

Approved: 2-3-94
Date

MINUTES OF THE HOUSE COMMITTEE ON EDUCATION.

The meeting was called to order by Chairperson Duane Goossen at 3:30 p.m. on January 26, 1994 in Room 519-S of the Capitol.

All members were present except: Representative Pettey (excused)

Committee staff present: Ben Barrett, Legislative Research Department
Avis Swartzman, Revisor of Statutes
Lois Thompson, Committee Secretary

Conferees appearing before the committee: Fred Logan, Trustee Johnson County JC
Senator Bill Brady
Luanna Burress, Executive Officer,
Sedgwick County
Bob Burch, Trustee, Butler County Community
College
Craig Grant, KNEA
Connie Hubbell, Leg. Coordinator for
State Bd. of Education
Dr. Hugh Thompson, President Washburn U
Christy Young, Greater Topeka Chamber of C.
Lee Conaway, farmer, Shawnee County
Whitney Damron, McGill & Associates for
Coffey County
Beverly Bradley, Kansas Assoc. of Counties

Others attending: See attached list

The State Board of Education requested introduction of **HB 2767** pertaining to school records. Representative Empson moved and Representative Majure seconded a motion to introduce **HB 2767**. Motion carried.

Fred Logan, Vice Chairman of the Board of Trustees of the Johnson County Community College and a member of the Task Force on the Funding of Community Colleges and the Kansas Postsecondary and Technical Training System was the first speaker in support of **HB 2567**. (Attachment 1)

The floor was open to questions by the Committee.

The co-chairperson of the Task Force was Senator Bill Brady appearing as the second speaker in support of the bill. (Attachment 2)

Luanna Burress presented the written testimony of Commissioner Bill Hancock, Sedgwick County Commission in support of the bill with minor reservations. His concern is that **HB 2567** does increase the demand on Sedgwick County property owners. Sedgwick County could experience a .69 mill increase over a one year period due to state funding of community colleges. (Attachment 3)

Bob Burch, elected trustee of Butler County Community College Board, spoke in favor of **HB 2567**. He sees **HB 2567** as a decision point for the state of Kansas. Like any other legislation, it is not perfect, but all Kansas community colleges agree it will allow our schools to help all of the state in improving its economy. (Attachment 4)

Craig Grant, speaking in behalf of Kansas NEA, stated elimination of out-district tuition would alleviate the tension which exists around out-district tuition. KNEA believes all citizens of Kansas benefit from quality community colleges in Kansas. Kansas NEA supports **HB 2567**. (Attachment 5)

Connie Hubbell, representing the Kansas State Board of Education, spoke in support of **HB 2567**. The State Board of Education supports the Task Force recommendations and feels it is time to quit studying and implement a new community college funding plan which will have a positive effect on business and industry, as well as, education for students particularly in the vocational skill training areas. (Attachment 6)

CONTINUATION SHEET

MINUTES OF HOUSE EDUCATION COMMITTEE, meeting January 26, 1994, at 3:30 p.m. in Room 519-S, Statehouse.

Dr. Hugh L. Thompson, President of Washburn University, addressed the aspects of **HB 2567** which directly impact Washburn University. He feels because of Washburn's unique funding and governance relationship to the state, passage of **HB 2567** in its current form may have unintended and adverse impacts on Washburn University. (Attachment 7)

Christy Young, Vice President, Governmental Relations for the Greater Topeka Chamber of Commerce, addressed some concerns the Topeka Chamber has with **HB 2567**. (1) Out-district tuition payments would be eliminated for community colleges, but not for Washburn University, and the dollars to replace these funds would come from the community college finance fund supported by a statewide 1.5 mill levy. The Topeka Chamber of Commerce has for a number of years supported Washburn University's entrance into the Regents' system. Although not ecstatic about the continuation of the 18 mills that Topeka currently pays to support Washburn, in addition to baccalaureate, graduate, and professional education, Washburn fulfills many of the functions of a community college in Topeka. The Topeka Chamber of Commerce is concerned with the lack of equity **HB 2567** grants Topeka citizens. The Topeka Chamber of Commerce respectfully requests that **HB 2567** be amended to reflect these changes. (Attachment 8)

Lee Conaway, a farmer, also representing Shawnee County Farm Bureau as its President, is in opposition to **HB 2567** because of the proposed 1.5 mills on all taxable tangible property in every country. (Attachment 9)

Whitney Damron of Pete McGill and Associates on behalf of Coffey County and the Coffey County Commission spoke in opposition to **HB 2567**. Coffey County strongly opposes the implementation of a 1.5 mill levy as set forth in New Section 21 of the bill. It is the position of the County that the current system of funding is equitable and provides for payment by the counties whose residents use the community colleges. Also they find it fundamentally important that counties without a community college will not be given any oversight or control regarding how such funds are spent nor how the schools are operated. This is in fact, taxation without representation. (Attachment 10)

Bev Bradley, Deputy Executive Director of Kansas Association of Counties, stated many officials from their member counties applaud the task force and their work to change the funding mechanism of community colleges. However, their convention adopted a legislative platform opposing statewide property tax levies. The platform states, "The Kansas Association of Counties believes that property tax revenues are the foundation of a county's ability to provide services to county constituents. They believe the state should not be competing with local governments for property tax revenue, therefore they oppose this portion of **HB 2567**." (Attachment 11)

Mayor Butch Felker, City of Topeka, sent written testimony in support of the concerns raised by Washburn University over the adverse consequences for Topeka taxpayers from the financing mechanism proposed in **HB 2567**. While the City has no formal position on the basic proposal of this bill--to create a state community college finance fund--the City of Topeka does object to the adverse and unfair impact the bill would have on Topeka property taxpayers. (Attachment 12)

The floor was opened to questions by the committee members.

Legislative Research provided Preliminary Recommendations of the Task Force on Funding of Community Colleges and the Kansas Postsecondary Vocational and Technical Training System (11-18-93) (Attachment 13)

The chair announced there would be a continuance of one week on hearings of this bill. Dr. Eddie Estes, Co-chair of the Task Force on Funding of Community Colleges and the Kansas PostSecondary Vocational and Technical System will be present on February 2nd to explain the mechanics of this bill.

The meeting was adjourned at 5:00 p.m.

The next scheduled meeting of the House Education Committee will be Thursday, January 27, 1994 in Room 519-S.

