on Growth Within Fiscal and Pupil Performance Variables 2001 to 2016

Position Rank of Decile Based on Growth with Fiscal and Pupil Performance Variables (2001 to 2016)				
Fiscal Variable	**Decile 1**	**Decile 5**	**Decile 6**	**Decile 10**
General Fund Per Pupil	Most			Least
Supplemental General Fund Per Pupil		Least	Most	
Capital Outlay Per Pupil	Least			Most
Bond and Interest Per Pupil	Most			Least
Pupils Per Certified Staff	Most	Least		
Average Teacher Salary		Most	Least	
Pupil Performance Variable				
Graduation Rates	Most			Least
Dropout Rates	Most			Least
Kansas ELA Assessments	Most			Least
Kansas Math Assessments	Most			Least
Position Rank of Decile Based on Growth with Additional Pupil Performance Variables (2011 to 2016)				
	Decile 1	**Decile 5**	**Decile 6**	**Decile 10**
rformance Variables (2011 - 2016)				
ACT Assessments	Most		Least	
Success Rate	Most			Least
Effective Rate	Most			Least
Most = studied decile experiencing most growth				
Least = studied decile experiencing the least growth				

Table 5.3 – Summary Implications of Impacts on Educational Experience 2012 to 2016

Position Rank of Decile Based on Changes in Educational Experience (2012 to 2016)				
Survey Areas	**Decile 1**	**Decile 5**	**Decile 6**	**Decile 10**
New Construction Projects	Most	Most	Least	Most
Remodeling Projects	Least	Most	Most	Most
Closure or Combining of Buildings	Most	Most	Least	Most
Curricular Offerings (Increased)		Least	Most	
Curricular Offerings (Decreased)	Least	Most		
Facility Deficits	Most	Least		Most

Recommendations for Further Study

As the state of Kansas emerges from the block grant years of CLASS and moves into a new era of per pupil funding under KSEEA, the future feels bright despite ongoing debate and seemingly never-ending litigation. As the continued transition to KSEEA is realized, further study will be crucial to ensure progress is made and the goals of adequacy and equity in education are achieved.

While the findings of this study provided insights and areas in need of deeper study, three central recommendations emerged, including:

1. Enrollment shifts – Significant shifts in enrollment occurred over the years of this study, with the state of Kansas experiencing two major trends: (1) movement from rural to suburban and urban areas and (2) movement to the virtual setting. As the state continues to see the population shift toward more urban and suburban areas, further research seems vital to examine the potential impact that large increase and decreases of students will cause. Additionally, as technology continues to play a more integral role in the 21st Century, the impact that movement from the brick and mortar setting of the physical classroom to the virtual setting seems to only continue. Consequently, a deeper examination seems vital to determine the impact felt by districts losing students and those gaining them for online schools and programs.
2. Locally levied taxes and equity – Examination of independent funds per pupil and combined funds demonstrated that some districts, particularly wealthier districts, benefit from a greater ability to generate taxes locally (i.e., LOB, capital outlay, bond and

interest). As the state returns to a per pupil funding formula, a closer look at equalization mechanisms to seems crucial.

3. Success and effective rates – An examination of success and effect rates were offered in this study, but limited trends could be observed or gleaned from the limited data. If the state of Kansas stays committed to collecting and reporting data in this form, policy makers and practitioners alike will benefit from further research into the wealth-based connections that could exist between these two rates and school funding provided to districts.

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Appendix A - Initial Population of Kansas School Districts by Decile Array

Initial Population of Kansas School Districts by Decile Array - 2001				
District Name	**District**	**FY 2001 Assessed Valuation**	**FY 2001 Assessed Valuation Per Pupil**	**Decile**
BURLINGTON	D0244	$455,205,566.00	$494,842.00	10
MOSCOW PUBLIC S	D0209	$61,647,392.00	$288,072.00	10
ROLLA	D0217	$60,051,252.00	$263,383.00	10
KAW VALLEY	D0321	$244,663,951.00	$229,086.00	10
HUGOTON PUBLIC	D0210	$216,708,113.00	$216,384.00	10
SATANTA	D0507	$88,531,622.00	$204,934.00	10
LAKIN	D0215	$122,707,842.00	$164,709.00	10
DEERFIELD	D0216	$46,015,134.00	$138,225.00	10
PRAIRIE VIEW	D0362	$130,259,726.00	$136,986.00	10
STANTON COUNTY	D0452	$71,733,914.00	$136,350.00	10
ULYSSES	D0214	$228,133,512.00	$133,677.00	10
HOLCOMB	D0363	$114,301,579.00	$129,520.00	10
TRIPLAINS	D0275	$11,416,995.00	$124,776.00	10
SUBLETTE	D0374	$58,511,116.00	$115,978.00	10
CHEYLIN	D0103	$17,872,312.00	$104,212.00	10
ELKHART	D0218	$50,371,314.00	$101,412.00	10
COMMANCHE COUNT	D0300	$30,558,642.00	$95,946.00	10
COPELAND	D0476	$10,884,184.00	$95,475.00	10
CUNNINGHAM	D0332	$28,530,307.00	$94,785.00	10
GREELEY COUNTY	D0200	$27,965,660.00	$91,123.00	10
SOUTHEAST JOHNS	D0229	$1,491,891,597.00	$90,665.00	10
SYRACUSE	D0494	$46,444,630.00	$87,024.00	10
MEADE	D0226	$42,663,793.00	$86,980.00	10
PARADISE	D0399	$13,325,843.00	$86,813.00	10
SHAWNEE MISSION	D0512	$2,515,180,571.00	$84,785.00	10
MACKSVILLE	D0351	$24,158,781.00	$84,619.00	10
LITTLE RIVER	D0444	$22,101,872.00	$82,810.00	10

ASHLAND	D0220	$19,985,247.00	$78,281.00	10
HAVILAND PUBLIC	D0474	$12,703,023.00	$76,478.00	9
FOWLER	D0225	$12,131,897.00	$76,158.00	9
WESKAN	D0242	$9,345,414.00	$73,586.00	9
LEWIS	D0502	$13,109,684.00	$73,444.00	9
OTIS-BISON	D0403	$20,399,669.00	$70,832.00	9
DIGHTON	D0482	$19,362,018.00	$69,373.00	9
MOUNDRIDGE	D0423	$29,788,117.00	$69,242.00	9
SOUTHEAST OF SA	D0306	$45,254,101.00	$69,038.00	9
CHASE	D0401	$11,374,555.00	$68,316.00	9
BREWSTER	D0314	$10,655,871.00	$66,392.00	9
CHASE COUNTY	D0284	$31,334,136.00	$66,386.00	9
HAMILTON	D0390	$6,845,276.00	$66,138.00	9
GREENSBURG	D0422	$20,803,666.00	$65,730.00	9
KISMET-PLAINS	D0483	$45,942,098.00	$65,305.00	9
FAIRFIELD	D0310	$26,177,527.00	$63,723.00	9
LAWRENCE	D0497	$638,952,561.00	$63,667.00	9
ATTICA	D0511	$8,276,866.00	$62,942.00	9
GRAINFIELD	D0292	$10,981,755.00	$62,396.00	9
GRINNELL PUBLIC	D0291	$8,450,653.00	$61,684.00	9
NESS CITY	D0303	$18,179,549.00	$61,605.00	9
CIRCLE	D0375	$91,361,771.00	$61,461.00	9
LEOTI	D0467	$28,330,040.00	$61,320.00	9
PALCO	D0269	$9,565,035.00	$60,924.00	9
WALLACE COUNTY	D0241	$16,139,539.00	$60,335.00	9
MONTEZUMA	D0371	$13,371,439.00	$59,694.00	9
KINSLEY-OFFERLE	D0347	$17,409,961.00	$59,501.00	9
MINNEOLA	D0219	$15,146,996.00	$59,099.00	9
PAWNEE HEIGHTS	D0496	$9,430,818.00	$58,072.00	8
OLATHE	D0233	$1,129,640,565.00	$57,254.00	8
SOUTHERN CLOUD	D0334	$13,310,787.00	$56,282.00	8
AUBURN WASHBURN	D0437	$274,859,993.00	$56,167.00	8
OAKLEY	D0274	$26,096,420.00	$55,881.00	8
SCOTT COUNTY	D0466	$56,819,692.00	$55,326.00	8
ST FRANCIS COMM	D0297	$23,079,635.00	$54,756.00	8
LACROSSE	D0395	$18,669,779.00	$53,510.00	8
LOUISBURG	D0416	$71,305,968.00	$53,273.00	8
DESOTO	D0232	$164,338,682.00	$53,119.00	8
HOXIE COMMUNITY	D0412	$21,741,128.00	$52,262.00	8

OBERLIN	D0294	$25,802,535.00	$52,232.00	8
WAKEENEY	D0208	$25,936,139.00	$51,945.00	8
BARNES	D0223	$20,177,647.00	$51,421.00	8
SYLVAN GROVE	D0299	$9,159,690.00	$51,315.00	8
CENTRE	D0397	$14,502,353.00	$51,065.00	8
SOUTH BARBER	D0255	$16,736,234.00	$50,870.00	8
REPUBLICAN VALL	D0224	$17,232,122.00	$50,342.00	8
LEROY-GRIDLEY	D0245	$16,487,804.00	$49,144.00	8
HEALY PUBLIC SC	D0468	$5,960,908.00	$48,660.00	8
GOLDEN PLAINS	D0316	$8,244,747.00	$48,642.00	8
MANHATTAN	D0383	$265,430,736.00	$48,313.00	8
PLAINVILLE	D0270	$19,284,389.00	$48,127.00	8
ALMA	D0329	$24,157,531.00	$47,856.00	8
INGALLS	D0477	$13,489,651.00	$47,836.00	8
ST JOHN-HUDSON	D0350	$19,857,360.00	$47,677.00	8
GARDNER-EDGERTO	D0231	$129,961,236.00	$47,447.00	8
LOGAN	D0326	$10,212,302.00	$47,389.00	7
ELLIS	D0388	$17,547,135.00	$46,917.00	7
BUCKLIN	D0459	$15,946,876.00	$46,834.00	7
MCPHERSON	D0418	$122,366,220.00	$46,665.00	7
REMINGTON-WHITE	D0206	$25,079,749.00	$46,530.00	7
GOODLAND	D0352	$52,399,826.00	$46,454.00	7
NORTHERN VALLEY	D0212	$8,472,709.00	$46,426.00	7
SEAMAN	D0345	$148,784,241.00	$45,959.00	7
BELOIT	D0273	$34,808,384.00	$45,752.00	7
HAYS	D0489	$148,546,702.00	$45,747.00	7
COLBY PUBLIC SC	D0315	$48,576,014.00	$45,611.00	7
VICTORIA	D0432	$13,861,975.00	$45,419.00	7
BARBER COUNTY N	D0254	$30,589,617.00	$45,217.00	7
MARYSVILLE	D0364	$40,144,646.00	$44,680.00	7
INMAN	D0448	$20,697,146.00	$43,934.00	7
MARAIS DES CYGN	D0456	$11,695,388.00	$43,885.00	7
LINCOLN	D0298	$17,241,139.00	$43,837.00	7
CIMARRON-ENSIGN	D0102	$27,371,698.00	$43,207.00	7
SMITH CENTER	D0237	$23,769,230.00	$43,138.00	7
BURRTON	D0369	$11,147,192.00	$43,106.00	7
NICKERSON	D0309	$53,196,833.00	$42,939.00	7
PITTSBURG	D0250	$106,652,628.00	$42,388.00	7
SALINA	D0305	$313,799,611.00	$42,329.00	7

CANTON-GALVA	D0419	$17,588,929.00	$41,858.00	7
WICHITA	D0259	$1,910,540,710.00	$41,810.00	7
BLUE VALLEY	D0384	$10,928,174.00	$41,790.00	7
SKYLINE SCHOOLS	D0438	$16,923,477.00	$41,735.00	7
CLEARWATER	D0264	$48,191,256.00	$41,476.00	6
KINGMAN	D0331	$49,235,490.00	$41,364.00	6
PAOLA	D0368	$84,306,899.00	$41,357.00	6
BUHLER	D0313	$91,053,861.00	$41,285.00	6
RUSSELL COUNTY	D0407	$43,374,134.00	$40,880.00	6
HAVEN PUBLIC SC	D0312	$44,029,589.00	$40,867.00	6
HIAWATHA	D0415	$42,228,444.00	$40,702.00	6
JETMORE	D0227	$13,713,291.00	$40,512.00	6
HILL CITY	D0281	$16,110,251.00	$40,377.00	6
CREST	D0479	$10,366,196.00	$40,335.00	6
MADISON-VIRGIL	D0386	$11,104,559.00	$40,307.00	6
PRETTY PRAIRIE	D0311	$12,602,941.00	$40,304.00	6
HALSTEAD	D0440	$28,979,983.00	$40,295.00	6
TOPEKA PUBLIC S	D0501	$536,058,256.00	$40,170.00	6
ATCHISON CO COM	D0377	$30,670,095.00	$40,065.00	6
COFFEYVILLE	D0445	$84,808,536.00	$39,811.00	6
PIKE VALLEY	D0426	$11,379,479.00	$39,788.00	6
ANDOVER	D0385	$113,782,431.00	$39,748.00	6
GARNETT	D0365	$44,874,108.00	$39,613.00	6
WABAUNSEE EAST	D0330	$22,275,999.00	$39,040.00	6
WOODSON	D0366	$22,052,269.00	$38,927.00	6
SPRING HILL	D0230	$55,534,264.00	$38,868.00	6
WEST ELK	D0282	$19,235,558.00	$38,766.00	6
FLINTHILLS	D0492	$13,204,961.00	$38,724.00	6
ARGONIA PUBLIC	D0359	$8,903,606.00	$38,711.00	6
ONAGA-HAVENSVIL	D0322	$14,751,098.00	$38,515.00	6
HESSTON	D0460	$31,678,510.00	$38,515.00	6
CEDAR VALE	D0285	$7,991,331.00	$38,420.00	6
MORRIS COUNTY	D0417	$38,575,662.00	$38,376.00	5
NORTH OTTAWA CO	D0239	$24,546,968.00	$38,289.00	5
STAFFORD	D0349	$12,921,808.00	$38,275.00	5
SOUTHERN LYON C	D0252	$24,417,869.00	$38,237.00	5
PERRY PUBLIC SC	D0343	$38,806,731.00	$38,076.00	5
COLUMBUS	D0493	$51,015,467.00	$37,981.00	5
PRATT	D0382	$47,156,817.00	$37,889.00	5

LINDSBORG	D0400	$37,676,521.00	$37,767.00	5
CALDWELL	D0360	$12,052,287.00	$37,429.00	5
EUREKA	D0389	$27,660,995.00	$37,354.00	5
SHAWNEE HEIGHTS	D0450	$122,514,513.00	$37,289.00	5
STERLING	D0376	$18,917,869.00	$36,620.00	5
HUTCHINSON PUBL	D0308	$173,407,351.00	$36,578.00	5
CHAPMAN	D0473	$41,933,550.00	$36,508.00	5
STOCKTON	D0271	$15,390,709.00	$36,471.00	5
ATCHISON PUBLIC	D0409	$59,292,449.00	$36,452.00	5
WELLSVILLE	D0289	$26,968,844.00	$35,887.00	5
UDALL	D0463	$11,482,465.00	$35,771.00	5
PHILLIPSBURG	D0325	$23,484,335.00	$35,745.00	5
FT LARNED	D0495	$35,825,811.00	$35,626.00	5
PEABODY-BURNS	D0398	$15,863,780.00	$35,529.00	5
DURHAM-HILLSBOR	D0410	$25,343,351.00	$35,420.00	5
NORTH LYON COUN	D0251	$24,630,087.00	$34,828.00	5
HUMBOLDT	D0258	$18,435,537.00	$34,823.00	5
ANTHONY-HARPER	D0361	$35,851,707.00	$34,740.00	5
MCLOUTH	D0342	$18,819,214.00	$34,436.00	5
WACONDA	D0272	$18,087,391.00	$34,387.00	5
QUINTER PUBLIC	D0293	$12,746,559.00	$34,357.00	5
OSBORNE COUNTY	D0392	$15,501,740.00	$34,334.00	4
LEBO-WAVERLY	D0243	$19,999,050.00	$34,333.00	4
VERMILLION	D0380	$20,608,864.00	$34,121.00	4
ALTOONA-MIDWAY	D0387	$11,137,470.00	$34,008.00	4
INDEPENDENCE	D0446	$73,174,485.00	$33,688.00	4
FREDONIA	D0484	$29,330,965.00	$33,456.00	4
ABILENE	D0435	$47,561,256.00	$33,393.00	4
DERBY	D0260	$216,327,645.00	$33,292.00	4
RURAL VISTA	D0481	$14,850,942.00	$33,253.00	4
RENWICK	D0267	$62,820,786.00	$33,168.00	4
EL DORADO	D0490	$69,077,275.00	$33,151.00	4
ELLSWORTH	D0327	$23,153,257.00	$32,865.00	4
GARDEN CITY	D0457	$240,630,344.00	$32,837.00	4
JAYHAWK	D0346	$20,929,503.00	$32,831.00	4
GOESSEL	D0411	$9,972,752.00	$32,719.00	4
GREAT BEND	D0428	$101,669,758.00	$32,651.00	4
WINFIELD	D0465	$85,926,102.00	$32,559.00	4
TONGANOXIE	D0464	$45,765,461.00	$32,545.00	4

