

Approved: 3-21-11
Date

MINUTES OF THE EDUCATION BUDGET COMMITTEE

The meeting was called to order by Chairwoman Lana Gordon at 3:30 pm on March 8, 2011, in Room 159-S of the Capitol.

All members were present except for:

Rep. Tom Arpke - excused
Rep. Brenda Landwehr - excused
Rep. Sheryl Spalding - excused

Committee staff present:

Reagan Cussimano, Fiscal Analyst, KLRD
Jason Long, Revisor, Office of Revisor of Statutes
Bernadine Lloyd, Committee Assistant

Conferees appearing before the Committee:

Tom Krebs, KASB
Diane Gjerstad, Wichita Public Schools
Cheryl Semmel, Director, USA Kansas
Gary George, Asst. Superintendent of Schools, Olathe Public Schools
Jennifer Crow, Government Affairs specialist, USD 501
Bill Reardon, KCKSP Lobbyist

Others attending:

See attached list.

Hearing on:

HB 2248 - Requiring school districts to finance cost of remedial college courses.

Jason Long, Revisor, Office of Revisor of Statutes, gave a short synopsis of the bill.

Proponents:

Rep. Charlotte O'Hara, 27th Dist., submitted and presented testimony on the bill which would require high schools, whose graduates are required to take remedial courses in math and English in post secondary schools in Kansas, would be required to reimburse the post secondary school for the cost of the remedial classes. She also submitted a chart of Developmental Courses, Number of Sections and Course Enrollment, Academic Year 2008, for the universities and community colleges in Kansas. (Attachment 1)

Opponents:

Tom Krebs, Government Relations Specialist, KASB, submitted and presented testimony that he believes the bill is conceptually and technically flawed. He summarizes that there is the underlying fact if the institutions don't want to have the remedial classes they don't have to offer them. By making tutoring and other support programs for for which they could charge the students who use them available, they might be able to do a better job of keeping students enrolled in non-remedial classes. (Attachment 2)

Diane Gjerstad, Wichita Public Schools, submitted and presented testimony that the bill would charge the cost of remediation classes at community colleges and universities to the graduating high school for students enrolled with two years of high school graduation. She believes there are positive ways to increase achievement at both the K-12 and post-secondary levels and this bill is punitive, not positive. (Attachment 3)

Cheryl Semmel, Director, USA Kansas, submitted testimony that USA Kansas oppose this bill because of the financial implications for Schools. She states administrators believe that recent collaborative efforts by the Kansas State Department of Education and the Kansas Board of Regents address concerns related to the alignment of curriculum between K-12 and higher education and believes that the students are best served through these efforts. (Attachment 4)

Gary George, Asst. Superintendent of Schools, Olathe Public Schools, submitted and presented testimony that the bill is designed to reimburse colleges and universities for remedial costs they incur. The reimbursement would come from the local Kansas school district where the student graduated. He believes all students do not learn at the same speed and do not all arrive at the same point in their learning at the end of high school. His district strongly encourages students who indicate they want to go to college

to take at least on AP or College Now course. (Attachment 5)

Jennifer Crow, Government Affairs Specialist, USD 501, submitted testimony on the bill. She believes a better approach to this bill would be a strategy to implement college prep/remediation courses for students while still in the secondary educational setting. She says this proposal does not take the best interests of high school students into account and is blind to the fact that the K-12 system will be grossly underfunded if current budget proposals are adopted. (Attachment 6)

Bill Reardon, KCKPS Lobbyist, submitted and presented testimony that addressing the very real problem should be a collaborative process among students, parents, school districts, institutions of higher learning and the Legislature. He said they are willing and anxious to be a partner in this process. (Attachment 7)

A question and answer session followed each presentation.

The next meeting is scheduled for March 9, 2011, in 159-S.

The meeting was adjourned at 4:30 pm.