GUEST LIST

Committee: Education

Date: 1-26

[illegible]

REMARKS OF FRED LOGAN, VICE CHAIRMAN OF
THE BOARD OF TRUSTEES OF THE JOHNSON COUNTY COMMUNITY COLLEGE
AND MEMBER OF THE TASK FORCE ON THE FUNDING
OF COMMUNITY COLLEGES AND THE KANSAS POSTSECONDARY AND
TECHNICAL TRAINING SYSTEM

Hearing Before the House Committee on Education
on House Bill 2567

January 26, 1994

INTRODUCTION

I am pleased to testify in support of HB 2567 in the form introduced by the Legislative Educational Planning Committee.

This bill is the product of a very careful and exhaustive study of funding issues confronting community colleges and area vocational technical schools. While I support the recommendations in the bill dealing with area vocational technical schools, my comments will be focused on community colleges.

THE POLICY BACKGROUND

Any discussion of community colleges in this state must necessarily begin with a recognition that state government contributes a relatively small percentage - 22% - of community college funds. The Task Force undertook a study of community college funding throughout the United States and learned that the 22% share of community college funding provided by the state of Kansas lags considerably behind many states. Community colleges in Kansas, then, have been and, given constrained state resources, will continue to be primarily local rather than state institutions. Make no mistake, however - they are institutions that are attracting students from all over the state of Kansas. In terms of usage, community colleges have extremely broad support across the entire state. The state of Kansas has an interest in promoting work force training and life-long learning. The best way for the state to promote that interest is by making a greater investment in community colleges.

The low level of state aid for community colleges is somewhat ironic. While state credit hour aid to community colleges has declined in recent years, enrollments in community colleges have continued to increase, sometimes dramatically. Kansas citizens have, in essence, voted for community colleges with their enrollments. State public policy has been slow to recognize this.

The Task Force report carefully balanced these policy considerations. That balance is reflected in HB 2567.

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THE HIGHLIGHTS OF THE LEGISLATION

I will not review in detail the provisions of the bill. I do, however, want to comment on the highlights of the bill with respect to community colleges.

OUT-DISTRICT TUITION. The legislation calls for the elimination of county out-district tuition, with each county then being required to impose a 1.5 mill property tax levy. Proceeds from the levy would be used to fund community colleges on an out-district formula. In those counties in which there is a community college, the proceeds from the levy would remain in the community college districts.

This is a very thorny issue. Out-district tuition already recognizes that every county in the state that sends a student to a community college in another county has a stake in providing some funds for that student's education. We need to be perfectly blunt. There is no demand among the citizens of Kansas for a change in the present out-district tuition system. However, the present system is very controversial among some boards of county commissioners. The testimony that we heard from commissioners indicated concern with their lack of ability to plan their budgets because of the ostensibly uncertain nature of out-district tuition.

The reform proposal in the legislation recognizes that every county has a stake in providing funds for community colleges. It does not make sense for that burden to fall on only 18 counties when students from all 105 counties are attending the 19 community colleges. The legislation provides certainty while retaining the out-district funding concept, which has considerable merit. It is also critical that the bill calls for the community college counties to retain the 1.5 mills levied in their counties. This will afford them the opportunity to provide property tax relief or set the proceeds of the mill levy off against other areas of the college's budget. In Johnson County, our board of trustees has already adopted a resolution that states that the 1.5 mill levy, if adopted, would be set off against other areas of the college's budget and would not be used as a tax increase.

CREDIT HOUR AID. The legislation calls for an increase in the credit hour state aid rate from \$28 to \$30 for academic hours, from \$42 and \$56 to \$60 for vocational hours and from \$24 to \$50 for out-district hours.

I believe that one of the most important policy aspects of the Task Force report, and of this legislation, is that it strongly reaffirms that credit hour aid is the most appropriate way for the state to provide funding to community colleges. Every college

benefits. Credit hour aid is cost-based. Credit hour aid promotes work force training, life-long learning, and economic development throughout the state by funding enrollment growth. I urge the committee to give this proposal the most careful consideration.

USE OF ECONOMIC DEVELOPMENT INITIATIVE FUNDS. The reforms called for in this legislation would be funded in part with the use of funds from the economic development initiative fund.

If the goal of the state of Kansas is to promote work force training, life-long learning, and economic development, does it not make sense to allocate resources from EDIF to fund community colleges? This has never been done.

Is it not time for the state to stick its money where its mouth is? This legislature has received numerous reports in the last four or five years from people such as Charles Warren of Kansas, Inc. and Anthony Redwood on the important roles community colleges play in the area of work force training and economic development. The legislation calls for a modest investment in community colleges out of EDIF monies. It is an excellent investment for the state to make.

INCREASE IN MINIMUM TUITION RATES, ELIMINATION OF MAXIMUM TUITION RATE. This legislation calls for an increase in minimum tuition rates. It also calls for an elimination of the maximum tuition rate.

Once the legislature has established reasonable minimum tuition rates, it makes sense for local boards of trustees to be able to determine what it costs to provide a quality education and what portion of the cost of providing that quality education should be borne by students. That is in the best interests of the community colleges and of the state.

CONCLUSION

The state can and should do a better job in providing funding for community colleges. The recommendations contained in HB 2567, if enacted, would, for a relatively small fiscal investment, greatly strengthen all community colleges and, at the same time, enhance educational opportunities for all Kansans.

State of Kansas
Senate Chamber

BILL BRADY
SENATOR, FOURTEENTH DISTRICT
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COMMITTEES:
ELECTIONS
CONGRESSIONAL & LEGISLATIVE
APPORTIONMENT & GOVERNMENTAL
STANDARDS
JOINT COMMITTEE ON COMPUTERS
& TELECOMMUNICATIONS
JOINT COMMITTEE ON SPECIAL CLAIMS
AGAINST THE STATE
JUDICIARY
TRANSPORTATION & UTILITIES
WAYS AND MEANS
KPERS COMMISSION

