			,	Date
MINUTES OF THESENATE COM	MMITTEE ON	EDUCATIO	ON	•
The meeting was called to order by	SENATOR	JOSEPH C. Chairperson		at
1:30 E.Y n./p.m. onTUESDAY	, FEBRUARY 5	, 19_85	in room <u>254</u> –	E of the Capitol.
All members were present except:				

Approved February 6, 1985

Committee staff present:

Mr. Ben Barrett, Legislative Research Department

Ms. Avis Swartzman, Revisor's Office

Mrs. Millie Randell, Secretary

Conferees appearing before the committee:

SB 11 - State scholarship program, increase amount of awards; Re Proposal No. 33 (LEPC)

Proponents:

Mr. Bob Kelley, Executive Director, Kansas Independent College Assn.

Mr. Craig Grant, Director, Political Action, K-NEA Dr. Gene Kasper, Board of Regents, Director of Special Projects

Mark Tallman, Associated Students of Kansas

SB 53 - School districts, interlocal cooperation agreements (Education)

Proponents:

Ms. Connie Hubbell, State Board of Education, District 4, Topeka

Mr. Craig Grant, Director, Political Action, K-NEA

Dr. Bill Curtis, Asst. Exec. Director, KASB

Following a call to order by Chairman Joseph C. Harder, Sen. Arasmith moved that the Committee approve minutes of the meetings of Jan. 23 and Jan. 30. Senator Karr seconded the motion, and the motion carried.

The Chairman called the Committee's attention to two bills (Attachments 1, 2) which had been requested by the Board of Regents and referred to the Education Committee for possible introduction. The Chairman stated that one bill concerns educational institutions under the control and supervision of the State Board of Regents and the other bill relates to the Kansas Public Employees Retirement System and the Board of Regents. Senator Karr moved, and Senator Salisbury seconded the motion for the Committee to introduce the bills as requested by the Board of Regents and to have them rereferred to the Education Committee. The motion carried.

The Chairman then recognized $\underline{\text{Dr. Bill Curtis}}$ of KASB who requested a bill be introduced which, he said, is similar to one passed by the Education Committee in 1983 and which relates to the inclusion of an additional budget appeal for school districts. Senator Arasmith moved, and Senator Langworthy seconded a motion that the Committee introduce a bill as requested by KASB and that it be rereferred to the Committee. The motion carried.

When Senator Wint Winter, Jr. was recognized by the Chairman, Senator Winter requested that the Committee introduce a resolution similar to one, he said, which had been introduced in past years and encourages boards of education to institute life development education programs in schools. Senator Anderson moved and Senator Karr seconded a motion that the Committee introduce a resolution as requested by Senator Winter and that it be rereferred to the Committee. The motion carried.

The Chairman then reported that he had sent a letter (Attachment 3) relating to school bus drivers and maintenance supervisors of USD's to members of the Kansas Congressional delegation in Washington, D.C. and to the Governor as he had been directed to do by the Committee at a previous meeting. The Chairman said that he had also contacted the National Conference of State Legislatures regarding this problem and that the NCSL would alert the other states and keep us informed on the status of the situation.

CONTINUATION SHEET

MINUTES OF THE SENATE	COMMITTEE ON	EDUC	ATION		,
room 254-E, Statehouse, at 1:30) x ※略 ./p.m. on	TUESDAY,	FEBRUARY	5	, 19

 $\underline{\text{SB }11}$ - The Chairman then called upon $\underline{\text{Mr. Bob Kelley}}$ of the Kansas Independent College Association who testified as a proponent for SB 11. ($\underline{\text{Attach-ment }4}$)

Mr. Craig Grant, K-NEA, testified in support of SB 11 and described how the program can be beneficial by helping to keep students in Kansas. Mr. Grant said that the present \$500 is no longer sufficient enducement for retaining teacher candidates within the state.

Dr. Gene Kasper, Board of Regents, used comparative figures to illustrate how the amount of the scholarship award has remained constant since its inception in 1963 while tuition has increased dramatically. Dr. Kasper said that if a change in the amount of scholarship awards should be forthcoming, he would recommend that it commence in the fall of 1986, as scholarship awards for fiscal year 1985 are in the process of being completed, and funding for the 1986 fiscal year will not be known until the end of the current legislative session.