LEAVENWORTH	D0453	$134,053,486.00	$32,267.00	4
MARION	D0408	$23,306,378.00	$32,156.00	4
LIBERAL	D0480	$129,481,333.00	$31,663.00	4
BONNER SPRINGS	D0204	$69,283,452.00	$31,564.00	4
OTTAWA	D0290	$73,658,765.00	$31,404.00	4
BALDWIN CITY	D0348	$41,433,439.00	$31,389.00	4
CLAY CENTER	D0379	$47,883,956.00	$31,379.00	4
NEWTON	D0373	$104,470,579.00	$31,249.00	4
ELL-SALINE	D0307	$13,581,542.00	$31,100.00	4
LYNDON	D0421	$14,466,780.00	$31,045.00	3
HOISINGTON	D0431	$21,885,029.00	$30,911.00	3
CONCORDIA	D0333	$38,058,954.00	$30,800.00	3
ELLINWOOD PUBLI	D0355	$17,699,215.00	$30,579.00	3
SOLOMON	D0393	$13,721,659.00	$30,560.00	3
CENTRAL	D0462	$11,470,679.00	$30,491.00	3
WAMEGO	D0320	$42,534,674.00	$30,414.00	3
RILEY COUNTY	D0378	$17,661,932.00	$30,248.00	3
MARMATON VALLEY	D0256	$12,537,708.00	$30,175.00	3
MAIZE	D0266	$153,598,431.00	$30,041.00	3
LEON	D0205	$22,247,627.00	$29,795.00	3
BASEHOR-LINWOOD	D0458	$59,100,262.00	$29,721.00	3
GODDARD	D0265	$104,412,292.00	$29,463.00	3
LYONS	D0405	$26,331,305.00	$29,411.00	3
EASTON	D0449	$19,513,991.00	$29,265.00	3
EUDORA	D0491	$32,730,553.00	$28,881.00	3
TURNER-KANSAS C	D0202	$100,612,934.00	$28,835.00	3
DODGE CITY	D0443	$150,325,045.00	$28,701.00	3
WEST FRANKLIN	D0287	$27,090,708.00	$28,640.00	3
LANSING	D0469	$54,152,012.00	$28,241.00	3
KANSAS CITY	D0500	$566,168,267.00	$28,214.00	3
VALLEY HEIGHTS	D0498	$13,313,262.00	$28,040.00	3
RIVERTON	D0404	$21,809,661.00	$27,712.00	3
TWIN VALLEY	D0240	$18,094,641.00	$27,710.00	3
DEXTER	D0471	$5,513,972.00	$27,708.00	3
EMPORIA	D0253	$130,153,078.00	$27,688.00	3
WELLINGTON	D0353	$50,799,800.00	$27,616.00	3
NORTON COMMUNIT	D0211	$19,651,864.00	$27,439.00	2
OSAGE CITY	D0420	$21,099,357.00	$27,047.00	2
OXFORD	D0358	$10,856,244.00	$27,039.00	2

PIPER-KANSAS CI	D0203	$34,039,122.00	$27,026.00	2
CHAUTAUQUA COUN	D0286	$12,802,766.00	$27,004.00	2
FT SCOTT	D0234	$54,429,578.00	$26,658.00	2
OSAWATOMIE	D0367	$32,608,454.00	$26,630.00	2
PARSONS	D0503	$42,859,893.00	$26,473.00	2
NORTH JACKSON	D0335	$11,607,599.00	$26,471.00	2
CHEROKEE	D0247	$21,946,150.00	$26,457.00	2
VALLEY CENTER P	D0262	$60,439,026.00	$26,393.00	2
JEFFERSON WEST	D0340	$24,874,689.00	$26,350.00	2
HOLTON	D0336	$28,015,739.00	$26,161.00	2
SILVER LAKE	D0372	$18,224,267.00	$26,016.00	2
CENTRAL HEIGHTS	D0288	$16,390,354.00	$25,610.00	2
SPEARVILLE-WIND	D0381	$8,783,881.00	$25,497.00	2
ELK VALLEY	D0283	$5,695,250.00	$25,494.00	2
JEFFERSON COUNT	D0339	$12,274,097.00	$25,428.00	2
GIRARD	D0248	$28,423,639.00	$25,399.00	2
AUGUSTA	D0402	$54,330,178.00	$25,302.00	2
BAXTER SPRINGS	D0508	$21,825,779.00	$25,291.00	2
CONWAY SPRINGS	D0356	$14,608,576.00	$25,279.00	2
BURLINGAME PUBL	D0454	$8,591,808.00	$24,947.00	2
SANTA FE TRAIL	D0434	$32,119,821.00	$24,719.00	2
OSKALOOSA PUBLI	D0341	$17,559,343.00	$24,569.00	2
PLEASANTON	D0344	$9,550,711.00	$24,210.00	2
CHANUTE PUBLIC	D0413	$45,191,207.00	$24,191.00	2
CHENEY	D0268	$17,771,263.00	$23,758.00	1
SOUTH HAVEN	D0509	$6,242,454.00	$23,512.00	1
WESTMORELAND	D0323	$18,313,891.00	$23,503.00	1
ERIE-ST PAUL	D0101	$26,962,134.00	$23,425.00	1
VALLEY FALLS	D0338	$10,158,426.00	$23,353.00	1
NORTHEAST	D0246	$12,268,142.00	$23,301.00	1
OSWEGO	D0504	$11,843,226.00	$23,222.00	1
HERINGTON	D0487	$12,515,841.00	$23,156.00	1
UNIONTOWN	D0235	$11,604,632.00	$22,889.00	1
TROY PUBLIC SCH	D0429	$8,895,574.00	$22,868.00	1
IOLA	D0257	$35,940,711.00	$22,621.00	1
CHETOPA	D0505	$5,913,691.00	$22,400.00	1
SEDGWICK PUBLIC	D0439	$10,365,827.00	$22,268.00	1
FRONTENAC PUBLI	D0249	$15,655,147.00	$22,222.00	1
ARKANSAS CITY	D0470	$60,127,808.00	$21,914.00	1

LABETTE COUNTY	D0506	$37,836,188.00	$21,801.00	1
BROWN COUNTY	D0430	$15,473,109.00	$21,502.00	1
NEODESHA	D0461	$17,035,947.00	$21,040.00	1
MULVANE	D0263	$39,760,631.00	$20,617.00	1
HAYSVILLE	D0261	$86,919,456.00	$20,180.00	1
CANEY VALLEY	D0436	$19,052,292.00	$20,028.00	1
ROSE HILL PUBLI	D0394	$36,598,738.00	$20,027.00	1
CHERRYVALE	D0447	$12,844,727.00	$19,970.00	1
MAYETTA	D0337	$17,198,164.00	$19,499.00	1
DOUGLASS PUBLIC	D0396	$16,726,432.00	$19,061.00	1
BELLE PLAINE	D0357	$15,435,497.00	$18,916.00	1
JUNCTION CITY	D0475	$95,921,855.00	$15,619.00	1
GALENA	D0499	$10,465,564.00	$13,290.00	1

Appendix B - Identification of Kansas School Districts Making Up Deciles 1, 5, 6, and 10

Identification of Kansas School Districts Making Up Deciles 1, 5, 6, and 10				
District Name	District	FY 2001 Assessed Valuation	FY 2001 Assessed Valuation Per Pupil	Decile
BURLINGTON	D0244	$455,205,566.00	$494,842.00	10
MOSCOW PUBLIC S	D0209	$61,647,392.00	$288,072.00	10
ROLLA	D0217	$60,051,252.00	$263,383.00	10
KAW VALLEY	D0321	$244,663,951.00	$229,086.00	10
HUGOTON PUBLIC	D0210	$216,708,113.00	$216,384.00	10
SATANTA	D0507	$88,531,622.00	$204,934.00	10
LAKIN	D0215	$122,707,842.00	$164,709.00	10
DEERFIELD	D0216	$46,015,134.00	$138,225.00	10
PRAIRIE VIEW	D0362	$130,259,726.00	$136,986.00	10
STANTON COUNTY	D0452	$71,733,914.00	$136,350.00	10
ULYSSES	D0214	$228,133,512.00	$133,677.00	10
HOLCOMB	D0363	$114,301,579.00	$129,520.00	10
TRIPLAINS	D0275	$11,416,995.00	$124,776.00	10
SUBLETTE	D0374	$58,511,116.00	$115,978.00	10
CHEYLIN	D0103	$17,872,312.00	$104,212.00	10
ELKHART	D0218	$50,371,314.00	$101,412.00	10
COMMANCHE COUNT	D0300	$30,558,642.00	$95,946.00	10
COPELAND	D0476	$10,884,184.00	$95,475.00	10
CUNNINGHAM	D0332	$28,530,307.00	$94,785.00	10
GREELEY COUNTY	D0200	$27,965,660.00	$91,123.00	10
SOUTHEAST JOHNS	D0229	$1,491,891,597.00	$90,665.00	10
SYRACUSE	D0494	$46,444,630.00	$87,024.00	10
MEADE	D0226	$42,663,793.00	$86,980.00	10
PARADISE	D0399	$13,325,843.00	$86,813.00	10
SHAWNEE MISSION	D0512	$2,515,180,571.00	$84,785.00	10
MACKSVILLE	D0351	$24,158,781.00	$84,619.00	10
LITTLE RIVER	D0444	$22,101,872.00	$82,810.00	10
ASHLAND	D0220	$19,985,247.00	$78,281.00	10

CLEARWATER	D0264	$48,191,256.00	$41,476.00	6
KINGMAN	D0331	$49,235,490.00	$41,364.00	6
PAOLA	D0368	$84,306,899.00	$41,357.00	6
BUHLER	D0313	$91,053,861.00	$41,285.00	6
RUSSELL COUNTY	D0407	$43,374,134.00	$40,880.00	6
HAVEN PUBLIC SC	D0312	$44,029,589.00	$40,867.00	6
HIAWATHA	D0415	$42,228,444.00	$40,702.00	6
JETMORE	D0227	$13,713,291.00	$40,512.00	6
HILL CITY	D0281	$16,110,251.00	$40,377.00	6
CREST	D0479	$10,366,196.00	$40,335.00	6
MADISON-VIRGIL	D0386	$11,104,559.00	$40,307.00	6
PRETTY PRAIRIE	D0311	$12,602,941.00	$40,304.00	6
HALSTEAD	D0440	$28,979,983.00	$40,295.00	6
TOPEKA PUBLIC S	D0501	$536,058,256.00	$40,170.00	6
ATCHISON CO COM	D0377	$30,670,095.00	$40,065.00	6
COFFEYVILLE	D0445	$84,808,536.00	$39,811.00	6
PIKE VALLEY	D0426	$11,379,479.00	$39,788.00	6
ANDOVER	D0385	$113,782,431.00	$39,748.00	6
GARNETT	D0365	$44,874,108.00	$39,613.00	6
WABAUNSEE EAST	D0330	$22,275,999.00	$39,040.00	6
WOODSON	D0366	$22,052,269.00	$38,927.00	6
SPRING HILL	D0230	$55,534,264.00	$38,868.00	6
WEST ELK	D0282	$19,235,558.00	$38,766.00	6
FLINTHILLS	D0492	$13,204,961.00	$38,724.00	6
ARGONIA PUBLIC	D0359	$8,903,606.00	$38,711.00	6
ONAGA-HAVENSVIL	D0322	$14,751,098.00	$38,515.00	6
HESSTON	D0460	$31,678,510.00	$38,515.00	6
CEDAR VALE	D0285	$7,991,331.00	$38,420.00	6
MORRIS COUNTY	D0417	$38,575,662.00	$38,376.00	5
NORTH OTTAWA CO	D0239	$24,546,968.00	$38,289.00	5
STAFFORD	D0349	$12,921,808.00	$38,275.00	5
SOUTHERN LYON C	D0252	$24,417,869.00	$38,237.00	5
PERRY PUBLIC SC	D0343	$38,806,731.00	$38,076.00	5
COLUMBUS	D0493	$51,015,467.00	$37,981.00	5
PRATT	D0382	$47,156,817.00	$37,889.00	5
LINDSBORG	D0400	$37,676,521.00	$37,767.00	5
CALDWELL	D0360	$12,052,287.00	$37,429.00	5
EUREKA	D0389	$27,660,995.00	$37,354.00	5
SHAWNEE HEIGHTS	D0450	$122,514,513.00	$37,289.00	5

STERLING	D0376	$18,917,869.00	$36,620.00	5
HUTCHINSON PUBL	D0308	$173,407,351.00	$36,578.00	5
CHAPMAN	D0473	$41,933,550.00	$36,508.00	5
STOCKTON	D0271	$15,390,709.00	$36,471.00	5
ATCHISON PUBLIC	D0409	$59,292,449.00	$36,452.00	5
WELLSVILLE	D0289	$26,968,844.00	$35,887.00	5
UDALL	D0463	$11,482,465.00	$35,771.00	5
PHILLIPSBURG	D0325	$23,484,335.00	$35,745.00	5
FT LARNED	D0495	$35,825,811.00	$35,626.00	5
PEABODY-BURNS	D0398	$15,863,780.00	$35,529.00	5
DURHAM-HILLSBOR	D0410	$25,343,351.00	$35,420.00	5
NORTH LYON COUN	D0251	$24,630,087.00	$34,828.00	5
HUMBOLDT	D0258	$18,435,537.00	$34,823.00	5
ANTHONY-HARPER	D0361	$35,851,707.00	$34,740.00	5
MCLOUTH	D0342	$18,819,214.00	$34,436.00	5
WACONDA	D0272	$18,087,391.00	$34,387.00	5
QUINTER PUBLIC	D0293	$12,746,559.00	$34,357.00	5
CHENEY	D0268	$17,771,263.00	$23,758.00	1
SOUTH HAVEN	D0509	$6,242,454.00	$23,512.00	1
WESTMORELAND	D0323	$18,313,891.00	$23,503.00	1
ERIE-ST PAUL	D0101	$26,962,134.00	$23,425.00	1
VALLEY FALLS	D0338	$10,158,426.00	$23,353.00	1
NORTHEAST	D0246	$12,268,142.00	$23,301.00	1
OSWEGO	D0504	$11,843,226.00	$23,222.00	1
HERINGTON	D0487	$12,515,841.00	$23,156.00	1
UNIONTOWN	D0235	$11,604,632.00	$22,889.00	1
TROY PUBLIC SCH	D0429	$8,895,574.00	$22,868.00	1
IOLA	D0257	$35,940,711.00	$22,621.00	1
CHETOPA	D0505	$5,913,691.00	$22,400.00	1
SEDGWICK PUBLIC	D0439	$10,365,827.00	$22,268.00	1
FRONTENAC PUBLI	D0249	$15,655,147.00	$22,222.00	1
ARKANSAS CITY	D0470	$60,127,808.00	$21,914.00	1
LABETTE COUNTY	D0506	$37,836,188.00	$21,801.00	1
BROWN COUNTY	D0430	$15,473,109.00	$21,502.00	1
NEODESHA	D0461	$17,035,947.00	$21,040.00	1
MULVANE	D0263	$39,760,631.00	$20,617.00	1
HAYSVILLE	D0261	$86,919,456.00	$20,180.00	1
CANEY VALLEY	D0436	$19,052,292.00	$20,028.00	1
ROSE HILL PUBLI	D0394	$36,598,738.00	$20,027.00	1