TOPEKA, JANUARY 26, 1994

TESTIMONY IN SUPPORT OF HB 2567

THANK YOU, CHAIRMAN GOOSSEN AND MEMBERS OF THE HOUSE EDUCATION COMMITTEE FOR PROVIDING ME THE OPPORTUNITY TO TESTIFY IN FAVOR OF HB 2567. THE TASK FORCE WHICH BRINGS YOU THIS RECOMMENDATION HAD A DIFFICULT JOB. APPROXIMATELY TWENTY PROPOSALS BEFORE THIS ONE HAS BEEN RECOMMENDED, BUT THEN NOT APPROVED BY THE LEGISLATURE. HOW IS THIS ONE DIFFERENT? THIS PROPOSAL IS PERHAPS LESS REVOLUTIONARY, LESS AMBITIOUS THAN MOST OF THE PLANS BEFORE IT. IF YOU CHOOSE TO ADOPT IT, YOU WILL, IN FACT, ADDRESS THE KEY QUESTION THE TASK FORCE WRESTLED WITH THIS SUMMER; SHOULD WE SUPPORT FINANCIALLY THE EXPANDING ROLE COMMUNITY COLLEGES ARE PLAYING IN HIGHER EDUCATION IN KANSAS. IN COMPARING SHEER NUMBERS BETWEEN THE REGENTS SYSTEM AND THE COMMUNITY

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COLLEGE SYSTEM, WE SEE OF THE APPROXIMATELY 144,000 PEOPLE ATTENDING THOSE TWO SYSTEMS, 42% ATTEND COMMUNITY COLLEGES. YET, COMMUNITY COLLEGES RECEIVE AROUND 15% THE TOTAL STATE GENERAL FUNDS. IT IS ALSO INTERESTING TO NOTE THE TREMENDOUS GROWTH IN NUMBER FOR COMMUNITY COLLEGES. IN 1977, COMMUNITY COLLEGES HEADCOUNT COMPOSED 33% OF THE TOTAL.

	REGENTS	COMMUNITY COLLEGES
1977 - HEAD COUNT	61,773	29,487
1992 - HEAD COUNT	83,628	61,487

PLEASE DO NOT MISUNDERSTAND WHAT I AM SAYING. I AM NOT ADVOCATING A REDUCTION AWAY FROM THE REGENTS TO COMMUNITY COLLEGES; BUT RATHER THE FIGURES SIMPLY SERVE TO ILLUSTRATE THERE IS GROWING USAGE AT COMMUNITY COLLEGES BY KANSAS CITIZENS, AND NO ONE IS PREDICTING ANYTHING DIFFERENT IN THE FORESEEABLE FUTURE.

ADOPTION OF HB2567 WOULD MEAN IN FY 1995 AN INCREASE OF ABOUT 14.1 MILLION DOLLARS STATE REVENUES FOR THE COMMUNITY COLLEGE SYSTEM AND 3.6 MILLION FOR VOC TECH SCHOOLS (2.1 MILLION, POST SECONDARY AID AND 1.5 MILLION, CAPITAL OUTLAY AID). THE TASK FORCE DEVELOPED A PLAN TO FUND THE NEED WE DETERMINED. THIS IS PERHAPS THE MAJOR DIFFERENCE BETWEEN THE PLAN YOU HAVE BEFORE

YOU AND MANY OF THOSE PRESENTED IN THE PAST. NO DOUBT THE FUNDING PLAN WILL BE HOTLY DEBATED. HOPEFULLY, THE NEED FOR A PLAN WILL NOT BE.

MUCH HAS BEEN SAID ABOUT THE LARGE NUMBER OF INSTITUTIONS, REGENTS, COMMUNITY COLLEGES AND VOCATIONAL TECHNICAL SCHOOLS WITHIN THE STATE OF KANSAS. PERHAPS WE DO HAVE TOO MANY BUILDINGS. MY GUESS WE COULD SIT HERE AND DEBATE THAT ONE FOR A LONG TIME. WE SHOULD INSTEAD DETERMINE HOW WE CAN BETTER UTILIZE OUR EXISTING INSTITUTIONS TO ASSIST US WITH JOB TRAINING AND RETRAINING EFFORTS THAT WE KNOW ARE CRUCIAL TO MAINTAINING A SOUND ECONOMY INTO THE NEXT CENTURY. THE COMMUNITY COLLEGE/ VOCATIONAL EDUCATION SCHOOL SYSTEM IS STRUGGLING. PASSAGE OF HB2567 WILL SOLIDIFY THE ROLE EACH OF THESE INSTITUTIONS PLAY IN OUR HIGHER EDUCATION SYSTEM. ABSENT THIS INITIATIVE OR SOME OTHER ONE, THIS SYSTEM WILL NOT SURVIVE AS WE KNOW IT TODAY. ONCE THIS SYSTEM BEGINS TO CRUMBLE, OUR ABILITY TO REMEDY IT WILL BE DRASTICALLY REDUCED. MANY WITHIN THE COMMUNITY/COLLEGE VOCATIONAL SCHOOL SYSTEM EXPECTED THE TASK FORCE TO GO MUCH FARTHER IN ITS FINANCIAL RECOMMENDATIONS. HB 2567 IS FAIR AND IT

MEETS THE NEED WITHOUT ASKING OTHER AREAS OF STATE GOVERNMENT
TO DO WITHOUT IN ORDER TO IMPLEMENT IT.

THANK YOU,

BILL BRADY,
STATE SENATOR
FOURTEENTH DISTRICT

House Education Committee

House Bill 2567

Testimony of Commissioner Bill Hancock
Sedgwick County Commissioner, District Two

January 26, 1994

Chairman Goossen and members of the Committee, I am Commissioner Bill Hancock. I am speaking on behalf of the Sedgwick County Commission. Thank you for the opportunity to appear before you.

Post secondary education in the state of Kansas remains one of the most important elements of our state that contributes to the quality of life we enjoy now and in the future. We, in Sedgwick County, are blessed with a number of quality universities, including The Wichita State University. While no community colleges make their home in Sedgwick County, the people of our County recognize the important contribution community colleges make to the state and our county. Moreover, the Sedgwick County Commission understands that without diversity in our higher educational system, including quality community colleges, Sedgwick County stands to lose along with the entire state. The Sedgwick County Commission supports HB 2567 with minor reservations.

Budgetary concerns in Sedgwick County have increased over the last five years including the funding to community colleges for Sedgwick County students. We have witnessed a growth from \$1,108,068 in 1990 to \$1,827,556 in 1994. The 1994 budget for community college tuition translates into .810 mills.

Because of increased demands, Sedgwick County recognizes the need for verifiable accounting procedures among those community colleges submitting statements for payment. The question that arose highlighted the need for change in funding for out-of-district students. The conclusion is to alter the current systems with a focus on equity for all counties while retaining the integrity of all our community colleges.