 $\underline{\text{Mr. Mark Tallman}}$, Associated Students of Kansas, was recognized by the Chair and testified in favor of SB 11. (Attachment 5)

SB 53 - Ms. Connie Hubbell, State Board member, testified in favor of SB 53, and her testimony is found in Attachment 6. In response to questions, Ms. Hubbell replied that approximately 15 or 16 cooperatives would possibly participate in the agreements as described in SB 53. In response to a request by Senator Anderson, Ms. Hubbell replied that she would obtain information as to a breakdown of employees by race, sex, and position held in the State Department of Education.

When the Chair recognized $\underline{\text{Mr. Craig Grant}}$, K-NEA, Mr. Grant testified that he is supportive of SB 53 and compared it to a similar bill of last year.

<u>Dr. Bill Curtis</u>, KASB, testified in support of SB 53 and explained that this bill would not waive any statutory requirements but that it would allow smaller schools to expand their services. Dr. Curtis said that although there has been disagreement among attorneys as to whether or not this bill is needed, there have been questions of legality of some interlocal agreements, and this causes some attorneys to feel the bill is necessary.

The Chairman then read a letter from Mr. Richard R. Connell, Secretary of the Schools for Quality Education, inviting Senate Education Committee members to its annual Legislative Banquet on Thursday, February 7. The Chairman requested replies to the secretary as soon as possible.

The Chairman adjourned the meeting.

SENATE EDUCATION COMMITTEE

TIME:	1:30 p.m.	PLACE:	254-E	DATE:	Tuesday,	February	5,	1985
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GUEST LIST

NAME	ADDRESS	<u>ORGANIZATION</u>
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SENATE EDUCATION COMMITTEE

TIME:	1:30 p.m.	PLACE:	254-E	DATE: Tuesday,	February 5, 198	85
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SENATE	BILL	NO.
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AN ACT concerning educational institutions under the control and supervision of the state board of regents; relating to the reduced-service program; amending K.S.A. 76-746 and repealing the existing section.

Be it enacted by the Legislature of the State of Kansas:

Section 1. K.S.A. 76-746 is hereby amended to read as follows: 76-746. The state board of regents is hereby authorized to develop and implement a reduced-service program for faculty members of educational institutions under the control supervision of the board in accordance with the provisions of this act. Subject to policies and procedures adopted by the state board of regents therefor, each educational institution may enter reduced-service agreements under this section with officers and employees of the institution who are faculty members unclassified service under the Kansas civil service act and who are at least 60 years of age but who are under 65 years of age. Reduced-service agreements shall provide that the faculty member shall accept an appointment in a position which is less than the faculty member's current appointment but which is at least 1/4time, and the educational institution shall pay on behalf of the faculty member (a) the amount specified by the Kansas state employees health care commission under K.S.A. 75-6508 amendments thereto as if the faculty member is serving under a full-time appointment as an educational employee of the institution and participating in the state health care benefits program to provide for such participation of the faculty member, and (b) the amount required to assist in the purchase of retirement annuities under K.S.A. 74-4925 and amendments thereto as if the faculty member is serving under a full-time appointment as an employee of the educational institution. For each faculty member who has entered into a reduced-service agreement with an educational institution under this section, the full-time equivalent salary, calculated as if the faculty member is serving under a full-time appointment as an employee of the educational institution, shall be utilized for the purposes of calculating the insured death benefit and the insured disability benefit under K.S.A. 74-4927 and amendments thereto and calculating final average salary as defined in subsection (17) of K.S.A. 74-4902 and amendments thereto.

- Sec. 2. K.S.A. 76-746 is hereby repealed.
- Sec. 3. This act shall take effect and be in force from and after its publication in the statute book.

AN ACT concerning the Kansas public employees retirement system and the board of regents; relating to purchase of retirement annuities; amending K.S.A. 1984 Supp. 74-4927a and repealing the existing section.