CHERRYVALE	D0447	$12,844,727.00	$19,970.00	1
MAYETTA	D0337	$17,198,164.00	$19,499.00	1
DOUGLASS PUBLIC	D0396	$16,726,432.00	$19,061.00	1
BELLE PLAINE	D0357	$15,435,497.00	$18,916.00	1
JUNCTION CITY	D0475	$95,921,855.00	$15,619.00	1
GALENA	D0499	$10,465,564.00	$13,290.00	1

Appendix C - Identification of Final Sample of School Districts from Deciles 1, 5, 6, and 10 for Survey and Selected Districts for Interview Follow-Up

Districts Identified for Survey		
USD Name	**USD #**	**Decile**
HUGOTON PUBLIC	D0210	10
ULYSSES	D0214	10
ELKHART	D0218	10
SYRACUSE	D0494	10
LITTLE RIVER	D0444	10
BUHLER	D0313	6
CREST	D0479	6
COFFEYVILLE	D0445	6
SPRING HILL	D0230	6
HESSTON	D0460	6
PERRY PUBLIC SC	D0343	5
SHAWNEE HEIGHTS	D0450	5
STOCKTON	D0271	5
DURHAM-HILLSBOR	D0410	5
WACONDA	D0272	5
ERIE-ST PAUL	D0101	1
IOLA	D0257	1
LABETTE COUNTY	D0506	1
ROSE HILL PUBLI	D0394	1
JUNCTION CITY	D0475	1

Districts Identified for Follow Up Interview		
USD Name	**USD #**	**Decile**
HUGOTON PUBLIC	D0210	10
SYRACUSE	D0494	10
HESSTON	D0460	6
SHAWNEE HEIGHTS	D0450	5
ERIE-ST PAUL	D0101	1
IOLA	D0257	1

Appendix D - University Approval Form Authorizing Research Involving Human Subjects

FOR OFFICE USE ONLY:	IRB Protocol #		Application Received:		Routed:		Training Complete:	

KANSAS STATE UNIVERSITY
University Research Compliance Office

Committee for Research Involving Human Subjects (IRB)
Application for Approval Form

Please send your completed application to comply@k-state.edu

INSTRUCTIONS

Be sure to save the application PDF to your computer before you begin completing the form. You may not be able to save your changes if you edit this form in a web browser.

The KSU IRB is required by law to ensure that all research involving human subjects is adequately reviewed for specific information and is approved prior to inception of any proposed activity. Consequently, it is important that you answer all questions accurately. If you need help or have questions about how to complete this application, please call the Research Compliance Office at 532-3224, or e-mail us at comply@ksu.edu.

Please provide the requested information in the outlined text boxes. The text boxes are designed to accommodate responses within the body of the application. As you type your answers, the text boxes will expand where appropriate and as needed. After completion send your application by e-mail to comply@k-state.edu.

You may sign this form using a digital signature. DO NOT sign the form until it has been completed. You cannot edit the form entries once the form has been digitally signed. If you are making revisions to a previously signed form, right-click the digital signature and select Clear to remove the signature (this can only be done by the person who originally digitally signed the form).

Forms that have not been signed will not be accepted.

Additional material is requested with this application. Be sure to provide electronic copies of the following documents (if applicable) and submit them to comply@k-state.edu along with your application:

Consent Form (see *Administrative Information, IX. Informed Consent A.*)
Sponsor's grant application or contract as submitted to the funding agency. (See *Administrative Information*)
Surveys, instruments, etc used for data collection (see *V. Design and Procedures C.* and *X. Project Information P.*)
Debriefing statement to be utilized (see *IX. Informed Consent E.*)

FAILURE TO PROVIDE ALL INFORMATION REQUESTED MAY LEAD TO A DELAY IN PROCESSING YOUR REQUEST.

Please proof read and check spelling BEFORE submitting the form.
To use Acrobat spelling check, press F7 or select EDIT, CHECK SPELLING

PLEASE CONTINUE TO THE NEXT PAGE TO BEGIN COMPLETING THE FORM

I. **NON-TECHNICAL SYNOPSIS** (Please provide a brief narrative description of proposal. This should typically be less than 75 words and be easily understood by nonscientists):

The researcher will examine publicly available static performance data to examine impact trends of school funding in Kansas. Then, through surveys and interviews with randomly selected superintendents, the researcher will glean a deeper understanding of the impact that legislative changes to funding have had on local districts across the state of Kansas.

II. **BACKGROUND** (concise narrative review of the literature and basis for the study):

DeBacker (2002) and Jordan (2012) began the initial longitudinal study of selected impacts of school funding in the state of Kansas. This present study hopes to extend their work through the current year, while examining the changes to school funding schema in Kansas and the impact those changes have had in districts across the state.

III. **PROJECT/STUDY DESCRIPTION**

(Please provide a concise narrative description of the proposed activity in terms that will allow the IRB or other interested parties to clearly understand what it is that you propose to do that involves human subjects. This description must be in enough detail so that IRB members can make an informed decision about the proposal).

The researcher will rank all 286 school districts in Kansas based on their assessed valuations per pupil (AVPP) and will use decile analysis to group districts into 10 deciles ranging from "poorest" to "wealthiest" as defined by taxable assessed valuation. From there, the researcher will review static fiscal and performance data across several benchmark years to identify trends in the data. Additionally, the researcher will survey the districts found in Deciles 1, 5, 6, and 10. Onces surveys are returned, the researcher will follow up with phone interviews with a portion of randomly selected superintendents in each of the four deciles (1, 5, 6, 10) to obtain a narrative, as told by those superintendents, for how their districts have been impacted by the changes to school funding across the selected years.

IV. **OBJECTIVE**

(Briefly state the objective of the research – what you hope to learn from the study).

The objective of this study is to pose the underlying dominant question of whether school districts' fiscal and educational performance fortunes have waxed or waned over the selected years as a result of changes to school funding and glean a contextual narrative of those impacts on local districts across the state of Kansas.

V. **DESIGN AND PROCEDURES** (succinctly outline formal plan for study)

A. List all sites where this research will be conducted:

Surveys will be sent to each of the districts identified in Deciles 1, 5, 6, and 10. From there, interviews will be conducted via telephone with randomly selected superintendents represented in those four deciles (1, 5, 6, and 10).

The fiscal and educational performance data which the researcher will review will be gathered through archival data submitted to the Kansas State Department of Education. Consequently, no "on site" research in the school districts will be conducted.

B. Variables to be studied:

1.) Fiscal variables:
a. Enrollment
b. General fund, supplemental general fund amounts per pupil
c. Capital outlay fund per pupil
d. Bond and interest fund per pupil
e. Number of certified employees per pupil
f. Average teacher salaries

2.) Pupil performance variables:
a. Graduation rates
b. Dropout rates
c. State reading and math assessment results

C. Data collection methods: (surveys, instruments, etc - **copies must submitted to comply@k-state.edu**).

Surveys and Interviews

Note: Copies of each instrument/document will be submitted via email to "comply@k-state.edu"

D. List any factors that might lead to a subject dropping out or withdrawing from a study. These might include, but are not limited to emotional or physical stress, pain, inconvenience, etc.

Inconvenience, time commitment

E. List all biological samples taken: (if any)

N/A

F. Debriefing procedures for participants:

Participants will be informed when the study is complete and will be offered complimentary copies of the study results

VI. RESEARCH SUBJECTS:

A. Source:

Kansas State Department of Education - List of current superintendents

B. Number: (provide a brief rationale for your sample size)

Of the 286 school districts in the state, 112 superintendents or their designees will be surveyed by the researcher. Of the 112 districts selected for study via decile analysis and found in Deciles 1, 5, 6, and 10, the researcher will randomly select 5 superintendents from each of the four selected deciles to conduct a phone interview. Ultimately, 20 superintendents will be interviewed by telephone.

C. Inclusion criteria: (List any unique qualifiers desirable for research subject participation)

Participant must be an active Kansas school superintendent or his/her designee.

D. Exclusion criteria: (list any unique disqualifiers for research subject participation)

None.

E. Recruitment procedures:

How will subjects be identified?

Subjects will be identified from a list of the superintendents in the state of Kansas.

How will subjects be recruited (advertisement, associates, etc.) ?

Personalized invitation to participate.

How will subjects be enrolled?

Voluntary enrollment

Describe any follow-up recruitment procedures: (reminder emails, mailings, etc.)

Emails, reminder emails, mailings

VII. RISK - PROTECTION - BENEFITS: The answers for the three questions below are central to human subjects research. You must demonstrate a reasonable balance between anticipated risks to research participants, protection strategies, and anticipated benefits to participants or others.

A. Risk for Subjects: (check all that apply)

- ☐ Exposure to infectious diseases
- ☑ Use of confidential records
- ☐ Exposure to radiation
- ☐ Manipulation of psychological or social variables such as sensory deprivation, social isolation, psychological stressors
- ☑ Examining for personal or sensitive information in surveys or interviews
- ☐ Presentation of materials which subjects might consider sensitive, offensive, threatening, or degrading
- ☑ Invasion of privacy of subject or family
- ☐ Social or economic risk
- ☐ Risk associated with exercise or physical exertion
- ☐ Legal risk
- ☐ Review of medical records
- ☐ Review of criminal records
- ☐ HIV/AIDS or other STD's
- ☑ Employment/occupational risk
- ☐ Others – Please explain below (Indirect risks, risk to individuals who are not the primary subjects):

B. Minimizing Risk: (Describe specific measures used to minimize or protect subjects from anticipated risks.)

Subjects will not be identified by name and data from surveys, and interviews will be compiled and represented in graphs and tables that will not be attributable to a specific participant, but rather will demonstrate a broader narrative for the districts in the four deciles identified for study (Deciles 1, 5, 6, and 10).

C. Benefits: (Describe any reasonably expected benefits for research participants, a class of participants, or to society as a whole.)

Participants, and the broader Kansas education community, will benefit from the identified trends and the contextual narrative that emerges from the surveys and interviews by superintendents in the selected deciles.

D. More than Minimal Risk? In your opinion, does the research involve more than minimal risk to subjects? ("Minimal risk" means that "the risks of harm anticipated in the proposed research are not greater, considering probability and magnitude, than those ordinarily encountered in daily life or during the performance of routine physical or psychological examinations or tests.")

☐ Yes ☑ No

VIII. CONFIDENTIALITY: Confidentiality is the formal treatment of information that an individual has disclosed to you in a relationship of trust and with the expectation that it will not be divulged to others without permission in ways that are inconsistent with the understanding of the original disclosure. Consequently, it is your responsibility to protect information that you gather from human research subjects in a way that is consistent with your agreement with the volunteer and with their expectations.

Explain how you are going to protect confidentiality of research subjects and/or data or records. Include plans for maintaining records after completion.

Subjects will not be identified by name, and data from surveys and interviews will be compiled and represented in graphs and tables that will not be attributable to a specific participant, but rather will demonstrate a broader narrative for the districts in the four deciles identified for study (Deciles 1, 5, 6, and 10).

IX. INFORMED CONSENT: Informed consent is a critical component of human subjects research - it is your responsibility to make sure that any potential subject knows exactly what the project that you are planning is about, and what his/her potential role is. (There may be projects where some forms of "deception" of the subject is necessary for the execution of the study, but it must be carefully justified to and approved by the IRB). A schematic for determining when a waiver or alteration of informed consent may be considered by the IRB is found at http://www.hhs.gov/ohrp/policy/checklists/decisioncharts.html#c10

Even if your proposed activity does qualify for a waiver of informed consent, you must still provide potential participants with basic information that informs them of their rights as subjects, i.e. explanation that the project is research and the purpose of the research, length of study, study procedures, debriefing issues to include anticipated benefits, study and administrative contact information, confidentiality strategy, and the fact that participation is entirely voluntary and can be terminated at any time without penalty, etc. Even if your potential subjects are completely anonymous, you are obliged to provide them (and the IRB) with basic information about your project. See informed consent example on the URCO website. It is a federal requirement to maintain informed consent forms for 3 years after the study completion.

Answer the following questions about the informed consent procedures.

☑ Yes ☐ No **A.** Are you using a written informed consent form? If "yes," include a copy with this application. If "no" see B.

☐ Yes ☑ No **B.** In accordance with guidance in 45 CFR 46, I am requesting a waiver or alteration of informed consent elements (see section VIII above). If "yes," provide a basis and/or justification for your request.

☑ Yes ☐ No **C.** Are you using the online Consent Form Template provided by the URCO? If "no," does your Informed Consent document have all the minimum required elements of informed consent found in the Consent Form Template? (Please explain)

☐ Yes ☑ No **D.** Are your research subjects anonymous? If they are anonymous, you will not have access to any information that will allow you to determine the identity of the research subjects in your study, or to link research data to a specific individual in any way. Anonymity is a powerful protection for potential research subjects. (An anonymous subject is one whose identity is unknown even to the researcher, or the data or information collected cannot be linked in any way to a specific person).

☑ Yes ☐ No **E.** Are subjects debriefed about the purposes, consequences, and benefits of the research? Debriefing refers to a mechanism for informing the research subjects of the results or conclusions, after the data is collected and analyzed, and the study is over. (If "no" explain why.) **Copy of debriefing statement to be utilized should be submitted to comply@k-state.edu with your application.**

F. **Describe the Informed Consent Process:**

Who is obtaining the consent? (i.e. Principle Investigator, Graduate Student, etc.)

Graduate student

When and where will consent be obtained?

Online via digital submittal and/or hard copy through mailing. Consent will be obtained prior to completion of the initial survey and subsequent phone interviews of randomly selected participants

If assent (for minors) is required, please describe who will obtain the assent? (Assent means a child's affirmative agreement to participate in research)

N/A

If assent (for minors) is required, when and where will assent be obtained?