House Bill 2567 does much to improve the community college funding system in our state; but does increase the demand on Sedgwick County property owners. Assuming the proposed funding mechanism in HB 2567 was in place for 1994, Sedgwick County would have seen its out-of-district tuition budget rise from \$1,827,556 to \$3,212,254 based on the 1993 assessment for the 1994 Budget. It is estimated that Sedgwick County would have reached this level of funding in

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1999 based on current growth levels. While the Sedgwick County Commission recognizes inevitable growth in out-of-district tuition, it should be understood that property owners in Sedgwick County could experience a .69 mill increase over a one year period due to state funding of community colleges.

Certainly, House Bill 2567 does create a degree of equity for Kansas property owners. However, it does place an added immediate burden on Sedgwick County property taxpayers.

Local government relies on the property tax as its largest and only controllable source of funding. With County government having responsibility for collection and distribution of local property taxes to the various taxing districts as well as the State of Kansas, it is often viewed as responsible for all property taxes in their respective counties whether deserved or not. The Sedgwick County Commission has concerns that future state property tax will be attributed by taxpayers to county government, and that state government will continue to utilize the property tax as an expanded source of revenue to fund state budgets.

The Sedgwick County Commission finds that state funding of technical schools especially appealing. With the large manufacturing base in Sedgwick County, technical training will continue to play a large role in supplying our manufacturers with quality employees. The entire state of Kansas will benefit from improved technical schools by giving to our young adults, and in many cases, older adults, the opportunity to train, and become eligible for higher paying manufacturing jobs. It is recognized that the overall importance of technical training in the state of Kansas is long overdue.

House Bill 2567 is an important first step toward improving the educational quality in the state of Kansas. Not every high school graduate desires to attend a four-year college or university, nor should they. Every citizen of our state should have the opportunity to achieve their full potential by recognizing their personal and career needs, and having the opportunity through diversity of education, to reach that potential.

I respectfully thank you for this opportunity to present comments on House Bill 2567.

TESTIMONY TO HOUSE
Committee on Education
RE: HB 2567
Robert Burch
January 26, 1994

I am Bob Burch, an elected trustee to the Butler County Community College Board. Today I would like to testify in favor of HB 2567.

Last fall over 60 trustees representing all 19 Kansas community colleges voted unanimously to support the findings of the Task Force on Funding of Community Colleges. The 19 community colleges continue to support the legislation coming from the work of that Task Force.

Many trustees, including myself, and other community college officials, worked closely with the Task Force in hammering out their findings. We recognize that several aspects of the legislation as presented in HB 2567 are controversial and will be hard to get passed. However, we pledge the support of the community colleges, especially the support of the elected trustees for three reasons:

1. First and foremost, the proposed legislation recognizes that the community colleges, with an enrollment of over 80,000 Kansans, are a statewide resource and should be supported that way.

2. Second, HB 2567 reverses the recent trend in decreasing state aid for community colleges. As the demand for statewide community college services has grown, especially from businesses and industries, the per semester support has dropped from over \$31 four years ago to less than \$27 in 1993-1994. This diminished support has put tremendous pressure on local taxpayers from the 18 counties which provide the bulk of the financial support for community colleges. Community colleges statewide receive approximately 28% of their budget from the state while the Regent schools receive approximately 68%. The community colleges are providing statewide educational resources principally funded by 18 local counties.

3. Finally, the legislation recognizes the very important role community colleges are playing in the economic development of the state. Butler County Community College, like all the other community colleges in the state, works hand in hand with local Chambers, the Kansas Cavalry, Kansas, Inc. and all the other agencies seeking new business and

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industry for Kansas. Probably even more important is that the flexibility and aggressiveness of community colleges have made them the institutions of choice for a rapidly growing percentage of business training and the training and retraining of the labor force.

Mr. Chairman, members of the committee, all 19 community colleges in the state see HB 2567 as a decision point for the state of Kansas. Like any other legislation, it is not perfect but all Kansas community colleges agree it will allow our schools to help all of the state in improving its economy. Without this bill or something very much like it, the downward spiral of services and support to Kansas will increase, especially to the areas of the state which need it the most.

All 19 community colleges stand ready to support this committee in getting HB 2567 passed. Thank you very much for your time and interest.



KANSAS NATIONAL EDUCATION ASSOCIATION / 715 W. 10TH STREET / TOPEKA, KANSAS 66612-1686

Craig Grant Testimony Before
House Education Committee
Thursday, January 27, 1994

Thank you, Mr. Chairman. I am Craig Grant and I represent Kansas NEA. I appreciate this opportunity to visit with the committee about HB 2567, the bill which incorporates the community college funding changes recommended by the interim study on community college and vocational school funding.

We followed with interest the work of the interim study. We testified before the group and watched them struggle with finding a workable formula to fund community colleges. The committee worked hard and we believe came up with the best solution to the problems before them. We support their work and, as such, support HB 2567.

We realize that there is a change in philosophy in funding community colleges which makes community college funding more like K-12 funding. We think this makes sense; certainly elimination of out-district tuition would alleviate the tension which exists around out-district tuition.

We believe all citizens of Kansas benefit from quality community colleges in our state. We believe ^{HB 2567}~~SB 559~~ offers a good compromise as to how to fund that benefit.

Kansas NEA supports HB 2567. Thank you for listening to our concerns.

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Kansas State Board of Education

120 S.E. 10th Avenue, Topeka, Kansas 66612-1182

January 26, 1994

TO: House Education Committee

FROM: State Board of Education

SUBJECT: 1994 House Bill 2567

My name is Connie Hubbell, Legislative Coordinator of the State Board of Education. It is a pleasure for me to appear before this Committee on behalf of the State Board.

The State Board of Education has been very concerned about community college funding for several years. The Legislature, the State Board, and the Executive Branch of government has conducted many studies over the past few years. We believe that it is the appropriate time to adopt a new financing package for community colleges.


House Bill 2567 would eliminate many of the problems encountered by community colleges and county commissioners on the payment of out-district tuition. This issue has been to court on at least two occasions. The proposal in this bill would provide for an equal mill levy of 1.5 mills across the state for all counties and should eliminate those problems.

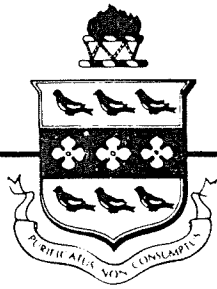
The second issue that has been a concern of the State Board is the disequalization in the funding of vocational credit hour state aid. Some community colleges associated with an area vocational-technical school receive 2 for 1 funding. Other community colleges receive 1.5 to 1 funding. House Bill 2567 will treat all approved vocational credit hours on a equal basis--2 for 1 funding. The State Board strong supports this equity and believes it will have a positive effect on business and industry as well as students.