Be it enacted by the Legislature of the State of Kansas:

Section 1. K.S.A. 1984 Supp. 74-4927a is hereby amended to read as follows: 74-4927a. (1) For the purposes of providing the "insured death benefit" and "insured disability benefit" as prescribed in K.S.A. 74-4927 and amendments thereto to those members of the faculty and other persons employed by educational institutions under the management of the state board of regents as defined in paragraph (a) of subsection (1) of K.S.A. 74-4925 and amendments thereto, and who are receiving assistance in the purchase of retirement annuities as therein provided, the term "member" as used in K.S.A. 74-4927 and amendments thereto shall include the aforementioned members of the faculty and other persons employed by educational institutions under the management of the state board of regents and who are receiving such assistance.

- (2) Each institution under the state board of regents shall pay to the Kansas public employees retirement system in such manner as the board of trustees shall prescribe each payroll period an amount sufficient to pay the employer's contribution to the group insurance reserve as provided in K.S.A. 74-4927 and amendments thereto. Subsection (2) of K.S.A. 74-4932 and amendments thereto shall also apply in determining such contributions and benefits.
- (3) Each institution under the state board of regents shall maintain a file of the beneficiaries named by the persons covered

under the provisions of this act in the form and manner as prescribed by the board of trustees.

- (4) In the event that a member of the faculty or other person as herein defined becomes eligible for the insured disability benefit, the state board of regents shall continue to provide the assistance including the payment of employers and employees contributions in the purchase of the retirement annuities as provided in K.S.A. 74-4925 and amendments thereto, until the attainment-of-age-65-er-the-date-of-retirement; whichever-occurs-first member's right to receive such insured disability benefit ceases under the provisions of K.S.A. 74-4927 and amendments thereto.
- (5) On and after July 1, 1983, no person who becomes a member after the attainment of age 59 or older shall be eligible for death and long-term disability benefits.
 - Sec. 2. K.S.A. 1984 Supp. 74-4927a is hereby repealed.
- Sec. 3. This act shall take effect and be in force from and after its publication in the statute book.

JOSEPH C. HARDER SENATOR, IWENTY-FIFTH DISTRICT MOUNDRIDGE, KANSAS 67107



SENATE CHAMBER

February 1, 1985

COMMITTEE ASSIGNMENTS

CHAIRMAN EDUCATION
VICE CHAIRMAN WAYS AND MEANS
MEMBER COMMERCIAL AND FINANCIAL INSTITUTIONS
ORGANIZATION, CALENDAR, AND RULES
CONFIRMATIONS
JOINT COMMITTEE ON STATE
BUILDING CONSTRUCTION
JOINT COMMITTEE ON
EDUCATIONAL PLANNING

The Honorable Bob Dole United States Senate 141 Hart Senate Office Building Washington, D. C. 20510

Dear Senator Dole:

The Senate Education Committee, at its last meeting, discussed a proposed regulation recently published by the Internal Revenue Service.

One of the major problems brought to the Committee's attention is that the proposed regulation may require that a school bus driver who keeps the bus at his residence in order to save the school district money would be required to pay income tax on the commuting value. For example, we have a school district with a route that is approximately 20 miles in length. The school bus driver brings his personal car to the school district in the afternoon. Upon dismissal of school, the driver picks up the bus and delivers the students. At that point the bus driver is approximately 20 miles from school and 5 miles from his residence. The school district has chosen to require that the driver take the bus home in order to save bringing the bus back to the school. The next morning the driver reverses the route and picks up his personal car at the school.

We understand that in a case of this nature under the proposed regulation the school district would have to report the commuting value from the last student's residence to the bus driver's residence and from the bus driver's residence to the first pick-up point the following morning. This appears to be an unnecessary expense for the school district, very time consuming, and unfair to require a driver to pay income tax on the value of the service when it is for the convenience of the school district. The commuting value of most school buses will be \$1.00 per mile or more.

We also question the validity of requiring a maintenance supervisor who is required to be on call 24 hours per day to pay income tax on the commuting value of driving a school vehicle which contains his necessary tools. This type of employee is called out at night many times to repair leaks, replace broken windows, repair heating systems and other related matters.

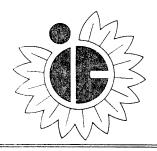
Page 2 February 1, 1985

It is the Committee's recommendation that the proposed regulation be amended to clarify or eliminate those areas that appear unreasonable as they relate to school districts. We would appreciate any assistance you can provide in getting the regulation changed before it becomes final.