EDUCATION BUDGET COMMITTEE

3:30pm

Room 159S, State Capitol

GUEST LIST

DATE: 3-8-11

NAME	REPRESENTING
Dodie Deutscher	USA / Kansas
Bob Weeks	none
Melissa Ward	Kein law Firm
Tracy Russell	SQE
Mike DeLoat	KIZ inc.
Bob Vapernun	Blue Valley USD
Amy / Amy	DeLoat
Tom BRKES	KASB

Thank you for allowing my testimony today. I speak as a proponent to HB 2248 which would require high schools, whose graduates are required to take remedial courses in math and English in post secondary schools in Kansas, would be required to reimburse the post secondary school for the cost of the remedial classes.

Reasons for my submission of this bill are threefold:

1. Talking to Dr. Calloway, President of JCCC, the problem has been identified, however, communications between school districts in the Johnson County and JCCC area have not been productive in finding a solution to this ongoing problem. My hope is that this legislation would motivate the stake holders in becoming serious of coming to grips with the institutionalized problem that graduates of our high schools are not prepared for post secondary course work.
2. Many high school seniors have minimal required course work their senior year and basically "slide" through their last year of high school. This legislation will encourage our school districts to require these seniors to take challenging course work and or encourage seniors to take courses available at our community colleges that provide both high school and college credits.
3. To emphasize to Kansas public high schools that diplomas earned by graduates have to have value in the market place and that the expectation is that graduation means readiness to be successful in college core curriculum.

Just another comment on item 3, as we go forward in identifying what the definition of core of education components that the State of Kansas is responsible for from a funding perspective, information and experience gained from implementation of this bill will be useful in that debate.

Please find the attached statistics compiled by the Kansas Board of Regents showing the shocking number of 31,370 students requiring remedial classes before being admitted to college level course work.

Charlotte O'Hara
Rep. 27th Dist

Developmental Courses
Number of Sections and Course Enrollment
Academic Year 2008 (SU-07, FA-07, SP-08)

Institution	Course Type	Number of Sections	Number of Students Enrolled
Emporia State U	Developmental English	7	112
Emporia State U	Developmental Math	45	922
Emporia State U	Developmental Reading	6	29
Ft. Hays State U	Developmental Math	15	330
Kansas State U	Developmental English	3	50
Kansas State U	Developmental Math	44	548
Kansas State U	Developmental Reading	15	220
Pittsburg State U	Developmental Math	9	338
Univ. of Kansas	Developmental Math	65	1,281
Wichita State U	Developmental English	21	307
Wichita State U	Developmental Math	35	680
Washburn U	Developmental English	3	48
Allen County CC	Developmental English	16	157
Allen County CC	Developmental Math	56	887
Allen County CC	Developmental Reading	10	100
Barton County CC	Developmental English	45	497
Barton County CC	Developmental Math	115	1,290
Barton County CC	Developmental Reading	18	160
Butler CC	Developmental English	78	902
Butler CC	Developmental Math	193	3,361
Butler CC	Developmental Reading	22	225
Cloud County CC	Developmental English	26	191
Cloud County CC	Developmental Math	53	666

Cloud County CC	Developmental Reading	15	41
Coffeyville CC	Developmental English	19	242
Coffeyville CC	Developmental Math	10	240
Colby CC	Developmental English	11	119
Colby CC	Developmental Math	20	168
Colby CC	Developmental Reading	6	76
Cowley County CC	Developmental English	36	460
Cowley County CC	Developmental Math	79	1,322
Cowley County CC	Developmental Reading	7	81
Dodge City CC	Developmental English	15	193
Dodge City CC	Developmental Math	35	372
Dodge City CC	Developmental Reading	4	25
Ft. Scott CC	Developmental English	13	176
Ft. Scott CC	Developmental Math	63	644
Ft. Scott CC	Developmental Reading	41	393
Garden City CC	Developmental English	18	228
Garden City CC	Developmental Math	14	189
Garden City CC	Developmental Reading	11	117
Highland CC	Developmental English	18	159
Highland CC	Developmental Math	13	160
Highland CC	Developmental Reading	14	146
Hutchinson CC	Developmental English	38	492
Hutchinson CC	Developmental Math	29	441
Hutchinson CC	Developmental Reading	3	28
Independence CC	Developmental English	14	164
Independence CC	Developmental Math	30	433