During Fiscal Year 1994, the state aid percentage of the community college operating budget will be less than 30 percent. This has created mill levies in some community colleges as high as 36 mills which is excessive. The State Board supports the proposal to increase the minimum student tuition which is reasonable for students and the taxpayers.

The State Board of Education supports the Task Force recommendations and feels it is time to quit studying and implement a new community college funding plan which will have a positive effect on business and industry as well as education for students particularly in the vocational skill training areas.

Dale M. Dennis
Deputy/Assistant Commissioner
Division of Fiscal Services and Quality Control
(913) 296-3871
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WASHBURN UNIVERSITY

Washburn University
Topeka, Kansas 66621
Phone 913-231-1010

**Testimony to the House Committee on Education
January 26, 1994
House Bill 2567
Dr. Hugh L. Thompson, President
Washburn University**

Mr. Chairman, Members of the Committee:

I am appearing before you today to discuss those aspects of House Bill 2567 which directly impact Washburn University. Because of Washburn's unique funding and governance relationship to the state, passage of HB 2567 in its current form may have unintended and adverse impacts on Washburn University.

Washburn has been receiving state funds since 1961. From 1961 until 1991 these funds were provided to the University in a form identical to the provision of state funding for the community colleges. Beginning in 1991, Washburn's state funding has been administered by the office of the Kansas Board of Regents and has been provided in the form of an operating grant. However, Washburn has continued to receive out-district tuition payments from the other counties in the state and from the townships in Shawnee County outside the city of Topeka. Although Washburn has continued to receive these out-district tuition payments, it has not received a matching out-district state aid amount since 1991. Out-district tuition payments from the counties and townships currently amount to approximately \$600,000 per year.

Our concerns with HB 2567 center around the proposal to implement a 1.5 mill levy on each county in the state. For those counties with a community college, the levy can be used to pay a portion of the cost of operations and maintenance of such community colleges. In all other counties, these monies are to be paid into the Community College Finance Fund and used to provide financial support for the community colleges. This financial support will fund the proposed \$50 per credit hour payment for out-district state aid.

This attempt to equalize support across the state for our community colleges will have an adverse effect on Washburn University. Currently, Washburn University levies over 18 mills on the city of Topeka for support of its operations. In its current form, HB 2567 would impose an additional 1.5 mills on the city of Topeka for support of the Community College Finance Fund. Even though Washburn currently levies taxes in a manner similar to the community colleges in the state, it is treated differently under the provisions of this proposed legislation.

A second concern is that if HB 2567 were to pass in its current form, Washburn would be the only educational entity in the state continuing to receive out-district tuition payments from counties and, in our case, townships in Shawnee County outside our taxing district. As long as Washburn retains its current status as a municipal university, it does not seem appropriate to have it be the only educational entity in the state continuing to receive out-district tuition payments after they have been eliminated for all 19 community colleges and replaced with an increased out-district state aid amount.

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Therefore, if Washburn remains a municipal university and its current relationship to the state goes unchanged, it appears appropriate that under the provisions of this act relating to out-district aid and the imposition of a 1.5 mill levy, Washburn should be treated in a manner similar to a community college so that it would be eligible to receive out-district state aid and would not be required to impose an additional 1.5 mill levy on the city of Topeka.

You are aware of Washburn's efforts to become a state university under the control and supervision of the Kansas Board of Regents. Based upon the recommendations of the Governor and with the support of the Kansas Board of Regents, legislation will be brought forward this session to bring Washburn into the State System on July 1, 1997. A key element of this legislation is that Washburn will retain a 15 mill levy on the city for its operations and a 3 mill levy for its capital improvements for a total levy of 18 mills. This 18 mill local levy will be continued even as Washburn becomes a state university.

The rationale for the continuation of this levy is two-fold. First, this is an effort to reduce the cost of bringing Washburn into the state university system by recognizing the level of local financial support currently provided and its continuation into the future. Additionally, this levy is justified due to the fact that, in addition to its baccalaureate, graduate and law programs, Washburn also serves some of the functions of a community college through its 33 associate degree programs. We have recommended the continuation of this levy even though Washburn would become a state university because of its urban mission and the unique programming it provides to area residents.

If Washburn becomes a state university under the provisions we have outlined with an 18 mill local levy, passage of HB 2567 would impose an additional 1.5 mill levy on the City of Topeka. Although Wichita State University receives the benefit from a 1.5 mill levy on Sedgwick County, no Regents university relies on local taxes for a support of a significant portion of its operating budget. Washburn will be expected to continue to provide this local contribution even as a state university and given that it is justified in part due to Washburn's provision of programs similar to those offered at a community college, it seems inequitable to impose an additional 1.5 mill levy on the city of Topeka.

Therefore, if Washburn becomes a state university under the plan which is before the 1994 Legislature, it seems quite appropriate to exempt the University's taxing district from the provisions of this legislation requiring a 1.5 mill levy to support the Community College Finance Fund.

In conclusion, our concerns are based upon the need for fair and equitable treatment. If Washburn is not a state university and retains its unique municipal university status, then it would seem appropriate to have the University treated under the mill levy provisions and out-district state aid provisions in a manner similar to the state's 19 community colleges. If Washburn does become a state university, it seems appropriate and equitable to exempt the taxing district for the University from the imposition of the 1.5 mill levy as the citizens of Topeka are already contributing to Washburn's support as a state university with the dollar equivalent of 18 mills of local financial support. I hope you will be sensitive to the unique status of Washburn and its relationship to the State as you consider the provisions of HB 2567.

Greater Topeka
Chamber of Commerce
120 SE 6th Avenue, Suite 110
Topeka, Kansas 66603-3515
913/234-2644
Fax: 913/234-8656



House Education Committee

January 26, 1994

Testimony concerning HB 2567

By: Christy Young, Vice President, Governmental Relations
Greater Topeka Chamber of Commerce

Thank you for this opportunity to address some concerns the Topeka Chamber has with HB 2567. As we understand the bill, out-district tuition payments would be eliminated for community colleges, but not for Washburn University, and the dollars to replace these funds would come from the community college finance fund supported by a statewide 1.5 mill levy. Those counties with community colleges would not be required to levy this mill and a half because they are already supporting their community college with multiple mills.