Sincerely,

JOSEPH C. HARDER CHAIRMAN SENATE EDUCATION COMMITTEE STATE OF KANSAS

JCH:mr



KANSAS INDEPENDENT COLLEGE ASSOCIATION

Capitol Federal Building, Room 515, Topeka, Kansas 66603 Telephone (913) 235-9877

ROBERT N. KELLY, Executive Director

February 5, 1985

Testimony before the Senate Education Committee

The state scholarship program was originally enacted in 1963 with an appropriation of \$150,000 to accomplish two purposes:

- 1. Recognize outstanding Kansas high school graduates as state scholars.
- 2. Award significant scholarships to those scholars who had financial need so that they could attend the Kansas college of their choice.

Since 1963, the state scholarship appropriation has risen while the \$500 maximum has remained unchanged. The result is that the program is now a failure in achieving its objectives. First, too many students are designated as scholars, diluting its significance. The designation will be more meaningful and better publicized if it is viewed as truly an honor. Second, the \$500 award is inadequate in light of present-day costs. Superior financially needy students will need more than \$500 to induce them to remain in the state. In fact, in 1963, \$500 virtually covered tuition, fees, room, and board at a Regents university; the amount today totals almost \$4,000.

In short, we support SB 11 as a first step in revitalizing the state scholarship program through doubling the maximum, thereby limiting the number of scholars who are designated and providing a larger inducement for superior needy students to attend Kansas colleges.

ATTACHMENT 4 (2/5)



ASSOCIATED STUDENTS OF KANSAS

1700 College Topeka, Kansas 66621 (913) 354-1394

Statement by

MARK TALLMAN

ASSOCIATED STUDENTS OF KANSAS (ASK)

Before the

SENATE EDUCATION COMMITTEE

on

S.B. 11

An Act concerning the state scholarship program; aftecting the maximum amount of awards thereunder; amending K.S.A. 72-6812 and repealing the existing section.

February 5, 1985

Mr. Chairman, Members of the Senate Education Committee,

My name is Mark Tallman, and I am executive director of the Associated Students of Kansas, which represents the Student Government Associations of the public universities in Kansas, with a total enrollment of over 80,000. We appreciate the opportunity to discuss the issue of State Scholarship Programs with you today. The positions I will outline have been carefully considered by student delegates to our legislative assembly, and are also supported by members of the Student Advisory Committee to the Board of Regents.

In my remarks I will briefly discuss several concerns we have about the current State Scholarship Program, especially for those members who were not on the LEPC committee this summer. Second, I have some recent information on programs in other states around the nation. Finally, I will present our recommendations on these issues.

- There are several critical reasons for reviewing state student aid programs to expand their size and scope.
 - A. Chart I shows three trends in student aid, which over the past several years, have undercut the expansion in aid programs that occured in the late 1970's.
 - 1. "Working Students" Most student employees make minimum wage, which has not been increased since 1981. Because students are limited in the hours they can work, they have fallen far behind the increase in total college costs, which are now \$5,000 a year, even at public universities.
 - 2. "Aid to Needy Students" Under the Reagan Administration, federal aid to low income students has fallen relative to college costs. The chart shows the declining percentage of costs a Pell Grant pays; and this program has been treated better than other aid programs.
 - 3. "Student Loans" As a result, more and more students are turning to loans as the only remaining way to finance their education. Despite a required "needs test" for those with incomes over 30,000, borrowing rose by 25% in the last three years alone. If a student were forced to borrow up the program's limit, he or she would accumulate a debt of \$10,000 in four years, or \$12,500 in a five year program. Yet this would cover only half of estimated costs each year.
 - B. The federal student aid picture is likely to get worse before it gets better. The President's budget would eliminate all students with family incomes over 32,000 from the the Guaranteed Student Loan Program, students with incomes over 25,000 from Pell, National Direct Loans and even College Work-Study, and cap the maximum amount of federal aid at \$4,000. Our very rough estimates are that 4,000-5,000

Kansas students would be cut out. It remains to be seen how Congess treats these recommendations, but any increase is probably out of the question.