N/A

How will consent be obtained from non-English speaking participants? (a translated written form, orally, identify the name and qualifications of the individual providing the translation)

N/A

Informed Consent Checklist

Items	YES	NO	N/A
Does the title appear at the top of the consent/assent form?	☑	☐	☐
Is the consent/assent form written toward the subject?	☑	☐	☐
Is there a statement that explains that the study is *research*?	☑	☐	☐
Is there a statement that explains the *purpose* of the research?	☐	☑	☐
Are the procedures to be followed explained clearly and adequately?	☑	☐	☐
Does the consent document describe *risks or discomforts* to subjects as a result of participating in the research?	☐	☑	☐
Is the consent/assent form written in the *native language* of the potential subject?	☑	☐	☐
Are participants compensated?	☐	☑	☐
If the subjects' identity is known to the PI, does the form detail how confidentiality of records will be maintained?	☑	☐	☐
Is contact information for both the PI and the URCO/IRB office included?	☑	☐	☐
Does the consent document indicate to the participant that he/she can withdraw at any time from the project without penalty or loss of benefit?	☐	☑	☐
Are there probable circumstances which would require the PI to terminate a subject's participation regardless of his or her consent?	☐	☑	☐
Is the consent document written in lay language (Recommended 8th grade level)?	☑	☐	☐

X. PROJECT INFORMATION: (If you answer Yes to any of the questions below, you should explain them in one of the paragraphs above)

☐ Yes	☑ No	A.	Deception of subjects? If "YES" explain why this is necessary.
☐ Yes	☑ No	B.	Shock or other forms of punishment
☐ Yes	☑ No	C.	Sexually explicit materials or sexual experience
☐ Yes	☑ No	D.	Sexual orientation
☐ Yes	☑ No	E.	Sexual abuse
☐ Yes	☑ No	F.	Handling of money or other valuable commodities
☐ Yes	☑ No	G.	Extraction or use of blood, other bodily fluids, or tissues (if "yes', you must comply with facility and handling protections detailed in the 5th Edition of the Biosafety in Biomedical Laboratories (BMBL))
☐ Yes	☑ No	H.	Questions about any kind of illegal or illicit activity
☐ Yes	☑ No	I.	Questions about protected health information as defined by HIPAA
☐ Yes	☑ No	J.	Purposeful creation of anxiety
☐ Yes	☑ No	K.	Any procedure that might be viewed as invasion of privacy
☐ Yes	☑ No	L.	Physical exercise or stress
☐ Yes	☑ No	M.	Administration of substances (food, drugs, etc.) to subjects
☐ Yes	☑ No	N.	Any procedure that might place subjects at risk
☐ Yes	☑ No	O.	Will there be any use of Radioactive materials and/or use of Radioactive producing machines
☐ Yes	☑ No	P.	Any form of potential abuse; i.e., psychological, physical, sexual
☑ Yes	☐ No	Q.	Is there potential for the data from this project to be published in a journal, presented at a conference, etc?
☑ Yes	☐ No	R.	Use of surveys or questionnaires for data collection. **Copies should be submitted to comply@k-state.edu with your application.**

XI. SUBJECT INFORMATION: (If you answer yes to any of the questions below, you should explain them in one of the paragraphs above)

☐ Yes	☑ No	a.	Under 18 years of age (these subjects require parental or guardian consent)
☐ Yes	☑ No	b.	Over 65 years of age
☐ Yes	☑ No	c.	Minorities as target population
☐ Yes	☑ No	d.	Physically or mentally disabled
☐ Yes	☑ No	e.	Economically or educationally disadvantaged
☐ Yes	☑ No	f.	Unable to provide their own legal informed consent
☐ Yes	☑ No	g.	Pregnant females as target population
☐ Yes	☑ No	h.	Victims
☐ Yes	☑ No	i.	Subjects in institutions (e.g., prisons, nursing homes, halfway houses)
☐ Yes	☑ No	j.	Are subjects likely to be vulnerable to coercion or undue influence
☐ Yes	☑ No	k.	Is this international research? If yes, provide details as to if OHRP regulations apply in or near the area you intend to conduct research or if you have contacted individuals for applicable regulations to human subject research.
☐ Yes	☑ No	l.	Are research subjects in this activity students recruited from university classes or volunteer pools? If so, do you have a reasonable alternative(s) to participation as a research subject in your project, i.e., another activity such as writing or reading that would serve to protect students from unfair pressure or coercion to participate in this project? If you answered this question "Yes," explain any alternatives options for class credit for potential human subject volunteers in your study. (It is also important to remember that: Students must be free to choose not to participate in research that they have signed up for at any time without penalty. Communication of their decision can be conveyed in any manner, to include simply not showing up for the research.)

☐ Yes ☑ No m. Is audio from the subjects recorded? If yes, how do you plan to protect the recorded information and mitigate any additional risks?

☐ Yes ☑ No n. Are research subjects' images being recorded (video taped, digitally recorded, photographed)? If yes, how do you plan to protect the recorded information and mitigate any additional risks?

XII. FDA ACTIVITIES:

Answer the following questions about potential FDA regulated activities:

☐ Yes ☑ No a. Is this a Clinical Trial?

☐ Yes ☑ No b. Are you using an FDA approved drug/device/diagnostic test?

☐ Yes ☑ No c. Does this activity involve the use of FDA-Regulated products? (biological products, color additives, food additives, human drugs, etc.)

☐ Yes ☑ No d. Has the protocol been submitted to the FDA, or are there plans to submit it to the FDA?

☐ Yes ☑ No e. Have you submitted an FDA form 3454 or 3455 (conflict of interest)?

XIII. CONFLICT OF INTEREST:

Concerns have been growing that financial interests in research may threaten the safety and rights of human research subjects. Financial interests are not in them selves prohibited and may well be appropriate and legitimate. Not all financial interests cause Conflict of Interest (COI) or harm to human subjects. However, to the extent that financial interests may affect the welfare of human subjects in research, IRB's, institutions, and investigators must consider what actions regarding financial interests may be necessary to protect human subjects. Please answer the following questions:

☐ Yes ☑ No a. Do you or the institution have any proprietary interest in a potential product of this research, including patents, trademarks, copyrights, or licensing agreements?

☐ Yes ☑ No b. Do you have an equity interest in the research sponsor (publicly held or a non-publicly held company)?

☐ Yes ☑ No c. Do you receive significant payments of other sorts, eg., grants, equipment, retainers for consultation and/or honoraria from the sponsor of this research?

☐ Yes ☑ No d. Do you receive payment per participant or incentive payments?

e. If you answered yes to any of the above questions, please provide adequate explanatory information so the IRB can assess any potential COI indicated above.

XIV. PROJECT COLLABORATORS:

A. **KSU Collaborators**: List anyone affiliated with KSU who is collecting or analyzing data: (list all collaborators on the project, including co-principal investigators, undergraduate and graduate students).

Name:	Department:	Campus Phone:	Campus E-mail:
Dr. David C. Thompson	Educational Leadership	(785) 532 - 5525	thomsond@ksu.edu
Shiloh Vincent	Educational Leadership, Graduate Student	(620)562-0177	vincents@ksu.edu shiloh.vincent@mcpherson.com

Add Row Delete Row

B. **Non-KSU Collaborators**: List all collaborators on your human subjects research project not affiliated with KSU in the spaces below. KSU has negotiated an Assurance with the Office for Human Research Protections (OHRP), the federal office responsible for oversight of research involving human subjects.

Name:	Organization:	Phone:	Institutional E-mail:

Add Row | Delete Row

C. **Does your non-KSU collaborator's organization have an Assurance with OHRP?** (for Federalwide Assurance listings of other institutions, please reference the OHRP website under Assurance Information at: http://ohrp.cit.nih.gov/search).

☐ Yes ☑ No If yes, Collaborator's FWA #

Is your non-KSU collaborator's IRB reviewing this proposal?

☐ Yes ☑ No If yes, IRB approval #

XV. IRB Training:

A. **The URCO must have a copy of the Unaffiliated Investigator Agreement on file for each non-KSU collaborator who is not covered by their own IRB and assurance with OHRP.** When research involving human subjects includes collaborators who are not employees or agents of KSU the activities of those unaffiliated individuals may be covered under the KSU Assurance only in accordance with a formal, written agreement of commitment to relevant human subject protection policies and IRB oversight. The Unaffiliated Investigators Agreement can be found and downloaded at http://www.k-state.edu/research/comply/irb/forms

Online Training

TRAINING REQUIREMENTS HAVE RECENTLY CHANGED

The IRB has mandatory training requirements prior to protocol approval. Training is now offered through the Collaborative Institutional Training Initiative (CITI) Program. Instructions for registration and access to training are on the URCO website http://www.k-state.edu/research/comply/.

Use the check boxes below to select the training courses that apply to this application. If you have any questions about training, contact URCO at comply@ksu.edu, or (785) 532-3224.

Mandatory Training

Required for all Principal Investigators, research staff and students

☒ Responsible Conduct of Research

☒ IRB core modules

Required (Provost-mandated) for all full-time K-State employees

☐ Export Compliance

Required procedure-specific training (check all that apply to this protocol):

☐ International Research ☒ Research in Public Elementary and Secondary Schools ☐ Research with Children

☐ Research with Prisoners ☐ Internet Research ☐ Vulnerable Subjects - Research Involving Workers/Employees

☐ Research with Subjects with Physical Disabilities and Impairments ☐ Illegal Activities or Undocument Status in Human Research

☐ Gender and Sexuality Diversity in Human Research ☐ Research with human blood, body fluids, or tissues

☐ Research with Older Adults

All new personnel or personnel with expired training are required to register for CITI and take the new training requirements. If you previously completed online IRB modules, your training status will remain current until it expires. URCO will verify training from the previous system as well as the new system prior to approval of any protocol.

INVESTIGATOR ASSURANCE FOR RESEARCH INVOLVING HUMAN SUBJECTS

(Print this page separately because it requires a signature by the PI.)

P.I. Name: Dr. David C. Thompson

Title of Project: A LONGITUDINAL STUDY OF SELECTED STATE SCHOOL AID FORMULA CHANGES IN KANSAS 1992-2017, WITH EMPHASIS ON THE CLASSROOM LEARNING ASSURING STUDENT SUCCESS (CLASS) ACT OF 2012

XVI. ASSURANCES: As the Principal Investigator on this protocol, I provide assurances for the following:

A. Research Involving Human Subjects: This project will be performed in the manner described in this proposal, and in accordance with the Federalwide Assurance FWA00000865 approved for Kansas State University available at http://www.hhs.gov/ohrp/assurances/forms/filasurt.html, applicable laws, regulations, and guidelines. Any proposed deviation or modification from the procedures detailed herein must be submitted to the IRB, and be approved by the Committee for Research Involving Human Subjects (IRB) prior to implementation.

B. Training: I assure that all personnel working with human subjects described in this protocol are technically competent for the role described for them, and have completed the required IRB training accessed via the URCO website at: http://www.k-state.edu/research/comply/irb/training. I understand that no proposals will receive final IRB approval until the URCO has documentation of completion of training by all appropriate personnel.

C. Extramural Funding: If funded by an extramural source, I assure that this application accurately reflects all procedures involving human subjects as described in the grant/contract proposal to the funding agency. I also assure that I will notify the IRB/URCO, the KSU PreAward Services, and the funding/contract entity if there are modifications or changes made to the protocol after the initial submission to the funding agency.

D. Study Duration: I understand that it is the responsibility of the Committee for Research Involving Human Subjects (IRB) to perform continuing reviews of human subjects research as necessary. I also understand that as continuing reviews are conducted, it is my responsibility to provide timely and accurate review or update information when requested, to include notification of the IRB/URCO when my study is changed or completed.

E. Conflict of Interest: I assure that I have accurately described (in this application) any potential Conflict of Interest that my collaborators, the University, or I may have in association with this proposed research activity.

F. Adverse Event Reporting: I assure that I will promptly report to the IRB / URCO any unanticipated problems involving risks to subjects or others that involve the protocol as approved. Unanticipated or Adverse Event Form is located on the URCO website at: http://www.k-state.edu/research/comply/irb/forms. In the case of a serious event, the Unanticipated or Adverse Events Form may follow a phone call or email contact with the URCO.

G. Accuracy: I assure that the information herein provided to the Committee for Human Subjects Research is to the best of my knowledge complete and accurate.

You may sign this form using a digital signature. DO NOT sign the form until it has been completed.
You cannot edit the form entries once the form has been digitally signed. If you are making revisions to a previously signed form, right-click the digital signature and select Clear to remove the signature (this can only be done by the person who originally digitally signed the form). Forms that have not been signed will not be accepted.

P.I. Signature: Date:

Appendix E - Request Sent to School Districts in Target Deciles 1, 5, 6, and 10 for Participation in the Study

KANSAS STATE UNIVERSITY | College of Education
Department of Educational Leadership

Superintendent
Kansas Unified School District
March 6, 2018

Dear Superintendent,

My name is Shiloh Vincent, and I am a doctoral candidate in the educational leadership department at Kansas State University. The focus of my dissertation is state aid formula changes in Kansas from 1992 – 2017 with an emphasis on the Classroom Learning Assuring Student Success (CLASS) Act of 2015. In my study, I am examining the impact which changes to Kansas' state aid formula under SDFQPA and the transition to block grants under CLASS had on the fiscal and academic performance of Kansas school districts.

By identifying trends in fiscal and academic performance data, along with insights gleaned from you as the leader of your district, I believe a story will emerge for which changes have been to the benefit of Kansas schools and which have not.

This letter is to respectfully request your participation in the survey found at the following link: **https://goo.gl/forms/o6wcDf8BQKuprzCI2**

The survey consists of seven sets of questions and will take an **estimated 10 minutes** to complete. The questions posed in this survey pertain to building projects (new facilities and remodeling), closure and combining of buildings, curriculum offerings, facility deficits, local option budget, and block grant funding. Your insights will be invaluable to this study and the telling of the broader narrative of school funding in Kansas from 1992 - 2017.

If you choose to participate, please complete the survey by **March 20, 2018**. Additionally, if there is a more appropriate person in your district to complete the survey other than the superintendent, it is permissible to forward the survey link to that person.

Thank you for your time and consideration of this request.

Ad Astra,

Shiloh Vincent

Appendix F - Follow-up Request Sent to Initial Non-Respondent School Districts in Target Deciles 1, 5, 6, and 10

KANSAS STATE UNIVERSITY | College of Education
Department of Educational Leadership

Superintendent
Kansas Unified School District
March 16, 2018

Dear Superintendent,

My name is Shiloh Vincent, and I am a doctoral candidate in the educational leadership department at Kansas State University. The focus of my dissertation is state aid formula changes in Kansas from 1992 – 2017 with an emphasis on the Classroom Learning Assuring Student Success (CLASS) Act of 2015. In my study, I am examining the impact which changes to Kansas' state aid formula under SDFQPA and the transition to block grants under CLASS had on the fiscal and academic performance of Kansas school districts.

By identifying trends in fiscal and academic performance data, along with insights gleaned from you as the leader of your district, I believe a story will emerge for which changes have been to the benefit of Kansas schools and which have not.

This letter is to respectfully request your participation in the survey found at the following link: **https://goo.gl/forms/o6wcDf8BQKuprzCI2**

The survey consists of seven sets of questions and will take an **estimated 10 minutes** to complete. The questions posed in this survey pertain to building projects (new facilities and remodeling), closure and combining of buildings, curriculum offerings, facility deficits, local option budget, and block grant funding. Your insights will be invaluable to this study and the telling of the broader narrative of school funding in Kansas from 1992 - 2017.

If you choose to participate, please complete the survey by **March 20, 2018**. Additionally, if there is a more appropriate person in your district to complete the survey other than the superintendent, it is permissible to forward the survey link to that person.

Thank you for your time and consideration of this request.

Ad Astra,

Shiloh Vincent

Appendix G - Informed Consent Form Sent to School Districts in Target Deciles 1, 5, 6, and 10

PROJECT TITLE:

A LONGITUDINAL STUDY OF SELECTED STATE SCHOOL AID FORMULA CHANGES IN KANSAS 1992-2017, WITH EMPHASIS ON THE CLASSROOM LEARNING ASSURING STUDENT SUCCESS (CLASS) ACT OF 2012

PROJECT APPROVAL DATE: November **PROJECT EXPIRATION DATE:** May 2017 **LENGTH OF STUDY:** 7 months

PRINCIPAL INVESTIGATOR: Dr. David Thompson, Professor and Chair, Educational Leadership, KSU

CO-INVESTIGATOR(S): Shiloh J.D. Vincent, doctoral candidate, Educational Leadership, KSU

CONTACT DETAILS FOR PROBLEMS/QUESTIONS: Dr. David Thompson - (785)532-5535; Shiloh J.D. Vincent - (620)562-0177

IRB CHAIR CONTACT NFORMATION: Rick Scheidt, Chair, Committee on Research Involving Human Subjects, 203 Fairchild Hall, Kansas State University, Manhattan, KS 66506, (785)532-1483

PROJECT SPONSOR: N/A

PURPOSE OF THE RESEARCH:

The objective of this study is to pose the underlying dominant question of whether school districts' fiscal and educational performance fortunes have waxed or waned over the selected years as a result of changes to school funding and glean a contextual narrative of those impacts on local districts across the state of Kansas.

PROCEDURES OR METHODS TO BE USED:

Surveys will be sent to each of the districts identified in Deciles 1, 5, 6, and 10. From there, interviews will be conducted via telephone with randomly selected superintendents represented in those four deciles (1, 5, 6, and 10).

The fiscal and educational performance data which the researcher will review will be gathered through archival data submitted to the Kansas State Department of Education. Consequently, no "on site" research in the school districts will be conducted.

ALTERNATIVE PROCEDURES OR TREATMENTS, IF ANY, THAT MIGHT BE ADVANTAGEOUS TO SUBJECT:

N/A

RISKS OR DISCOMFORTS ANTICIPATED:

None

BENEFITS ANTICIPATED:

Greater understanding of the impacts that legislative changes to school funding have had on school districts across the state of Kansas

EXTENT OF CONFIDENTIALITY:

For the purposes of this study, subjects who are surveyed and/or interviewed will not be identified by name, and data from surveys and interviews will be compiled and represented in graphs and tables that will not be attributable to a specific participant, but rather will demonstrate a broader narrative for the districts in the four deciles identified for study (Deciles 1, 5, 6, and 10).