The Topeka Chamber of Commerce has for a number of years supported and advocated Washburn University's entrance into the Regents' system. This year we have embraced the plan to bring Washburn in. Although we are not ecstatic about the continuation of the 18 mills that Topeka currently pays to support Washburn, we understand the need for compromise and approach the issue by agreeing that Washburn, in addition to baccalaureate, graduate, and professional education, also fulfills many of the functions of a community college in Topeka. Therefore, we have accepted the 18 mills as being educationally justified. We are, however, concerned with the lack of equity HB 2567 grants Topeka citizens.

Whether Washburn becomes a Regents' university or not, Topekans will be paying 18 mills of property tax to support Washburn, but according to current language in the bill, we would have to pay an additional 1.5 mills in property tax to the state for the community college finance fund, even though all other counties with a community college would be exempt. This is not equitable.

If Washburn does not become a Regent school, Washburn will have to continue to charge the unpopular out-district tuition, which will have been eliminated for all the community colleges. Wouldn't it be only fair to eliminate the out-district tuition for Washburn too?

The business community and residents of Topeka are only asking for fair, equitable treatment. We feel if we must continue to levy 18 mills to support Washburn, then we should not have to levy an additional 1.5 mills. And, if Washburn is not accepted into the Regents, Washburn's out-district tuition should also be eliminated, and Washburn should be treated in a manner similar to community colleges. We respectfully request that HB 2567 be amended to reflect these changes.

Thank you.

House Education
JAN. 26, 1994

Attachment 8

HOUSE COMMITTEE ON EDUCATION

HB 2567

JANUARY 26, 1994

My name is Lee Conaway and I live at 7327 NW Huxman Road, about 12 miles northwest of Topeka. I'm a farmer and also represent Shawnee County Farm Bureau as it's president.

I come here today to oppose House Bill 2567. As we all are taxed to a point of real concern, I believe the brakes need applying to any new taxes. As I understand it this bill, according to page 17 line 18, is a proposal of 1.5 mills on all taxable tangible property in every county. It would be added on to our present taxes. As this seems to me it is taxation without representation, I strongly urge that this bill not be allowed at this time.

Lee Conaway

*House Education
JAN. 26, 1994
Attachment 9*

**TESTIMONY
OF
WHITNEY DAMRON
OF
PETE MCGILL & ASSOCIATES
ON BEHALF OF
COFFEY COUNTY
AND THE
COFFEY COUNTY COMMISSION
PRESENTED BEFORE
THE HOUSE
EDUCATION COMMITTEE**

January 26, 1994

RE: HB 2567

*House Education
Jan. 26, 1994
Attachment 10*

Chairman Goossen and members of the House Education Committee, this testimony is respectfully submitted by Whitney Damron of Pete McGill & Associates on behalf of Coffey County and the Coffey County Commission in opposition to House Bill 2567.

Coffey County strongly opposes the implementation of a 1.5 mill levy as set forth in New Section 21 of the bill, beginning on page 17, line 18.

It is the position of the County that the current system of funding is equitable and provides for payment by the counties whose residents use the community colleges. Cities and counties, more than any political subdivision, bear the burden of federal and state mandates. A statewide mill levy tax for community colleges is no different than any other mandate legislated by a higher governmental authority and forced upon local units that have no recourse other than to pass it on to their citizenry. Counties trying to hold the line on property taxes are forced to add yet another tax increase on top of existing local obligations and priorities.

Perhaps as fundamentally important is the fact that counties without a community college will not be given any oversight or control regarding how such funds are spent nor how the schools are operated. In effect, taxation without representation.

Page Two

Throughout the 1993 session and already in the 1994 session we have seen legislation introduced which would require a vote of the people to increase property taxes, require state funding of state mandates, allow local units to exceed the aggregate tax levy for mandated programs, a repeal of a number of fund levy limits, require fiscal notes on certain legislative bills and rules and regulations as well as a host of other bills which clearly demonstrate local government's frustration with and opposition to any additional legislative mandates.

Host counties of community colleges reap a benefit from having an educational institution within their borders. With that also comes costs. We believe the present system adequately allows for compensation by counties whose citizens utilize the services of those educational institutions and would ask you to reject the implementation of yet another state mandated tax increase.

COFFEY COUNTY COMMISSION

Johnnie Sleezer, Chairman
Michael Beard
Melvin Cummings
William Knapp
Perry Powell



"Service to County Government"

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Executive Director

John T. Torbert, CAE

January 26, 1994

To: Representative Duane Goossen, Chairman
Members House Education Committee

From: Bev Bradley, Deputy Executive Director
Kansas Association of Counties

Re: HB 2567 Community College Funding

Mr. Chairman and members of the committee, thank you for the opportunity to testify today. I am Bev Bradley, from the Kansas Association of Counties.

Many officials from our member counties have long had concerns about the funding of Community Colleges, specifically the out district tuition which counties were required to pay. We applaud the task force and their work to **change** the funding mechanism of community colleges. We support reform of the community college out-district tuition payment system. However, our convention adopted legislative platform opposes statewide property tax levies. The platform states, "The Kansas Association of Counties believes that property tax revenues are the foundation of a county's ability to provide services to county constituents. Therefore, the Association is adamantly opposed to the imposition of any additional statewide property tax levies." This bill mandates the board of commissioners of each county to levy a tax of 1.5 mills upon all taxable tangible property in the county. We believe the state should not be competing with local governments for property tax revenue, therefore we oppose this portion of HB 2567.

House Education
JAN. 26, 1994
Attachment 11



CITY OF TOPEKA

Harry "Butch" Felker, Mayor
215 E. 7th Street Room 352
Topeka, Kansas 66603
Phone 913-295-3895
Fax Number 913-295-3850

**Testimony of Mayor Butch Felker
City of Topeka
to the
House Committee on Education
House Bill 2567
Community College Finance Fund
January 26, 1994**

I submit this testimony today, on behalf of the City Council and myself, in support of the concerns raised by Washburn University over the adverse consequences for Topeka taxpayers from the financing mechanism proposed in HB 2567.

Washburn University is an important asset not only to the citizens of Topeka but to all the citizens of Kansas. Topekans have made substantial financial contributions over the years in support of this valuable community resource. We expect to see some level of ongoing local financial support even after the University becomes part of the Regents system. That larger issue--Washburn becoming a state university--is one which the City supports, and looks forward to the 1994 Legislature taking up.