- II. There are major weaknesses in the current State Scholarship Program.
 - A. Weakness as a Merit Progam Awards are too small and limited to the those with need; so higher-income students receive "recognition," but no reward.
 - B. Weakness as an Incentive to stay in Kansas The maximum award is insignificant relative to college costs, and to the incentives offered by prestigious out-of-state schools. It is not even available to higher-income students. Kansas loses about two-thirds of its National Merit Scholars, and many do not return after college.
 - C. Weakness as a Needs Program As indicated above, college costs have risen rapidly; by about 50% since 1980. Yet this program is actually funded at a lower level than in 1980. The value of the maximum award has been similarly eroded. In 1981, tuition at KU, KSU and WSU was \$560 a year, only \$60 more than the maximum award. Next fall, their tuition will be \$990. At ESU, FHSU and PSU, tuition has more than doubled, from \$400 to \$830.
- III. Nationally, states are increasing spending on student aid, increasing award amounts, and initiating new programs to recognize and reward merit. (Source: 1985 Report, National Association of State Scholarship and Grant Programs.)
 - A. Spending is Up For need-based programs to assist students, spending by all states between FY84 and FY85 rose by 15.4%; in Kansas it rose only 3.8%. Forty-six states increased spending by more than Kansas; only three increased spending by less.
 - B. Average awards are up Nationally, the average award rose by \$100, from \$808 to \$909. In Kansas, State Scholarships remained fixed at \$500.
 - C. Merit Recognition Programs As Chart 2 shows, the number of states making awards based solely on merit nearly doubled in the past several years. Eight new programs have been added to the nine existing before 1983. There are now more merit-only programs than programs which combine need and merit, such as the state scholarship program. At least five additional states are considering new merit programs. Chart 3 shows the maximum awards offered by these programs; as you can see, Kansas is near the bottom.
- IV. Another area of significant growth we would call to your attention is that of Teacher Scholarship or Incentive Programs. We have identified 14 such programs, virtually all of which have been created since the "Nation At Risk" report called on special incentives to attract outstanding students into teaching. Most appear to be patterned like the program endorsed by the

1983 Special Committee on Education, with our recommendation. It would provide loans to students entering teaching, or specified teaching fields, that would be cancelled if the student did teach in Kansas for a specified number of years. Such loans would be made available on the basis of merit. We continue to believe such a program would provided considerable benefits to the state, and should be made part of the Kansas student aid "package."

V. Recommendations

- A. Increase the State Scholarship Program's maximum award as provided by SB 11. If necessary, amend the bill to make clear the new award should apply to entering freshmen, and that those already receiving the award may contine to renew under the same terms. Although we realise this committee does not deal with the fiscal aspect, we urge you to support on increase in this program of at least \$150,000, which would merely restore it to its previously highest level.
- B. Establish a Merit Program to reward students for academic achievement alone, such as the Regents' Distinguished Scholars Program. If this is not done, we would support awarding \$500 in State Scholarships on merit, with up to \$500 additional based on need. Although this falls short of our goals, it would be an improvement over the present system.
- C. Re-introduce a Teacher Scholarship/Loan Forgiveness Bill for consideration by the committee.
- D. Although we realize the funding by not be available for some or all of these initiatives, we still recommend their enactment. The level of funding can be addressed later in the session, or even next year.

Three Critical Issues in Student Aia

Student Wages Are Falling Compared to College Costs

The great majority of student vorkers on campus are earning only minimum wage, which has not intreased in five years. Universities also fimit the number of hours a student an work each week. As a result, students cannot increase their earnings to cover higher costs.

Even if a student worked 15 hours a week during school and 40 hours a week during vacation, he or she could only earn about \$3,000 a year. As the chart at right shows, college costs have risen from \$3,400 to \$5,000 during those same five years, increasing he gap between earnings and costs by ive times!

2. Aid to Needy Students Bas Lost Purchasing Power

Although Congress has rejected 'resident Reagan's repeated calls for evere cuts in student aid spending, acreases in these programs have been ery modest and have not kept up with college costs.

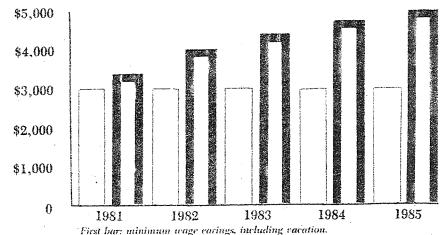
An example is the Pell Grant rogram, the basic student aid grant or the most needy undergraduates. It is the chart at right illustrates, the naxmimum Pell Grant covered up to 0 percent of average college costs in 1979. By 1983, the percentage had propped to 30 percent. Other student aid spending was reduced even urther.