IS COMPENSATION OR MEDICAL TREATMENT AVAILABLE IF INJURY OCCURS? ☐ Yes ☑ No

PARENTAL APPROVAL FOR MINORS:

PARENT/GUARDIAN APPROVAL SIGNATURE: Date:

Terms of participation: I understand this project is research, and that my participation is voluntary. I also understand that if I decide to participate in this study, I may withdraw my consent at any time, and stop participating at any time without explanation, penalty, or loss of benefits, or academic standing to which I may otherwise be entitled.

I verify that my signature below indicates that I have read and understand this consent form, and willingly agree to participate in this study under the terms described, and that my signature acknowledges that I have received a signed and dated copy of this consent form.

(Remember that it is a requirement for the P.I. to maintain a signed and dated copy of the same consent form signed and kept by the participant).

PARTICIPANT NAME:			
PARTICIPANT SIGNATURE:		Date:	
WITNESS TO SIGNATURE: (PROJECT STAFF)		Date:	

Appendix H - Survey Instrument Utilized with Participant Target School Districts in Deciles 1, 5, 6, and 10

Survey of the Impact of Selected Changes to School Funding (2012 2016)

As part of the dissertation of Shiloh J.D. Vincent

Please complete online by February 15, 2017

* Required

1. District Name *

2. USD Number *

3. Contact Name *

4. Contact Email *

5. Contact Phone Number *

Building Projects New Facilities

6. Has the district built any new facilities since 2012? *

Mark only one oval.

Yes

No

7. If yes, please indicate the type of facility and the year it was built (Ex. New high school, 2012)

8. If yes, was the construction paid for with capital outlay funds?

Mark only one oval.

Yes

No

9. If yes, was the construction paid for with bonds?

Mark only one oval.

Yes

No

10. If new facilities were built, and they were not

funded with capital outlay or bond, please describe funding source

Building Projects Remodeling

11. Has the district remodeled any new facilities since 2012? *

Mark only one oval.

Yes

No

12. If yes, please indicate the type of facility that

was remodeled and the year of remodeling (Ex. High School, 2012)

13. If yes, was the remodel paid for with capital outlay funds?

Mark only one oval.

Yes

No

14. If yes, was the remodel paid for with bonds?

Mark only one oval.

Yes

No

15. If facilities were remodeled, and they were not funded with capital outlay or bond, please describe funding source

Closure or Combining of Buildings

16. Has the district closed or combined any buildings since 2012? *

Mark only one oval.

Yes

No

Other (please explain)

17. If "yes", please indicate whether it was closure or combining *

Mark only one oval.

Closure

Combining

18. In your opinion, what was the PRIMARY reason for the closure or combining of the buildings?

** Mark only one oval.*

Declining Enrollment

Lack of Funds

Other (please explain)

Curriculum Offerings (Secondary Level ONLY)

19. Have curriculum offerings at the secondary level (912) increased, decreased, or stayed the same since 2012?

** Mark only one oval.*

Increased

Decreased

Stayed the same

20. If "increased", please indicate the curriculum addition and year of implementation

21. If "decreased", please indicate the curriculum reduction area and year of removal

22. In your opinion, what was the PRIMARY reason for the increase or decrease in curriculum offerings?

Mark only one oval.

Declining Enrollment

Lack of Funds

Other (please explain)

Facility Deficits

23. Under block grant funding, did you have facilities or maintenance projects that you were unable to address due to funding? Mark only one oval.

Yes

No

24. If "yes", what facility updates or maintenance projects were you unable to address?

25. If "yes", what is an estimated cost for you to address those needs at the time of this survey?

Block Grant Funding

26. Please describe how block grant funding impacted your ability to address the needs and the goals of your district in the manner you desired?

Appendix I - Interview Protocol Utilized with Participant Target School Districts in Deciles 1, 5, 6, and 10

Interviewer: Shiloh Vincent Date:_____ School/District: _____

Participant: _____ Title/Role:_____

Process: Phone Interview

Block Grant Questions

1. In your opinion, did you see a connection between graduation rates and changes to school funding under block grant funding?
2. In your opinion, did you see a connection between dropout rates and changes to school funding under block grant funding?
3. In your opinion, did you see a connection between assessment results and changes to school funding under block grant funding?
4. In your opinion, did you see a connection between curricular offerings and changes to school funding under block grant funding?
5. Did changes to block grant funding over the time period 2014 – 2016 impact your district's ability to maintain and/or improve facilities?
6. Under block grant funding, did the number of certified employees in your district increase, decrease, or remain the same?
    a. What do you attribute to those changes?
7. Under block grant funding, did the number of classified employees in your district increase, decrease, or remain the same?
    a. What do you attribute to those changes?
8. How great of an impact did the transition to block grant funding have on your district's ability to offer teacher salaries at a rate that kept your district competitive in hiring and retention during the years 2014 – 2016?

KSEEA Questions

1. How did changes in school funding this school year (2017-18) impact what you offer for an overall educational experience in your district?
2. In what ways did changes to school funding this school year allow you address needs in your district?
    a. What were those needs?
    b. Why had they not been addressed previously?
    c. How did funding this year allow you to address those needs?
3. How did changes in school funding this school year (2017-18) impact employee salaries compared to years under block grant funding?
    a. Certified?
    b. Classified?
    c. Administrative?

General Questions

1. Have there been significant changes in your community that have impacted what you offer for an overall educational experience in your district? If so, what has changed and how did it impact your district?
2. During the time period 2012 – 2016, has your school district experienced any closure or combining of buildings? If yes, what was the relationship with school funding changes and the closing/combining of buildings in your district?

Appendix J - Static Fiscal and Pupil Performance Data for Deciles 1, 5, 6, and 10 as Utilized in this Study

USD	USD Name	Decile - 2001	Decile - 2011	Decile - 2014	Decile - 2016	AVPP - 2001	Changes in AVPP (2001-2016)	Change in Decile	Changes in Assessed Valuation (2001 to 2016	Percent Change in Assessed Valuation (2001 to 2016	Change in Enrollment	Percent Change in Enrollment from 200	Change in General Fund per pupi	Change in Supplemental Genera Fund per pupi	Change in Capital Outlay per pupil	Change in Bond and Interest per pupil	Change in Certified Staff	Percent Change in Certified Staff from 200	Change in Pupils per Certified Staf	Percent Change in Pupils per Cert Staff from 200	Change in Average Teacher Salarie	Change in KRA - All Student	Change in KMA - All Student	Change in ACT (2011-2016)	Change in Graduation Rate	Change in Dropout Rat	Change in Success Rate (2011 to 2016	Change in Effective Rate (2011 to 2016
BURLINGTON	D0244	10	10	10	10	$ 494,842.00	$ 53,020.27	0	$ (5,410,646.00)	-1.19	-114	-11.8%	$ 2,619.16	$ 1,633.66	$ 1,291.78	$ 709.30	9.8	11.0%	-2.2	-0.2057635	$ 21,979.06	11.90	14.00	0.8	5.8	-1.3	20.9	23.7
MOSCOW PUBLIC S	D0209	10	10	10	10	$ 288,072.00	$ (49,971.53)	0	$ (21,836,993.00)	-35.42	-77	-29.6%	$ 3,737.04	$ 2,889.55	$ 859.22	$ -	-4.2	-16.7%	-1.6	-0.1547111	$ 8,746.92	-16.96	-27.73	2.3	0	0	-23.0	-25.8
ROLLA	D0217	10	10	10	10	$ 263,383.00	$ (57,172.34)	0	$ (26,232,703.00)	-43.68	-66	-27.8%	$ 2,955.40	$ 1,701.55	$ 1,415.30	$ -	-5.2	-21.2%	-0.8	-0.0840821	$ 13,150.94	-11.74	-25.74	0.3	5.8	0.1	-8.9	-10.8
KAW VALLEY	D0321	10	10	10	10	$ 229,086.00	$ 53,754.35	0	$ 68,016,057.00	27.80	56	5.0%	$ 2,125.48	$ 978.43	$ 1,481.82	$ -	13.6	12.9%	-0.7	-0.0696607	$ 9,005.82	15.70	4.46	-2.4	1.1	-0.7	10.6	10.1
HUGOTON PUBLIC	D0210	10	10	10	9	$ 216,384.00	$ (97,151.54)	-1	$ (92,420,193.00)	-42.65	83	8.0%	$ 1,743.91	$ 1,303.56	$ (272.43)	$ 1,688.73	15.7	18.4%	-1.1	-0.0885704	$ 17,149.13	13.60	2.72	0.2	-6.4	1	-6.7	-9.8
SATANTA	D0507	10	10	10	10	$ 204,934.00	$ 22,459.70	0	$ (20,427,210.00)	-23.07	-125	-28.2%	$ 1,866.18	$ 2,059.00	$ 737.51	$ -	-8.9	-19.8%	-1.0	-0.1044022	$ 12,971.00	11.17	-8.75	-0.1	-6.5	3.8	-22.0	-24
LAKIN	D0215	10	10	10	10	$ 164,709.00	$ (14,725.06)	0	$ (33,917,352.00)	-27.64	-141	-18.2%	$ 1,829.33	$ 1,577.58	$ (44.41)	$ (1,151.29)	3	4.8%	-2.7	-0.2195696	$ 12,862.10	1.75	13.11	-0.2	3.2	-0.4	0.2	5.4
DEERFIELD	D0216	10	10	10	10	$ 138,225.00	$ 20,775.46	0	$ (16,043,547.00)	-34.87	-173	-46.1%	$ 4,686.67	$ 2,652.83	$ 257.85	$ (740.84)	-16.3	-39.0%	-1.0	-0.1170092	$ 12,641.27	0.15	-6.28	-6.1	10.2	-1.3	-15.3	-10.5
PRAIRIE VIEW	D0362	10	10	10	10	$ 136,986.00	$ 59,862.35	0	$ 37,474,752.00	28.77	-97	-9.9%	$ 2,834.26	$ 1,336.05	$ 22.41	$ 96.17	-2.2	-2.9%	-0.9	-0.0718088	$ 12,374.00	1.76	-13.94	0.4	-6.5	2.2	4.6	4.9
STANTON COUNTY	D0452	10	10	10	9	$ 136,350.00	$ 10,655.86	-1	$ (8,491,994.00)	-11.84	-116	-20.5%	$ 2,141.46	$ 2,324.05	$ 892.08	$ -	-7.4	-15.0%	-0.7	-0.0644411	$ 13,414.72	-5.85	-6.18	-0.7	0	2.5	7.0	12.8
ULYSSES	D0214	10	10	9	8	$ 133,677.00	$ (30,318.35)	-2	$ (52,589,186.00)	-23.05	20	1.1%	$ 2,064.37	$ 987.50	$ (543.45)	$ -	-15.2	-11.5%	1.9	0.14262448	$ 18,488.68	-6.21	-1.54	-0.3	-0.8	-0.6	16.1	16.9
HOLCOMB	D0363	10	10	10	9	$ 129,520.00	$ 6,792.22	-1	$ 19,597,915.00	17.15	115	12.5%	$ 1,084.59	$ 1,315.25	$ 851.34	$ (1,016.05)	10.4	14.6%	-0.2	-0.0189127	$ 14,216.09	4.21	14.05	0.6	11.5	-2.4	16.8	21
TRIPLAINS	D0275	10	10	10	10	$ 124,776.00	$ 251,199.40	0	$ 14,713,295.00	128.87	-24	-25.3%	$ 3,324.10	$ 2,123.95	$ 4,174.48	$ -	-3.1	-17.1%	-0.5	-0.0981754	$ 3,091.56	-13.83	30.29	1.7	0	0	30.0	30
SUBLETTE	D0374	10	10	10	10	$ 115,978.00	$ 52,801.80	0	$ 15,870,140.00	27.12	-52	-10.0%	$ 2,781.60	$ 2,178.87	$ 331.48	$ 1,211.89	3	6.7%	-1.8	-0.1560701	$ 12,165.26	3.36	-15.74	-2.4	-12.5	0.5	7.6	4.3
CHEYLIN	D0103	10	9	9	10	$ 104,212.00	$ 102,038.95	0	$ 9,662,190.00	54.06	-38	-21.5%	$ 2,257.12	$ 2,886.66	$ (375.32)	$ -	-7.3	-30.8%	1.0	0.13486978	$ 12,419.19	10.65	-0.43	-1	0	0	-12.1	-8.3
ELKHART	D0218	10	7	4	2	$ 101,412.00	$ (55,470.41)	-8	$ (2,068,326.00)	-4.11	571	108.3%	$ 478.15	$ (78.32)	$ (30.42)	$ (794.17)	-10.7	-18.8%	14.5	1.56498949	$ 19,240.42	9.48	-2.82	2	-22.7	2.7	-24.0	-20.3
COMMANCHE COUNT	D0300	10	9	10	9	$ 95,946.00	$ 50,630.66	-1	$ 15,319,852.00	50.13	5	1.5%	$ 1,872.72	$ 1,400.62	$ 780.53	$ -	-5.9	-17.3%	2.2	0.22701554	$ 14,898.88	-5.83	3.23	2.3	-9.9	-0.6	22.7	12.3
COPELAND	D0476	10	8	9	10	$ 95,475.00	$ 105,511.77	0	$ 9,114,000.00	83.74	-15	-12.4%	$ 4,475.03	$ 2,136.22	$ 1,243.04	$ 2,706.60	-4.9	-27.8%	1.5	0.21403006	$ 11,618.64	-12.75	-24.33	0	0	0	0.0	0.0
CUNNINGHAM	D0332	10	10	10	10	$ 94,785.00	$ 381,373.30	0	$ 40,750,725.00	142.83	-161	-50.9%	$ 4,172.52	$ 2,771.98	$ 2,485.76	$ -	-16.1	-44.8%	-1.0	-0.1106476	$ 13,313.76	-4.68	2.49	2.6	-7.7	0	-9.8	-15
GREELEY COUNTY	D0200	10	10	9	9	$ 91,123.00	$ 32,828.03	-1	$ 2,402,343.00	8.59	-59	-18.4%	$ 2,154.60	$ 2,397.51	$ (834.74)	$ 1,652.51	-5.2	-15.7%	-0.3	-0.0323589	$ 10,084.10	-5.88	-7.17	-2.1	-6.6	1	3.5	0
SOUTHEAST JOHNS	D0229	10	9	8	9	$ 90,665.00	$ 31,690.45	-1	$ 1,148,624,580.00	76.99	5435	31.8%	$ 2,095.79	$ 1,050.83	$ 64.69	$ 248.61	457.8	33.2%	-0.1	-0.0109864	$ 16,215.55	20.62	15.38	1.1	-0.6	-0.3	5.2	5.3
SYRACUSE	D0494	10	8	7	6	$ 87,024.00	$ (2,209.76)	-4	$ (3,825,472.00)	-8.24	-11	-2.0%	$ 2,374.57	$ 948.44	$ (95.06)	$ 165.27	-11	-22.0%	2.8	0.25664126	$ 17,518.98	8.43	-5.38	-0.5	5.5	-0.4	-10.6	-11.1
MEADE	D0226	10	9	9	10	$ 86,980.00	$ 69,250.80	0	$ 16,078,986.00	37.69	-115	-22.3%	$ 1,964.70	$ 1,795.95	$ 608.01	$ 897.91	-4	-9.1%	-1.7	-0.145155	$ 11,310.08	2.68	-10.08	0	-10.5	2.3	18.8	13.6
PARADISE	D0399	10	10	10	10	$ 86,813.00	$ 113,790.22	0	$ 9,382,441.00	70.41	-34	-21.5%	$ 2,664.81	$ 2,303.18	$ 2,347.28	$ -	-3.7	-15.4%	-0.5	-0.0728469	$ 11,679.67	-8.46	-9.04	0.6	-12.5	2.1	9.6	4.2
SHAWNEE MISSION	D0512	10	9	8	9	$ 84,785.00	$ 35,865.58	-1	$ 677,728,555.00	26.95	-3110	-10.1%	$ 2,104.74	$ 1,128.28	$ 1,986.27	$ 560.04	-413.7	-16.8%	1.0	0.08003302	$ 19,756.47	4.65	-9.63	0	-1.9	-0.1	3.5	1.6
MACKSVILLE	D0351	10	9	9	10	$ 84,619.00	$ 97,538.03	0	$ 15,004,980.00	62.11	-72	-24.2%	$ 5,496.26	$ 2,553.43	$ 710.20	$ -	-1.3	-4.1%	-2.0	-0.209705	$ 21,222.75	0.34	-3.42	2.4	5.9	-2.8	-23.6	-23.6
LITTLE RIVER	D0444	10	8	9	10	$ 82,810.00	$ 71,140.57	0	$ 26,069,261.00	117.95	51	18.2%	$ 1,697.71	$ 1,978.50	$ 857.85	$ (579.52)	0.5	1.6%	1.5	0.16319826	$ 13,296.49	7.32	15.80	1.1	-14.2	0.7	14.9	17
ASHLAND	D0220	10	10	9	9	$ 78,281.00	$ 42,329.32	-1	$ 2,918,653.00	14.60	-67	-25.0%	$ 2,229.93	$ 1,987.05	$ 328.91	$ -	-1	-3.6%	-2.2	-0.2216981	$ 7,225.78	-10.54	-0.51	-2.3	5.3	-0.8	29.5	34.4