The City of Topeka agrees with the points raised by Washburn University in its written testimony on HB 2567 to this committee today. While the City has no formal position on the basic proposal of this bill--to create a state community college finance fund--the City does object to the adverse, and we believe unfair, impact this bill would have on Topeka property taxpayers.

HB 2567, as introduced, illustrates the unique status Washburn University has with respect to the funding of higher education in this State. Unfortunately HB 2567 adds to that uniqueness by creating additional burdens, but no benefits, for Topeka taxpayers.

House Education
JAN. 26, 1994
Attachment 12

Amendments to HB 2567. Recognizing there are no guarantees that the 1994 Legislature will take action to bring Washburn University into the Regents system, the City addresses two scenarios:

- * If Washburn is brought into the Regents system, and HB 2567 moves forward, the bill should be amended to exempt property within the city limits of Topeka from the levy of the new 1.5 mill tax.**

If an exemption for Topeka cannot lawfully be created, HB 2567 should be amended to require that any revenue collected from the levy of the 1.5 mill tax on property in Topeka be paid into the general fund of Washburn University to effect a reduction of the current 18 mills Topekans pay in support of Washburn.

Either of these amendments would recognize the local financial support Topekans have given, and will likely continue to give even following admission of Washburn to the Regents system.

- * If the 1994 Legislature does not bring Washburn into the Regents system, the City asks HB 2567 be amended to recognize that Washburn serves some community college functions through its 33 associate degree programs. Specifically, and as proposed by Washburn University today, HB 2567 should treat Washburn in the same manner as it treats community colleges-- out-district state aid should be available and the 1.5 mills levied on property within Topeka should not be levied in addition to the current 18 mills.**

**PRELIMINARY RECOMMENDATIONS OF THE TASK FORCE ON THE FUNDING OF
COMMUNITY COLLEGES AND THE KANSAS POSTSECONDARY VOCATIONAL
AND TECHNICAL TRAINING SYSTEM**

Recommendation	Explanation	Estimated Fiscal Effect
Eliminate County Out-District Tuition and Require Each County to Impose a 1.5 Mill Property Tax Levy	Eliminate county out-district tuition and require each county to impose a uniform property tax levy of 1.5 mills. Proceeds from the levy would be used to fund community colleges. In those counties in which there is a community college, the proceeds from the levy would be credited to the community college districts. State aid would be increased to replace revenues lost by community colleges due to elimination of county out-district tuition and would be distributed on the basis of the existing out-district state aid formula.	On the basis of the preliminary 1993 assessed valuation, a uniform levy of 1.5 mills would produce \$22.3 million, of which \$8.1 million would be retained by community college districts. In FY 1993, out-district courses generated approximately \$11.3 million in county out-district tuition. Consequently, on an annualized basis, the "new" revenue that would have been available statewide from the 1.5 mill levy would have been approximately \$2.9 million.
Increase Credit Hour State Aid Rates	Increase the credit hour state aid rate from \$28 to \$30 for academic hours, from \$42 and \$56 to \$60 for vocational hours, and from \$24 to \$50 for out-district hours. In addition, remove the prohibition on the payment of out-district state aid for academic courses above 64 hours.	Had the increased rates been in effect in FY 1993, credit hour state aid for academic hours would have increased by \$1.5 million (from \$20.7 to \$22.2 million), vocational hours by \$5.7 million (from \$14.7 to \$20.4 million), and out-district hours by \$12.1 million (from \$11.3 to \$23.4 million). In addition, had state aid been paid for out-district academic hours over the 64-hour limit, the amount would have been \$.8 million. The total increase in state aid would have been approximately \$20.1 million.
Fund Increases in State Aid to Community Colleges from Revenues Generated from the 1.5 Mill Levy and from Gaming Fund Revenues	Community colleges are a state resource that have a tradition of strong local support. A uniform county mill levy recognizes that virtually all counties benefit from community college services. Dedicating a portion of Gaming Fund revenues to the funding of community colleges makes explicit the relationship between the job training community colleges provide and the state's economic development initiatives.	Assuming that "new" revenues generated by the 1.5 mill levy would amount to \$2.9 million and that \$11.3 million would be used to replace county out-district tuition, the amount of Gaming Fund revenues that would have been needed to fund the estimated \$20.1 million increase in state aid to community colleges would have been approximately \$5.9 million.
Increase Student Tuition	Eliminate the statutory maximum for Kansas resident student tuition and increase the statutory minimum from \$19 per credit hour to \$23 in FY 1995, \$25 in FY 1996, and \$27 in FY 1997. In addition, increase the minimum tuition charged out-of-state and foreign students to \$70 in FY 1995, \$72.50 in FY 1996, and \$75 in FY 1997. It is the Task Force's recommendation that, on a school by school basis, student tuition generally should amount to 20 percent of the operating budget.	Based on the number of credit hours generated in FY 1993, an increase in the minimum resident student tuition to \$23 per hour would have generated \$1.2 million in additional revenue, to \$25 would have generated \$2.6 million, and to \$27 would have generated \$4.3 million.

NOTE: The recommendations will be considered preliminary until the final report of the Task Force is approved.

Attachment 13
House & Senate
Jan. 26, 1994

Recommendation	Explanation	Estimated Fiscal Effect
Increase Funding for Vocational Education Capital Outlay	Increase funding for the Vocational Education Capital Outlay Program by \$1.5 million over the appropriation for FY 1994. The funding would be from the Economic Development Initiatives Fund.	The FY 1994 appropriation for the Vocational Education Capital Outlay Program is \$990,000. Therefore, the amount recommended by the Task Force would be \$2,490,000.
Fully Fund Area Vocational School Postsecondary State Aid	Unlike the practice in recent years, the state should fully fund its 85 percent share of area vocational school postsecondary state aid. Nevertheless, the Task Force recognizes that the 15 percent share paid by postsecondary vocational education students in the form of student tuition may have to be increased.	It is estimated that it would take approximately \$23.0 million to fully fund area school postsecondary state aid in FY 1994. Because the appropriation is \$21.4 million, sponsoring districts plan to contribute an additional \$1.6 million to subsidize the shortfall. The Task Force believes the state should fully fund its share and not expect sponsoring districts to make up the difference.
Encourage Mergers of Area Vocational Schools and Community Colleges	Statutory mechanisms exist which allow institutions to merge. The Task Force encourages schools to consider mergers as a way of providing a continuum of services to students.	
Urge Stronger Leadership Role for State Department of Education	Leadership and vision in the area of postsecondary education must be provided by the State Department of Education. It must assume responsibility for postsecondary education and, in particular, play a stronger coordinating and leadership role in the area of technical education.	
Impose a Moratorium on Studies	Community colleges and area vocational schools have been examined thoroughly in numerous studies over the years. The Task Force's recommendation is that for the next few years no more special study groups or consultants be retained to conduct additional studies so that the focus of activity in this area will be on implementing recommendations that already have been made.	