Independence CC	Developmental Reading	4	28
Johnson County CC	Developmental English	138	1,753
Johnson County CC	Developmental Math	176	3,594
Johnson County CC	Developmental Reading	79	1,024
Kansas City Kansas CC	Developmental English	43	566
Kansas City Kansas CC	Developmental Math	92	1,398
Kansas City Kansas CC	Developmental Reading	49	634
Labette CC	Developmental English	13	123
Labette CC	Developmental Math	17	184
Labette CC	Developmental Reading	11	76
Neosho County CC	Developmental English	8	110
Neosho County CC	Developmental Math	22	261
Neosho County CC	Developmental Reading	5	28
Pratt CC	Developmental English	9	106
Pratt CC	Developmental Math	23	278
Pratt CC	Developmental Reading	5	79
Seward County CC	Developmental English	22	197
Seward County CC	Developmental Math	47	414
Seward County CC	Developmental Reading	10	107

TOTAL Sections:

2,249

TOTAL Students:

31,370

Pittsburg State U data per institutional summary 01/16/09

All other institutions per Kansas Postsecondary database as of 03/18/09

Kansas Board of Regents

KANSAS
ASSOCIATION



OF
SCHOOL
BOARDS



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Testimony before the
House Education Budget Committee
Testimony on **HB 2248** – Remedial Reimbursement

by
Tom Krebs, Governmental Relations Specialist
Kansas Association of School Boards

March 8, 2011

Madam Chair and Members of the Committee,

Thank you for this opportunity to comment on **HB 2248**. We oppose the bill and believe it both conceptually and technically flawed.

The way we understand the bill, Kansas school districts would be required to reimburse Kansas postsecondary institutions for the cost of providing remedial classes. It would be collected through reduced school finance appropriations.

At the heart of this proposal is the assumption Kansas K-12 districts “guarantee” their students by awarding a diploma. We don’t believe the awarding of a diploma does that. (It should be noted the bill also uses the language “a high school diploma, or the equivalent thereof.” Any “equivalency” certification is the purview of the Board of Regents, not KSDE or districts.) The diploma is awarded on accumulating a certain number and types of credits that are granted as a student meets criteria for a particular class.

The bill specifically cites mathematics and language arts as the classes in question. According to data distributed by the Kansas Board of Regents at a P-20 Education Council meeting, right at 3,000 Kansas high school graduates were enrolled in remedial classes in 2008 and 2009 at four-year institutions. About 2,500 or almost 85 percent were enrolled in math. (At the community college level, in the same years, it was almost 60 percent.) Those students were required by the state, in order to have graduated, to have taken three years of math, but there is no requirement as to which math classes they needed to be. Some might have taken a basic list, such as Algebra I, geometry and a consumer math class. If their GPA put them in the top third of their class, they would be eligible for Regents enrollment, even if they had not taken a more rigorous combination of Algebra I, Geometry and Algebra II. It is clear the high school graduation requirements are not the same as the Regents recommended curriculum. It is harder to characterize language arts as the state graduation requirement is four credits but “the building administrator may waive up to one unit of this requirement if the administrator determines

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that a pupil can profit more by taking another subject.” Obviously two graduating students might have had significant differences in the rigor of their two respective course loads, one loaded with honors and AP classes and the other a more bare-boned approach. Again, the high school graduation requirement was met, but there was never a claim it alone was adequate academic preparation for any and all postsecondary settings.

There has been discussion about connecting performance on state assessments with college readiness, but nothing concrete has been done along those lines.

As the bill sets out the process of determining costs and ascribing payment, several difficulties arise. The bill has no ability to collect from out-of-state students, yet they comprise a higher percentage of 17-19 year olds enrolled in remedial classes at four-year institutions than Kansas graduates. It is also true at two-year institutions. Therefore, as the costs for those classes were passed on to K-12 districts, out-of-state students would be getting a free ride. (It also suggests Kansas students are better prepared than their out-of-state peers.)