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CLEARWATER	D0264	6	3	4	3	$ 41,476.00	$ 11,223.03	-3	$ 6,330,410.00	49.83	-41	-3.4%	$ 2,948.98	$ 1,608.87	$ 501.50	$ 366.74	-0.9	-1.0%	-0.3	-0.0240781	$ 12,143.99	17.05	-3.22	0	0.4	0.2	2.2	1.5
KINGMAN	D0331	6	7	6	5	$ 41,364.00	$ 30,411.35	-1	$ 3,404,901.00	28.07	-296	-23.3%	$ 3,376.81	$ 1,918.78	$ 431.59	$ 352.89	-16.9	-17.2%	-0.9	-0.0725908	$ 13,408.90	-3.36	0.57	-0.7	-3.2	1.2	-4.5	-1.1
PAOLA	D0368	6	6	6	5	$ 41,357.00	$ 26,518.65	-1	$ 806,187.00	8.63	-106	-5.0%	$ 2,972.82	$ 1,451.82	$ 547.60	$ 696.78	-4.2	-1.8%	-0.3	-0.0320916	$ 13,964.07	9.60	4.50	1.7	8.7	-1.8	9.5	11.1
BUHLER	D0313	6	6	6	5	$ 41,285.00	$ 30,274.26	-1	$ 6,326,765.00	48.26	3	0.1%	$ 2,542.50	$ 1,230.81	$ 649.06	$ 641.33	-0.5	-0.3%	0.1	0.00439175	$ 13,196.62	-2.99	-0.14	-1	-1.8	-1	1.9	-0.2
RUSSELL COUNTY	D0407	6	8	9	7	$ 40,880.00	$ 47,067.22	1	$ 4,979,292.00	24.41	-273	-24.8%	$ 1,882.84	$ 1,862.31	$ (97.12)	$ -	-26.7	-22.5%	-0.3	-0.0305193	$ 14,588.72	7.79	-9.84	0.5	-8	0.1	7.0	1.7
HAVEN PUBLIC SC	D0312	6	5	6	6	$ 40,867.00	$ 39,342.01	0	$ 18,466,801.00	95.38	-234	-20.8%	$ 3,624.21	$ 1,798.57	$ 184.30	$ 132.88	-18.6	-19.8%	-0.2	-0.0130878	$ 14,616.27	-9.31	-25.52	-1.1	-6.3	-1.8	4.0	1.7
HIAWATHA	D0415	6	8	8	8	$ 40,702.00	$ 73,501.87	2	$ 15,711,855.00	52.75	-186	-17.3%	$ 2,584.40	$ 1,941.53	$ 631.59	$ 410.38	-13.7	-15.5%	-0.3	-0.0209886	$ 11,930.99	18.43	18.50	1.5	11.5	-2.5	-1.9	4.9
JETMORE	D0227	6	9	10	9	$ 40,512.00	$ 97,252.27	3	$ 21,883,683.00	48.36	-55	-15.6%	$ 2,038.16	$ 2,462.35	$ (268.82)	$ 238.76	-1	-3.2%	-1.5	-0.1276676	$ 9,482.30	17.37	-1.65	-0.9	-10	0.7	31.3	28.7
HILL CITY	D0281	6	10	9	9	$ 40,377.00	$ 82,174.28	3	$ 9,779,202.00	85.97	-33	-8.0%	$ 1,551.44	$ 2,384.53	$ 576.11	$ 791.45	-7	-15.9%	0.9	0.0939386	$ 19,118.85	-0.06	-15.41	-0.9	5.4	0.1	15.6	12.9
CREST	D0479	6	5	6	7	$ 40,335.00	$ 49,907.20	1	$ 5,145,311.00	48.29	-62	-23.4%	$ 3,405.32	$ 2,249.81	$ (368.51)	$ -	-5.3	-17.7%	-0.6	-0.0695898	$ 8,867.10	1.79	-9.81	1.5	2.9	-2.2	-4.0	-4.8
MADISON-VIRGIL	D0386	6	5	6	6	$ 40,307.00	$ 31,879.18	0	$ 15,887,244.00	50.70	-56	-19.6%	$ 4,480.85	$ 2,541.67	$ (29.33)	$ -	-3.7	-12.5%	-0.8	-0.0817043	$ 15,795.41	13.37	7.08	-0.4	-5	-0.7	8.2	10
PRETTY PRAIRIE	D0311	6	5	5	6	$ 40,304.00	$ 34,269.51	0	$ 2,146,315.00	31.35	-61	-18.8%	$ 3,919.05	$ 2,070.16	$ 494.82	$ 531.01	-11.6	-34.3%	2.3	0.23587476	$ 18,267.91	-15.87	-13.85	0.8	-10.2	1.3	-15.0	-18.4
HALSTEAD	D0440	6	3	3	4	$ 40,295.00	$ 17,991.64	-2	$ 42,601,374.00	204.78	32	4.3%	$ 3,174.49	$ 1,853.94	$ (359.63)	$ 832.94	3.1	5.0%	-0.1	-0.0071734	$ 9,851.69	18.05	19.56	-0.7	3.5	-0.9	-18.3	-10.2
TOPEKA PUBLIC S	D0501	6	3	3	2	$ 40,170.00	$ 6,024.32	-4	$ 26,090,046.00	56.79	71	0.5%	$ 4,416.99	$ 1,082.05	$ (2.04)	$ 428.95	63.9	4.8%	-0.4	-0.0413033	$ 15,436.63	-8.44	-1.23	-0.1	7.8	-1.3	4.3	4.8
ATCHISON CO COM	D0377	6	6	7	8	$ 40,065.00	$ 61,214.46	2	$ 14,781,232.00	56.47	-216	-27.3%	$ 4,077.01	$ 2,516.31	$ 315.54	$ 154.19	-18.7	-27.0%	0.0	-0.0039526	$ 15,421.80	-2.94	-9.26	-3.6	-5.6	5.4	20.8	18.3
COFFEYVILLE	D0445	6	9	6	6	$ 39,811.00	$ 38,940.67	0	$ 406,776,462.00	63.66	-448	-20.3%	$ 3,071.14	$ 1,648.74	$ 607.36	$ 1,050.85	-31.3	-19.4%	-0.1	-0.0105258	$ 16,421.24	7.97	10.36	0.7	-3.2	-1.3	25.7	20
PIKE VALLEY	D0426	6	4	6	7	$ 39,788.00	$ 50,673.97	1	$ 4,564,929.00	55.15	-77	-25.9%	$ 3,722.18	$ 2,884.26	$ 1,037.37	$ -	-5.8	-18.7%	-0.9	-0.0887713	$ 9,395.76	7.43	-19.38	-1	0	0	-1.4	-1.4
ANDOVER	D0385	6	5	3	3	$ 39,748.00	$ 12,859.06	-3	$ 5,496,851.00	50.05	5055	171.0%	$ 368.23	$ 70.49	$ 45.25	$ 364.96	136.2	62.2%	9.1	0.67091155	$ 15,676.56	13.48	10.06	0.1	-11.1	1	3.1	-3.9
GARNETT	D0365	6	5	5	5	$ 39,613.00	$ 32,022.46	-1	$ 13,104,655.00	155.07	-149	-12.6%	$ 3,411.20	$ 1,982.03	$ 89.95	$ 860.04	-7.6	-7.7%	-0.6	-0.0526657	$ 14,216.42	18.51	6.95	1	7.9	-1.9	31.0	28.2
WABAUNSEE EAST	D0330	6	6	6	6	$ 39,040.00	$ 40,101.32	0	$ 22,546,706.00	124.02	-119	-20.0%	$ 3,794.90	$ 2,189.53	$ 672.53	$ 1,028.79	-13.4	-20.6%	0.1	0.00817465	$ 11,393.78	0.83	-30.56	0.5	8.8	-0.8	4.8	4.5
WOODSON	D0366	6	5	6	5	$ 38,927.00	$ 29,071.51	-1	$ 89,091,939.00	97.52	-127	-21.8%	$ 3,284.67	$ 2,437.99	$ 179.39	$ -	-7.9	-15.2%	-0.9	-0.0777237	$ 14,978.28	9.75	11.59	-0.7	2.5	0	20.5	19.5
SPRING HILL	D0230	6	2	3	2	$ 38,868.00	$ 7,608.63	-4	$ 14,904,339.00	52.61	2153	144.7%	$ 2,461.83	$ 304.64	$ (193.73)	$ 913.79	84.2	63.6%	5.6	0.4957096	$ 14,456.56	9.97	14.51	0.9	-25.3	9.7	2.3	6.5
WEST ELK	D0282	6	6	5	4	$ 38,766.00	$ 20,585.58	-2	$ 12,278,971.00	128.37	-159	-30.8%	$ 4,298.09	$ 2,509.88	$ 2,359.95	$ -	-22	-31.9%	0.1	0.01571004	$ 21,190.04	0.72	-3.61	-0.9	5.1	1.4	-13.2	-11.3
FLINTHILLS	D0492	6	5	5	6	$ 38,724.00	$ 36,723.63	0	$ 18,091,305.00	112.09	-92	-26.1%	$ 3,998.96	$ 2,806.38	$ 97.07	$ 1,273.20	-7.9	-23.9%	-0.3	-0.0288845	$ 11,900.37	-4.63	2.38	-0.1	-11.8	0.8	1.5	-1.2
ARGONIA PUBLIC	D0359	6	7	7	7	$ 38,711.00	$ 58,277.13	1	$ 7,674,382.00	57.39	-73	-30.5%	$ 3,517.19	$ 3,017.48	$ (337.20)	$ (284.74)	-0.7	-2.8%	-2.8	-0.2851813	$ 8,012.05	-6.52	-8.87	-0.1	12.5	-3.4	-18.6	-14.3
ONAGA-HAVENSVIL	D0322	6	5	5	6	$ 38,515.00	$ 36,591.21	0	$ 8,864,262.00	50.91	-95	-23.8%	$ 3,431.84	$ 2,352.94	$ 371.58	$ (643.00)	-10.6	-27.5%	0.5	0.05137395	$ 15,244.89	6.30	-8.34	2	-0.1	1.5	-6.3	-4.6
HESSTON	D0460	6	3	3	4	$ 38,515.00	$ 18,769.38	-2	$ 8,026,985.00	52.99	-49	-5.8%	$ 2,973.91	$ 1,605.37	$ 13.44	$ 1,176.25	-1.8	-2.7%	-0.4	-0.0314921	$ 14,444.00	7.58	-13.98	0.2	-3.4	-0.3	15.0	15.1
CEDAR VALE	D0285	6	4	4	2	$ 38,420.00	$ 10,070.07	-4	$ 6,864,903.00	72.79	-38	-17.4%	$ 3,234.01	$ 2,004.61	$ 392.17	$ -	-4	-18.2%	0.1	0.00917431	$ 8,433.81	4.76	7.74	-1.6	8.3	-0.8	6.2	6.2