PREPARED FOR: TASK FORCE ON FUNDING OF COMMUNITY COLLEGES AND THE KS. POSTSECONDARY VOC. AND TECH. TRAINING SYSTEM

NOVEMBER 10, 1993

COMMUNITY COLLEGE FUNDING SIMULATION

PREPARED BY KLP

KEY FEATURES

- ACADEMIC CREDIT HOUR STATE AID IS INCREASED FROM \$28.00 TO \$30.00
- A UNIFORM VOCATIONAL EDUCATION MULTIPLE OF 2.0 TIMES THE ACADEMIC CREDIT HOUR RATE IS ESTABLISHED
- OUTDISTRICT TUITION PAID TO COMMUNITY COLLEGES BY COUNTIES IS ABOLISHED
- OUTDISTRICT STATE AID IS INCREASED TO \$50.00 PER CREDIT HOUR
- THE 64/72 HOUR LIMITATION ON ACADEMIC OUTDISTRICT STATE AID HOURS IS ABOLISHED
- EACH COUNTY MUST LEVY 1.5 MILLS FOR COMMUNITY COLLEGE SUPPORT WITH PROCEEDS OF THE LEVY REMAINING WITH THE COMMUNITY COLLEGE DISTRICT IN COMMUNITY COLLEGE COUNTIES AND WITH THE PROCEEDS OF THE LEVY IN OTHER COUNTIES BEING TRANSFERRED TO THE STATE FOR SUPPORT OF COMMUNITY COLLEGE AID
- THE MINIMUM RESIDENT STUDENT TUITION (CURRENTLY \$19.00) IS INCREASED TO \$23.00, \$25.00, AND \$27.00 IN THE 1994-95, 1995-96, AND 1996-97 SCHOOL YEARS, RESPECTIVELY
- THE STATUTORY MAXIMUM RATE OF RESIDENT STUDENT TUITION (CURRENTLY \$27.00) IS REMOVED
- STATE GAMING REVENUES FUND CREDIT HOUR RATE INCREASE NOT COVERED BY 1.5 MILL LEVY PROCEEDS TO STATE

COMMUNITY COLLEGE	ACADEMIC CREDIT HR. STATE AID @ \$30.00	VOC CREDIT HR. STATE AID @ \$60.00	OUT-DISTRICT STATE AID AT \$50.00*	GENERAL STATE AID	EST. TOTAL STATE AIDS	TOTAL: 1992-93 STATE AID @ CURRENT RATES	TASK FORCE INCREASED STATE AID	TASK FORCE INCREASED STATE AID NET OF COUNTY OUTDIST. TUITION	1992 MILL RATE EQUIV. INCREASED STATE AID, LESS O.D. TUITION	EXHIBIT: 1992 "OPER." MILL RATE
Allen County	683,040	385,860	939,145	95,659	2,103,704	1,449,389	654,315	208,191	3.87	18.17
Barton County	1,306,785	2,116,500	2,472,480	301,898	6,197,663	4,129,324	2,068,339	942,130	6.51	27.82
Butler County	2,275,260	1,886,970	3,516,395	366,005	8,044,630	5,453,344	2,591,286	944,402	4.35	19.60
Cloud County	710,715	734,850	1,382,580	175,073	3,003,218	1,998,378	1,004,840	359,264	8.21	32.21
Coffeyville	745,500	378,540	420,220	81,799	1,626,059	1,242,353	383,706	183,930	2.45	33.61
Colby	733,605	556,140	1,121,260	114,245	2,525,250	1,708,849	816,401	295,793	4.95	20.13
Cowley County	951,810	1,186,800	1,069,960	114,485	3,323,055	2,615,697	707,358	202,182	1.40	16.26
Dodge City	859,680	638,670	785,545	63,680	2,347,575	1,710,865	636,710	266,570	1.77	24.86
Fort Scott	680,760	1,172,340	1,434,825	195,256	3,483,181	2,321,424	1,161,757	491,602	9.51	20.39
Garden City	806,790	681,480	728,270	34,411	2,250,951	1,603,163	647,788	309,076	1.09	16.12
Highland	894,960	374,280	1,512,120	219,920	3,001,280	2,037,836	963,444	242,820	6.95	26.57
Hutchinson	1,435,200	1,493,130	1,604,300	106,858	4,639,488	3,236,697	1,402,791	657,663	2.28	17
Independence	531,075	356,430	454,840	55,075	1,397,420	1,015,478	381,942	186,710	2.54	30...
Johnson County	5,142,450	3,879,180	2,004,246	138,226	11,164,102	8,578,616	2,585,486	1,660,142	0.61	9.64
Kansas City	2,092,170	1,744,470	1,698,246	99,036	5,633,922	4,059,755	1,574,167	787,270	1.29	12.42
Labette	964,575	1,090,530	1,093,112	236,324	3,384,541	2,395,661	988,880	493,184	6.89	23.96
Neosho County	477,240	639,600	774,100	80,555	1,971,495	1,326,019	645,476	293,156	5.29	18.17
Pratt	452,415	666,720	803,355	71,068	1,993,558	1,484,702	508,856	139,748	2.02	36.39
Seward County	468,540	412,170	396,330	16,212	1,293,252	925,251	368,001	184,785	1.13	16.99
TOTALS	22,212,570	20,394,660	24,211,329	2,565,785	69,384,344	49,292,801	20,091,543	8,832,618		

SOURCE OF DATA: STATE DEPARTMENT OF EDUCATION

* Includes all outdistrict hours--the 64/72 hour limit on academic hours is abolished.

NOTE: The comparison with 1992-93 is calculated on the statutory credit hour and outdistrict state aid rates and not prorated amounts.

(COMPARISONS INCLUDED IN THIS ILLUSTRATION ARE BASED ON 1992-93 DATA)

12-12-93