3. Student Loan Borrowing Has Reached Dangerous Levels

Because college costs have risen so capidly while salaries are frozen and other forms of student aid are declining in real terms, students have been forced to turn more and more to the ngle federal entitlement for student id: Guaranteed Student Loans. As he chart shows, total amount of student borrowing has increased sharply over the past five years.

Even borrowing has its limits, however; the maximum GSL is 12,500, which is only half of expected college costs. But a student who borrows the maximum amount could graduate owing \$10,000 for four years of school.

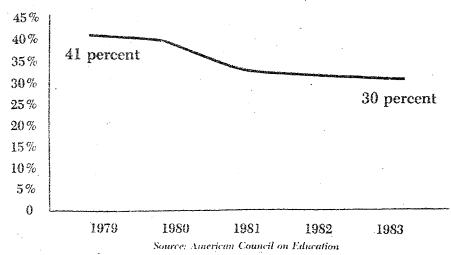
College costs outpace minimum wage earnings.



Second bar: total estimated costs for a full-time, on-campus Kansas resident.

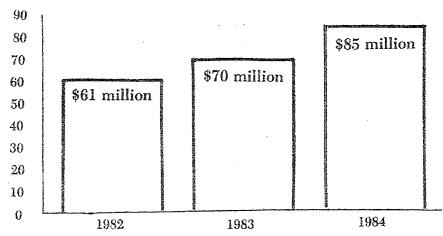
Pell Grants pay less.

(Maximum Pell Grant as percentage of college costs)



Student borrowing up 25% in three years.

(In millions of net dollars in student loans)



Source: Higher Education Assistance Foundation

		Merit Only Programs			
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\$300 \$3500 \$2500 \$2000 \$1500 \$500 \$1000 NEED ONLY Virginia Arkansas Washington Idaho Massachusetts Delaware Ohio Maryland Alabama Illinois Indiana Louisiana NEED AND MERIT Minnesota Maryland Connecticut Louisiana Rhode Island West Virginia Michigan New Hamoshire Oregon Iowa Arkansas Kansas New Jersey

TEACHER EDUCATION PROGRAMS IN OTHER STATES

ALASKA -- new program created

ARKANSAS -- Math/Science Loan
Teacher and Administrator Loan Program

CONNECTICUT -- Teacher Incentive Loan Program

FLORIDA -- Critical Teacher Shortage Scholarships and Loans

MARYLAND -- Teacher Education in Critical Shortage Areas Teacher Education for Distinguished Scholars

MASSACHUSEITS -- new program created

NEW YORK -- Empire State Scholarship for Training Teachers in Math and Science

NORTH CAROLINA -- Teacher Scholarship/Loans

PENNSYLVANIA -- Scholars in Education Awards

SOUTH CAROLINA -- Teacher Loan Program

TENNESSEE -- Teacher Loan/Scholarship Program

TEXAS -- Teacher Education Loan Program

VERMONI -- Math/Science Loan Cancellation

WASHINGTON -- Math/Science Education Loan Program

WEST VIRGINIA -- considering a scholarship/loan forgiveness program

Kansas State Department of Education

Kansas State Education Building

120 East 10th Street Topeka, Kansas 66612

February 5, 1985

TO:

Senate Education Committee

FROM:

Connie Hubbell, State Board of Education

SUBJECT:

1985 Senate Bill 53

My name is Connie Hubbell, a member of the State Board of Education from Topeka.

Senate Bill 53 permits interlocals to provide the same services currently authorized for unified school districts except for the levying of taxes.

The current law authorizes interlocals to provide educational services in the areas of special education, vocational education, career education, bilingual education, media services, curriculum development, and inservice training.

Some of the interlocals have indicated an interest in providing additional services such as sharing of teachers in the areas of math, science, and foreign languages.

The final decision on participation in an interlocal is left to the local boards of education.

The State Board believes that this bill would prove beneficial to many of our smaller districts and improve the quality of educational services.