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MORRIS COUNTY	D0417	5	7	7	6	$ 38,376.00	$ 44,426.16	1	$ 808,160,663.00	71.54	-288	-27.7%	$ 2,668.72	$ 1,967.26	$ 749.84	$ 850.32	-21.3	-24.5%	-0.5	-0.0424922	$13,693.56	7.24	14.57	1.4	0.2	-0.1	18.4	14.6
NORTH OTTAWA CO	D0239	5	4	4	4	$ 38,289.00	$ 24,777.79	-1	$ 9,511,278.00	71.46	-35	-5.3%	$ 1,516.55	$ 2,078.82	$(1,258.28)	$ 1,025.44	-2.5	-4.4%	-0.1	-0.0095738	$12,045.50	4.73	5.57	1.3	-3.1	1	13.6	15.3
STAFFORD	D0349	5	6	6	7	$ 38,275.00	$ 49,580.29	2	$ 187,460,707.00	68.20	-95	-27.2%	$ 4,816.09	$ 2,138.64	$ 873.05	$ 305.55	-7.5	-22.1%	-0.7	-0.066227	$24,965.16	-3.15	11.54	-0.7	-9.8	-1.8	-14.1	-6.9
SOUTHERN LYON C	D0252	5	6	6	6	$ 38,237.00	$ 37,129.39	1	$ 26,350,064.00	100.97	-140	-21.4%	$ 2,848.36	$ 2,347.02	$ (84.52)	$ 657.11	-12.3	-19.4%	-0.2	-0.0241132	$16,111.35	11.96	3.65	-0.2	4	-0.6	9.5	7.9
PERRY PUBLIC SC	D0343	5	6	6	6	$ 38,076.00	$ 42,909.32	1	$ 35,741,522.00	62.90	-288	-27.2%	$ 3,861.42	$ 1,917.04	$ 316.46	$ 686.93	-20.3	-24.2%	-0.5	-0.0395487	$14,170.45	8.38	-0.46	0	-1	-0.1	21.8	19.8
COLUMBUS	D0493	5	5	4	5	$ 37,981.00	$ 29,085.71	0	$ 4,414,977.00	19.13	-421	-30.0%	$ 4,272.58	$ 1,894.04	$ 251.85	$ (231.24)	-25.1	-21.6%	-1.3	-0.1066811	$21,480.83	11.66	-18.15	-0.8	13.1	-1.9	8.8	10.4
PRATT	D0382	5	8	7	7	$ 37,889.00	$ 49,156.15	2	$ 7,341,675.00	39.32	-82	-6.4%	$ 2,693.63	$ 1,504.03	$ 560.06	$ 441.42	-23.1	-22.2%	2.5	0.20350339	$15,895.31	-2.93	-6.96	0.6	-4.6	-1.1	13.4	16.3
LINDSBORG	D0400	5	5	5	5	$ 37,767.00	$ 28,609.42	0	$ 41,729,302.00	58.52	524	50.7%	$ 16.82	$ 1,290.35	$ (204.92)	$ (195.28)	-10.7	-13.3%	9.5	0.73864759	$15,872.17	4.54	-2.61	-0.4	-6.8	-0.3	-16.9	-11.5
CALDWELL	D0360	5	5	5	6	$ 37,429.00	$ 38,183.07	1	$ 275,354,475.00	167.55	-89	-26.3%	$ 4,262.02	$ 2,366.46	$ 759.85	$ 1,564.55	-6	-19.4%	-0.9	-0.0865089	$12,927.60	0.01	-8.02	-0.4	18.9	-1.3	10.7	29.1
EUREKA	D0389	5	3	3	3	$ 37,354.00	$ 15,441.18	-2	$ 19,195,943.00	88.29	-112	-14.6%	$ 3,945.72	$ 2,263.54	$ 382.55	$ 283.71	-8.7	-11.5%	-0.4	-0.0353494	$12,600.33	4.91	-13.39	-1.1	-1	-0.5	-6.3	-3.9
SHAWNEE HEIGHTS	D0450	5	4	4	4	$ 37,289.00	$ 19,994.79	-1	$ 18,498,599.00	71.69	172	5.1%	$ 3,030.05	$ 1,243.28	$ 489.10	$ 538.79	22.5	8.4%	-0.4	-0.0308292	$15,171.79	9.16	-4.78	-0.8	0.7	0	6.3	5.6
STERLING	D0376	5	2	4	4	$ 36,620.00	$ 19,667.98	-1	$ 18,181,724.00	70.10	-3	-0.6%	$ 3,721.85	$ 1,737.80	$ 150.01	$ 2,225.93	-4	-8.1%	0.9	0.08185692	$15,450.85	8.00	24.28	-0.1	9.3	-1.6	2.1	3.8
HUTCHINSON PUBL	D0308	5	2	2	2	$ 36,578.00	$ 8,763.30	-3	$ 19,805,439.00	98.16	4	0.1%	$ 3,822.97	$ 1,225.70	$ (15.31)	$ 821.13	-16.1	-3.6%	0.4	0.03774337	$16,700.24	8.12	-7.30	-0.2	3.8	0.7	9.2	7.1
CHAPMAN	D0473	5	7	6	6	$ 36,508.00	$ 36,321.56	1	$ 19,456,673.00	212.42	-95	-8.0%	$ 2,481.83	$ 1,699.76	$ 1,500.98	$ 549.55	10.5	11.1%	-2.2	-0.1723616	$ 4,328.11	10.21	1.71	-0.1	4.8	0.3	-0.2	2.1
STOCKTON	D0271	5	8	8	8	$ 36,471.00	$ 69,818.94	3	$ 9,988,732.00	68.88	-113	-26.1%	$ 1,938.75	$ 2,608.75	$ 1,034.30	$ 415.65	-11.1	-27.8%	0.2	0.02287892	$11,179.58	0.64	-4.68	0.3	4.5	0.1	22.5	21.3
ATCHISON PUBLIC	D0409	5	4	4	3	$ 36,452.00	$ 17,883.46	-2	$ 47,739,143.00	285.24	-2	-0.1%	$ 3,503.45	$ 354.28	$ 202.44	$ 665.42	13.8	9.5%	-1.0	-0.0874203	$14,928.44	-2.83	-4.03	-0.8	14.5	-1.2	5.7	7.8
WELLSVILLE	D0289	5	5	5	4	$ 35,887.00	$ 29,587.15	-1	$ 12,047,554.00	69.91	0	0.0%	$ 2,797.80	$ 1,487.94	$ 49.54	$ 710.10	-3.5	-5.6%	0.7	0.05882353	$17,247.23	15.15	3.36	0.9	10.5	-0.1	12.3	12.5
UDALL	D0463	5	3	4	5	$ 35,771.00	$ 31,784.26	0	$ 6,572,205.00	39.86	11	3.3%	$ 3,559.15	$ 2,318.45	$ 525.94	$ (204.11)	-0.9	-2.6%	0.6	0.05997556	$17,273.29	1.47	-20.63	3.6	-10.4	-1.1	-5.9	2.4
PHILLIPSBURG	D0325	5	3	3	2	$ 35,745.00	$ 12,314.76	-3	$ 5,796,095.00	97.24	-43	-6.4%	$ 2,937.17	$ 1,631.13	$ 533.50	$ (319.33)	-77.1	-58.3%	6.3	1.24405797	$10,659.30	14.68	-7.24	-0.2	0.8	-1.2	14.1	13.6
FT LARNED	D0495	5	4	4	5	$ 35,626.00	$ 31,132.87	0	$ 6,903,599.00	83.73	-136	-13.0%	$ 4,315.39	$ 1,591.03	$ (12.08)	$ 243.50	-32.4	-23.6%	1.1	0.1394587	$12,677.52	9.73	-8.94	0.2	-0.9	-0.5	5.6	-0.6
PEABODY-BURNS	D0398	5	7	8	7	$ 35,529.00	$ 64,380.95	2	$ 367,063,018.00	138.29	-201	-43.7%	$ 3,877.99	$ 3,431.07	$ 323.89	$ 622.68	-15.3	-35.2%	-1.4	-0.1314755	$ 9,007.17	-3.59	-12.15	0.9	-20.3	2.7	-10.2	-13.5
DURHAM-HILLSBOR	D0410	5	5	6	5	$ 35,420.00	$ 35,254.82	0	$ 15,655,050.00	81.18	-198	-26.5%	$ 4,006.04	$ 1,770.54	$ 626.89	$ 686.75	-17.2	-28.7%	0.4	0.02979129	$17,718.48	-7.23	-7.43	-1.3	0.8	-0.1	8.2	10.3
NORTH LYON COUN	D0251	5	7	9	10	$ 34,828.00	$ 186,084.76	5	$ 16,301,312.00	67.48	-303	-41.3%	$ 3,023.23	$ 2,578.24	$ 239.49	$ (501.70)	-19	-29.5%	-1.9	-0.1684032	$13,594.66	10.92	-0.59	-1.1	6.2	0.2	10.7	15.1
HUMBOLDT	D0258	5	3	2	4	$ 34,823.00	$ 30,190.48	-1	$ 7,826,844.00	58.02	325	59.0%	$ 1,785.77	$ 1,203.26	$ 294.69	$ 705.72	2.5	5.2%	5.9	0.51113188	$11,919.03	-1.19	-9.32	0.7	-7.2	6.3	-11.5	-16.4
ANTHONY-HARPER	D0361	5	6	8	9	$ 34,740.00	$ 94,116.83	4	$ 14,847,874.00	74.77	-205	-19.1%	$ 2,752.33	$ 1,925.34	$ 95.33	$ 544.14	-9.1	-10.7%	-1.2	-0.0945919	$ 8,019.89	15.99	6.79	-1.3	-14.2	1.3	-2.1	-1.3
MCLOUTH	D0342	5	6	5	5	$ 34,436.00	$ 32,768.89	0	$ 134,946,223.00	103.84	-83	-14.8%	$ 4,087.46	$ 2,459.52	$ 619.46	$ 135.02	-3.1	-6.7%	-1.0	-0.0868073	$13,754.28	11.36	-3.37	-1	-1.3	-0.6	26.9	21.8
WACONDA	D0272	5	5	7	8	$ 34,387.00	$ 70,058.85	3	$ 4,287,927.00	41.99	-221	-41.3%	$ 2,781.10	$ 2,178.49	$ 367.98	$ -	-25.1	-49.8%	1.8	0.16919212	$14,770.84	16.18	9.31	-1.7	0.8	0.4	-2.2	4.8
QUINTER PUBLIC	D0293	5	7	7	6	$ 34,357.00	$ 41,899.56	1	$ 14,016,316.00	79.88	-97	-25.2%	$ 2,639.41	$ 1,654.82	$ 674.69	$ (314.62)	-12.1	-27.1%	0.2	0.02655744	$ 8,105.26	4.89	-2.82	0.9	-11.9	0.5	10.7	10

USD	USD Name	Decile - 2001	Decile - 2011	Decile - 2014	Decile - 2016	AVPP - 2001	Changes in AVPP (2001-2016)	Change in Decile	Changes in Assessed Valuation (2001 to 2016)	Percent Change in Assessed Valuation (2001 to 2016)	Change in Enrollment	Percent Change in Enrollment from 2001	Change in General Fund per pupil	Change in Supplemental General Fund per pupil	Change in Capital Outlay per pupil	Change in Bond and Interest per pupil	Change in Certified Staff	Percent Change in Certified Staff from 2001	Change in Pupils per Certified Staff	Percent Change in Pupils per Cert Staff from 2001	Change in Average Teacher Salaries	Change in KRA - All Students	Change in KMA - All Students	Change in ACT (2011-2016)	Change in Graduation Rate	Change in Dropout Rate	Change in Success Rate (2011 to 2016)	Change in Effective Rate (2011 to 2016)
CHENEY	D0268	1	2	2	2	$ 23,758.00	$ 18,378.96	1	$ 12,222,782.00	76.65	-8	-1.0%	$ 3,449.87	$ 1,421.53	$ 401.30	$ 748.69	6.3	10.8%	-1.4	-0.1063759	$ 13,764.23	21.29	18.00	0.8	-5.6	-0.3	7.4	6.1
SOUTH HAVEN	D0509	1	2	5	2	$ 23,512.00	$ 23,692.80	1	$ 83,390,447.00	68.15	-68	-24.8%	$ 4,681.43	$ 3,203.86	$ 449.63	$ 398.97	-0.4	-1.6%	-2.6	-0.2359999	$ 1,547.93	-1.89	-4.64	0.2	4.9	1.2	-12.9	-15.4
WESTMORELAND	D0323	1	3	4	3	$ 23,503.00	$ 29,889.39	2	$ 21,006,489.00	83.76	181	22.4%	$ 2,228.32	$ 1,741.83	$ (552.56)	$ 538.58	9.9	15.2%	0.8	0.06220025	$ 14,739.67	10.60	1.50	0.5	-0.4	-1.1	32.3	34.2
ERIE-ST PAUL	D0101	1	6	5	5	$ 23,425.00	$ 44,025.63	4	$ 27,251,212.00	52.01	-643	-54.3%	$ 4,639.90	$ 1,612.97	$ 474.69	$ 2,455.83	-48.8	-49.0%	-1.2	-0.1023727	$ 8,110.67	-8.79	-15.08	-3.8	4.6	-1.1	9.0	9.5
VALLEY FALLS	D0338	1	2	2	2	$ 23,353.00	$ 23,697.42	1	$ 5,586,755.00	65.94	-65	-14.4%	$ 4,290.37	$ 2,261.19	$ 600.88	$ 651.15	-3.5	-9.0%	-0.7	-0.059742	$ 14,314.70	8.71	-5.34	-0.3	3.2	-0.9	29.8	31.2
NORTHEAST	D0246	1	1	1	1	$ 23,301.00	$ 16,858.15	0	$ 85,572,474.00	57.51	-44	-8.1%	$ 4,467.59	$ 2,095.88	$ 83.13	$ 674.29	2	4.3%	-1.4	-0.1183974	$ 14,654.70	6.70	-2.34	-0.4	18.5	-3.8	14.6	12.4
OSWEGO	D0504	1	1	1	1	$ 23,222.00	$ 3,881.41	0	$ 26,220,481.00	75.33	-62	-11.6%	$ 4,256.89	$ 1,900.36	$ 289.12	$ (80.10)	-4.5	-9.3%	-0.3	-0.0259466	$ 13,904.12	-1.54	6.16	0.5	2.7	-1.1	21.8	17.3
HERINGTON	D0487	1	2	2	2	$ 23,156.00	$ 20,798.28	1	$ 151,640,371.00	102.08	-67	-11.9%	$ 3,116.11	$ 1,594.23	$ 195.38	$ 1,907.75	-13.8	-23.6%	1.5	0.1529796	$ 13,830.73	3.58	-13.80	-1.1	-2.6	1.3	0.2	5
UNIONTOWN	D0235	1	1	1	1	$ 22,889.00	$ 12,634.19	0	$ 33,277,808.00	68.51	-73	-13.9%	$ 4,333.57	$ 2,701.02	$ 141.07	$ 179.76	-1.7	-3.7%	-1.2	-0.1060832	$ 12,252.21	25.06	0.77	-0.2	3.5	-1.4	7.4	7
TROY PUBLIC SCH	D0429	1	4	5	5	$ 22,868.00	$ 47,338.89	4	$ 15,530,270.00	112.04	-61	-15.1%	$ 3,260.16	$ 1,983.53	$ (97.21)	$ -	-10.7	-26.4%	1.5	0.15436242	$ 14,985.82	4.15	-14.86	0.1	-7.9	-1.3	12.5	4.4
IOLA	D0257	1	2	2	1	$ 22,621.00	$ 18,315.42	0	$ 31,343,612.00	102.46	-339	-20.5%	$ 4,574.93	$ 1,415.08	$ 273.40	$ (350.22)	-22	-16.8%	-0.6	-0.0441929	$ 13,139.26	5.25	-9.93	0.1	19.4	-2.3	-7.1	-2.8
CHETOPA	D0505	1	1	1	1	$ 22,400.00	$ 13,615.42	0	$ 41,756,493.00	104.02	181	64.2%	$ 3,473.08	$ 1,973.76	$ 214.70	$ 1,069.10	16.8	54.7%	0.6	0.06114968	$ 13,326.70	-3.93	-7.94	1.1	-14.4	0.1	8.1	2.4
SEDGWICK PUBLIC	D0439	1	1	1	1	$ 22,268.00	$ 17,142.97	0	$ 16,863,335.00	81.48	-2	-0.4%	$ 3,501.53	$ 2,080.45	$ 557.38	$ (626.50)	1.7	4.4%	-0.6	-0.0462625	$ 14,125.47	8.79	7.72	0.3	-9.1	0	-3.3	-4.9
FRONTENAC PUBLI	D0249	1	1	1	1	$ 22,222.00	$ 6,936.51	0	$ 5,853,484.00	50.05	167	22.3%	$ 3,255.93	$ 2,203.84	$ 25.52	$ 24.74	13.9	24.7%	-0.3	-0.0195353	$ 22,247.15	17.23	14.19	2.2	5.6	-1.4	14.2	13.1
ARKANSAS CITY	D0470	1	1	1	1	$ 21,914.00	$ 11,545.05	0	$ 16,512,149.00	95.77	11	0.4%	$ 4,414.42	$ 1,494.90	$ 26.91	$ 672.38	15	7.5%	-0.9	-0.0658716	$ 12,296.48	3.12	3.99	-0.2	5.6	0.8	-15.2	-14.4
LABETTE COUNTY	D0506	1	1	1	1	$ 21,801.00	$ 14,802.07	0	$ 20,419,510.00	74.60	-262	-14.6%	$ 4,293.84	$ 1,437.12	$ (11.73)	$ 367.11	-16	-12.6%	-0.3	-0.0230426	$ 11,877.51	7.04	2.73	-0.6	3	-0.2	19.2	20.5
BROWN COUNTY	D0430	1	1	2	4	$ 21,502.00	$ 32,965.50	3	$ 9,080,208.00	38.20	-187	-24.8%	$ 5,215.57	$ 2,408.85	$ (215.68)	$ 241.88	4.2	6.5%	-3.4	-0.2940932	$ 12,865.01	5.40	5.46	-0.2	-19.2	0.7	13.5	6.2
NEODESHA	D0461	1	2	1	3	$ 21,040.00	$ 29,573.77	2	$ 5,102,610.00	45.77	-105	-12.4%	$ 3,517.91	$ 1,840.14	$ 41.11	$ 117.87	-10	-14.5%	0.3	0.02417009	$ 15,550.76	4.46	11.99	0.4	11.3	-1.1	3.7	4.6
MULVANE	D0263	1	1	6	5	$ 20,617.00	$ 45,838.14	4	$ 17,681,786.00	33.24	-203	-10.2%	$ 2,548.98	$ 1,344.45	$ 672.48	$ 781.47	8.4	5.7%	-2.0	-0.1503539	$ 14,086.22	2.98	-1.97	0.2	4.6	-0.3	-4.6	-2.5
HAYSVILLE	D0261	1	1	1	1	$ 20,180.00	$ 6,168.42	0	$ 35,985,118.00	33.74	871	18.5%	$ 3,916.24	$ 1,002.87	$ 270.37	$ 574.50	109.8	34.0%	-1.7	-0.1155129	$ 18,525.56	10.13	9.07	-0.1	11.4	-1.1	-2.9	0.2
CANEY VALLEY	D0436	1	1	2	5	$ 20,028.00	$ 49,292.67	4	$ 128,159,876.00	40.84	-207	-21.0%	$ 2,982.47	$ 1,749.49	$ 492.29	$ -	-6.5	-9.6%	-1.8	-0.1259669	$ 13,836.23	9.22	14.89	1.1	6.7	-1.1	8.6	13
ROSE HILL PUBLI	D0394	1	1	1	2	$ 20,027.00	$ 20,967.37	1	$ 15,301,836.00	87.00	-234	-12.4%	$ 3,291.63	$ 1,082.27	$ 226.28	$ 1,071.43	-11.5	-9.1%	-0.5	-0.0361905	$ 21,453.23	8.24	11.30	0.7	-8.1	-0.8	15.9	13.1
CHERRYVALE	D0447	1	1	1	1	$ 19,970.00	$ 8,692.66	0	$ 713,601,706.00	37.35	276	41.0%	$ 2,417.49	$ 1,435.15	$ 1.99	$ 437.83	14	24.3%	1.6	0.13399973	$ 20,626.73	2.77	4.82	2	-5.1	0.8	23.0	28.3
MAYETTA	D0337	1	1	1	1	$ 19,499.00	$ 17,656.96	0	$ 8,993,854.00	82.30	218	23.9%	$ 2,156.98	$ 927.26	$ 649.06	$ -	2.5	3.4%	2.5	0.19802415	$ 13,251.91	10.75	-9.87	-0.5	2	-2.2	8.7	12.3
DOUGLASS PUBLIC	D0396	1	1	1	1	$ 19,061.00	$ 21,580.10	0	$ 16,156,487.00	95.47	-190	-21.0%	$ 3,407.62	$ 2,147.26	$ 43.70	$ 340.12	-8.9	-13.2%	-1.2	-0.0901578	$ 12,390.40	9.30	-11.09	-0.6	-1.6	-1.1	15.5	12.3
BELLE PLAINE	D0357	1	1	1	1	$ 18,916.00	$ 18,698.48	0	$ 11,384,996.00	23.62	-223	-25.8%	$ 3,928.15	$ 1,756.58	$ 132.97	$ 217.83	-15.5	-22.0%	-0.6	-0.0490215	$ 9,890.93	3.99	0.22	1.8	4.7	-1	55.8	54.5
JUNCTION CITY	D0475	1	1	1	1	$ 15,619.00	$ 15,370.51	0	$ 17,623,252.00	35.79	1346	20.8%	$ 4,936.44	$ 1,533.51	$ 411.24	$ 329.45	234.2	43.3%	-1.9	-0.1568196	$ 13,560.94	8.92	-5.50	-0.1	-5.6	1	2.4	4.6
GALENA	D0499	1	1	1	1	$ 13,290.00	$ 8,563.72	0	$ 47,107,141.00	55.88	19	2.3%	$ 4,081.09	$ 2,011.40	$ 448.21	$ 290.87	0.6	0.8%	0.2	0.01491405	$ 18,333.17	7.32	5.38	0	-4.6	-0.3	28.3	27.6

Appendix K - Survey Data Collected from Target School Districts

Built New Facilities				Source of Funding for New Construction
	Yes/No	Estimated Cost	Facility	Source of Funding for New Construction
Decile 10	Yes	$6,250,000.00	Ag Building, Track/FB stadium - 2016 Gym/Weightroom - 2017	Bond
Decile 10	No	-	-	-
Decile 10	No	-	-	-
Decile 6	No	-	-	-
Decile 6	No	-	-	-
Decile 5	No	-	-	-
Decile 5	No	-	-	-
Decile 5	Yes	$9,000,000.00	Auditorium , two elementary cafeterias, and three elementary	Bond/Capital Outlay
Decile 5	No	-	-	-
Decile 1	No	-	-	-
Decile 1	Yes	$200,000.00	Tornado shelter/Classrooms	FEMA Money
Decile 1	No	-	-	-

Remodeling Facilities				Source of Funding for Remodeling
	Yes/No	Estimated Cost	Facility	Bond Funds
Decile 10	No	-	-	-
Decile 10	Yes	$4,290,000.00	Elementary School, 2016	Lease Purchase
Decile 10	No	-	-	-
Decile 6	No	-	-	-
Decile 6	Yes	$30,000.00	Entryways into buildings	Capital Outlay
Decile 5	No	-	-	-
Decile 5	No	-	-	-
Decile 5	Yes	-	-	-
Decile 5	No	$8,000,000.00	Elementary, Middle, and High School	Bond/Capital Outlay
Decile 1	No	-	-	-
Decile 1	No	-	-	-
Decile 1	No	-	-	-

Closure or Combining of Buildings			
	Yes/No	**Closure/Combining**	**Primary Reason**
Decile 10	No	-	-
Decile 10	Yes	Combining	Budgetary/Funding constraints
Decile 10	No	-	-
Decile 6	No	-	-
Decile 6	No	-	-
Decile 5	Yes	Combining	Declining enrollment
Decile 5	No	-	-
Decile 5	No	-	-
Decile 5	No	-	-
Decile 1	No	-	-
Decile 1	No	-	-
Decile 1	Yes	Closure	Lack of Funds

Curricular Offerings					
	Increase	**Decrease**	**Remain the Same**	**Primary Reason for Change**	**Estimated Cost**
Decile 10		X	-	Lack of Funds	-
Decile 10		X	-	Lack of Funds	-
Decile 10	X	-	-	Expand opportunities for students	$50,000.00
Decile 6	X	-	-	eed to offer classes for students not on college path	$12,000.00
Decile 6	X	-	-	Expand STEM opportunities	$20,000.00
Decile 5		X		Decline in enrollment and over staffed	-
Decile 5			X	-	-
Decile 5		X		Low enrollment	-
Decile 5		X		Declining enrollment and uncertain budget	-
Decile 1			X	-	-
Decile 1	X			Expand opportunities for students	$70,000.00
Decile 1			X	-	-

Facility Deficits			Type of Facility Updates or Maintenance Projects Unaddressed						
	Yes/No	Estimated Cost	Roof Maintenance	Painting	Siding	Carpeting/Flooring	Classroom Updates	Parking Lot Repair	General Maintenance
Decile 10	Yes	$225,000.00	X						
Decile 10	Yes	$3,000,000.00	X			X			
Decile 10	Yes	$100,000.00		X	X	X			
Decile 6	No	-							
Decile 6	No	-							
Decile 5	Yes	Not Given	X				X		X
Decile 5	Yes	$6,000,000.00						X	
Decile 5	No	-							
Decile 5	Yes	$650,000 - 750,000						X	
Decile 1	Yes	$2,000,000.00	X					X	
Decile 1	Yes	$250,000.00	X						
Decile 1	Yes	$6,000,000.00	X			X	X		X

Local Option Budget			
	1st Year	2nd Year	Change
Decile 10	19.2	24.7	Increased
Decile 10	19.019	19.079	Increased
Decile 10	30	30	Same
Decile 6	14.695	16.094	Increased
Decile 6	18.609	17.844	Decreased
Decile 5	30.00	30.00	Same
Decile 5	24.52	20.522	Decreased
Decile 5	30.00	30.00	Same
Decile 5	30.00	30.00	Same
Decile 1	33	33	Same
Decile 1	74.858	74.627	Decreased
Decile 1	20.41	17.33	Decreased

Block Grant Funding (2015 - 2017)	
	Statement of Impact on Needs
Decile 10	The block grant did not allow the district to function effectively. The district enrollment was increasing, the at-risk population was increasing as well. The district could not hire addition staff to meet these increased needs. We could not effectively reach the needs of all students.
Decile 10	It helped and hindered. Because of the way it locked in funding, it was a blessing and a curse. Districts with declining enrollment were able to have a couple more years to brace for the hit. Districts with increasing enrollment were unable to adjust WITHOUT significantly impacting their LOB, and even then not all districts were able to increase their LOB enough to make an impact. We were not able to add positions that we lost through attrition. We cut nearly $1 million from our operating budget, yet still raised our Mill levy to just over 70 mills in 2016-2017. Maintenance was deferred and we are struggling to address those needs.
Decile 10	The block grant per pupil funding was not adequate to fund the programs and recruit and retain quality employees.
Decile 6	We did not lose money on the block grant so our school operated as status quo. The lost supplemental general fund state aid was maintained with an increase in property taxes but was not a big deal since we have a very low LOB tax rate.
Decile 6	It made it difficult to do any long-term planning. It probably did not hurt our bottom line since we dropped a bit in enrollment during that time, but we knew that it was short-term.
Decile 5	Facing a decline in enrollment, the block grant locked us in at a given budget which allowed us to better manage expenditures for two years. Going off the block grant, additional dollars were put into the budget from the state which gave us a slight increase to our budget. Making the reductions in the district with staff and combining buildings, helped curve our expenditures to focus more on needs rather than wants. More dollars have been able to be put into classroom updates, curriculum updates, technology, adding a new kitchen, purchasing new buses and school vehicles, providing salary increases, and making the general maintenance repairs that were needed.
Decile 5	Equalized with no growth and deferred maintenance was stagnant
Decile 5	Block grants limited our ability to keep pace with the CPI for teacher and staff salary and benefits. Chiefly, health insurance.
Decile 5	Due to a small decline in enrollment, we were able to slightly grow our capital outlay budget. (We held onto funds due to uncertainty of further cuts to the state budget.) Beginning this year, we are addressing some our roof issues, replacing worn out busses and vans, replacing worn out carpet in classrooms, and trying to address other major facility issues that have been put off.
Decile 1	The district operational costs increased while funding levels did not. The district had to offset those costs increases. We differed maintenance, reduced staff, and tried to maintain student offerings, instead of making improvements and upgrades.
Decile 1	We had no way to maneuver to increase funding with increase in enrollment.
Decile 1	It did not allow us to address our needs--state funding was cut 40 Million and then set for the Block Grant. This put our District on a pattern of maintaining, not advancing. We are only now starting to see a change in educational funding.

Appendix L - Themes and Perceptions from Interviews Conducted with Target School Districts

Connections with Block Grant Funding	
Student Performance	
Graduation Rates	
Couldn't serve kids in manner needed	Decile 1
No connection with block grant	Decile 1
Increased graduation rate attributed to credit recovery changes made prior to block grant	Decile 1
No connection with block grant	Decile 10
No connection with block grant	Decile 6
No connection with block grant	Decile 5
No connection with block grant	Decile 10
Dropout Rates	
Small enough, we could address dropout rate	Decile 1
Unable to serve students as needed	Decile 1
Attribute dropout rates to cuts to community resources	Decile 1
No connection to block grant funding	Decile 1
No connection to block grant funding	Decile 10
No connection to block grant funding	Decile 6
No connection to block grant funding	Decile 5
No connection to block grant funding	Decile 10
Assessment Results	
Couldn’t hire the number of people needed for instruction	Decile 1
No connection to block grant	Decile 1

No connection to block grant	Decile 10
Increased class sizes could have impacted assessment results	Decile 10
No connection to block grant	Decile 6
Invalid state assessment results attributed to technology issues at that time	Decile 6
No connection to block grant	Decile 5
No connection to block grant	Decile 10
Operational Impact	
Curricular Offerings	
Couldn't increase offerings needed	Decile 1
Reduced offerings during that time	Decile 1
Programs reduced during that time	Decile 1
Counseling services cut	Decile 1
Administrative positions cut	Decile 1
No impact	Decile 10
No impact	Decile 6
No impact	Decile 5
Reduced offerings during that time (Foreign Language, FACS)	Decile 10
Facilities	
Deferred maintenance	Decile 1
Maintenance workers reduced	Decile 1
Unable to maintain aging buildings	Decile 1
No impact - Bond passed in 2014	Decile 10
No impact - Adjustments were made to increase mills for capital outlay (2.5 to 5.5mills)	Decile 6
Lost capital outlay state aid - Impacted technology, maintenance (building updates)	Decile 5
Lost over $250,000 capital outlay state aid at that time	Decile 5
Facilities is where block grant funding hurt us the worst	Decile 10

Roof rotation schedule, carpet replacement, update of summer work - Deferred during block	Decile 10
Atheltic facilities needed improvments before block and now much more expensive	Decile 10
Certified Employees	
Reduced teaching staff	Decile 1
Reduced counseling serives	Decile 1
Reduced an administrative position	Decile 1
Reduced teaching staff	Decile 1
Reduced Title I position	Decile 1
Remained the same	Decile 10
Remained the same	Decile 6
Reduced staff by two teaching positions	Decile 5
Reduced teaching staff in years leading up to block and during block	Decile 10
Reduced an administrative position	Decile 10
Classified Employees	
Decreased paraprofessionals	Decile 1
Able to maintain similar number of classified employees	Decile 1
Remained the same	Decile 10
Remained the same	Decile 6
Remained the same	Decile 5
Decreased instructional aides and paraprofessionals	Decile 10
Compensation	
Reduced reserves to fund salary schedule	Decile 1
Unable to increase salaries	Decile 1
No new money. Money for salaries was through attrition and not filling positions	Decile 1
Devastating effect - No ability to increase salaries	Decile 10

Contract days reduced during that time	Decile 10
Moved from 5-day calendar to 4-day calendar to offset inability to compensate better	Decile 10
Able to do very little - Honored salary schedule movement	Decile 6
Fell behind our neighboring districts over the block grant time	Decile 6
"This hurt. It's killing us." - Able to offer movement during block grant but couldn't keep pace	Decile 5
Lost a lot of ground on competitive edge during going into, through, and out of block grants	Decile 10
Maintained insurance during early part of block grant	Decile 10
KSEEA Funding (SY 2017-18)	
Educational Experience	
Unable to increase offerings. Funding still limited	Decile 1
CTE Programs increased (engineering, robotics)	Decile 1
Increased teacher salaries (4.2% - $1500 to base)	Decile 1
Increased professional development for the first time in a long time	Decile 10
Increased all employee salaries (5% increase)	Decile 10
Expand CTE Programs	Decile 6
Expand exploratory classes at middle school	Decile 6
Added 4-year pre-K at every elementary, all day, 10-months long	Decile 5
Added 2 social workers and 1 behavioral interventionist	Decile 5
Added AVID and a seconded section of JAG-K	Decile 5
Working to restore some of the lost positions before and during block grant	Decile 10
District Planning/Response to Needs	
Weren't able to respond to needs. Funding still limited.	Decile 1
Salary increases were significant needs	Decile 1
Roof to middle school ($190,000)	Decile 1
Added at-risk position for elementary	Decile 10
Added translator position	Decile 10

Invested in people - Salaries were a significant need	Decile 6
Added social workers and behavorial interventionist	Decile 5
Increased teacher salaries	Decile 5
Focused money toward employees	Decile 10
Added a Pre-K teacher	Decile 10
Added back Spanish offerings at high school	Decile 10
Employee Salaries	
Minimal increase to teacher salaries.	Decile 1
4.2% increase to teachers ($1500 to base)	Decile 1
40 cent increase to classified	Decile 1
2% increase to administrative staff	Decile 1
5% increase to all staff (certified, classified, administrative)	Decile 10
Additional bonuses for staff - Fall 2017 - $1000, $750, $250	Decile 10
4% increase for all staff (certified, classified, administrative)	Decile 6
4% increase for all staff (certified, classified, administrative)(2017-18)	Decile 5
6.8% increase for teachers (2018-19)	Decile 5
4.2% increase to all staff (2017-18)	Decile 10
3.22% increase to all staff (2018-19)	Decile 10
General Questions/Comments	
Community Changes	
No significant community changes	Decile 1
No significant community changes	Decile 1
Mobility of population and shifts due to industry leaving	Decile 1
Increasingly diverse - Hispanic/ESOL population is growing	Decile 10
Safety and security is a central concern in community - Active shooter situation	Decile 6
Much more diverse and poverty has increased - Challenges associated have increased	Decile 5

Colleagues with growing numbers suffered the most under block grants	Decile 5
Oil and natural gas declining	Decile 10
Farm commodities declining	Decile 10
Due to drop in assessed valuation taxes have increased substantially - 30 mills to 70 mills over 4-5 yrs	Decile 10
Population moving away/Migration due to industry leaving	Decile 10
Tax burden shifted from industry (oil/nat gas) to residential	Decile 10
Closure/Combining of Buildings	
No	Decile 1
Yes - Closed a building used by high school and moved classes to campus	Decile 1
No	Decile 10
No	Decile 6
No	Decile 5
Yes - Charter school moved to high school	Decile 10
General Comments	
Funding amount still inadequate coming out of block grants	Decile 1
Spent down reserves throughout block grants and into KSEEA	Decile 1
Block grants offset drop in enrollment	Decile 1
Reduced budget coming out of block grant funding	Decile 1
Looking into bond during 18-19 for facilities	Decile 1
Little maintenance done over three years	Decile 10
"Maintenance mode" during block grant funding - Salaries, facilities, curriculum	Decile 6
District lost students over the time of block grant funding, so better than it could have been	Decile 5
Helped and hurt by block grants	Decile 10
Hurt by blocks because district was locked in without state aid despite changes to demographics	Decile 10
Helped due to dropping enrollment	Decile 10
Oil and natural gas changes in region cut assessed valuation in half	Decile 10

Received extraordinary need fund aid in 2015-16 ($580,000) - Applied to LOB - Carried to SY 16-17	Decile 10
Supposed to receive extraordinary need fund aid in 2016-17 but did not receive it	Decile 10
Additional funding will likely be focused on compensation for existing staff - Recruitment/Retention	Decile 10