Another difficulty is the Regents are unable to identify by which standard a remedial student had been admitted. In fact, given the exceptions window is set at 10 percent, and scheduled to go to 15 percent for in-state students, approximately 2/3 of the remedial classes could be composed of students that didn't meet the higher acceptance bars, such as prescribed ACT score, the necessary class rank or having taken the Regents curriculum. Any costs of remedial classes in those circumstances certainly are the responsibility of the admitting institution.

It's also necessary to recognize the fact the students enrolled in a remedial class 30 days after the close of enrollment, a determining factor in the bill's ascribing remedial costs, may easily have chosen to be there after enrolling in a nonremedial class, essentially, by making lifestyle choices that have more impact on their ability, or desire, to do the work necessary in the original class as compared to their high school preparation. Again, making a district pay for those choices is unrealistic as students who have gone off to college often lose the support of parents and teachers and face substantial distractions that were not part of their high school careers.

The bill also demands two-year institutions have the same ability to assess their costs for remedial classes. This seems particularly unrealistic, as many students only think of attending a community college towards the end of their high school career. They do not take their academic endeavors seriously, and by just “getting by,” they accumulate credits but in no way have prepared themselves for the more demanding classrooms of postsecondary institutions.

In all these situations, there is the underlying fact if the institutions don't want to have the remedial classes, they don't have to offer them. By making tutoring and other support programs for which they could charge the students who use them available, they might be able to do a better job of keeping students enrolled in nonremedial classes. And the reality certainly exists many students would either find themselves working harder to be successful or deciding they need to reassess their educational and career decisions. Neither of those are unrealistic outcomes.

Thank you for this opportunity for input.



**House Education Committee
Representative Gordon, Chair
H.B. 2248 – remediation**

*Presented by: Diane Gjerstad
Wichita Public Schools*

March 8, 2011

Madame Chair and members of the Committee:

H. B. 2248 would charge the cost of remediation classes at community colleges and universities to the graduating high school for students enrolled within two years of high school graduation. We do not believe this bill is a positive way to build success.

- Variation in testing and expectations at each college may contribute to this issue.
- NCLB and state testing requirements have created a drive at schools to meet these standards. How closely aligned are the state standards with college course standards?
- Have colleges and universities agreed to use the same standards and expectations? Or will they align their curriculum to Kansas assessments?
- High schools now more than ever attempt to create many layers and systems of support for students and when they leave us and go to post-secondary there is a higher focus on being an independent learner.
- More students than ever are entering college, also increasing the numbers of students who are the first in their family to graduate from high school and the first to attend college. These students may need more support as they are truly "pioneers" making it to the college level. School districts have met this challenge by investing in programs such as AVID at North High School which provides intensive support for first generation students.

Our goal is to prepare students to be successful in either career or college. High schools have different expectations than colleges. High schools are meeting standards set by the State Board of Education. If K 12 standards aren't aligned with the expectations of post-secondary, it would seem logical the starting point would be a conversation between post-secondary and K 12 to clearly define college entrance standards. If this bill is good policy then should we expect the same from colleges? Anyone with a bachelors in pre-med is successful in medical school? Or four year graduates are successful in a masters or post-doctorial program?

In my research for this testimony I found an example from another state which takes a completely opposite approach. In order to increase post-secondary success the community college gives a lengthy math and language arts assessment to high school juniors. Scores are shared with the student and high school staff. The community college then two options: remediation classes on Saturdays for students at a reduced fee; or the college provides technical assistance for the high school teachers who work with the students.

There are positive ways to increase achieve at both the K 12 and post-secondary levels. H.B. 2248 is punitive, not positive. We urge the committee to reject this bill.

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House Education Budget Committee

Written Testimony on

HB 2248

Cheryl L. Semmel, Executive Director

March 8, 2011

The mission of United School Administrators of Kansas (USA|Kansas), through collaboration of member associations, is to serve, support, and develop educational leaders and to establish USA|Kansas as a significant force to improve education.

I am here today in opposition to HB 2248, a bill that would require K-12 public education to pay for the cost of remedial courses offered at the postsecondary level. We oppose this bill because of the financial implications for schools. However, I would also like to address what I believe to be the underlying issue of "assigning cost" and that is whether students are prepared for postsecondary education upon graduation.

Accountability for preparing students for post-secondary education and the workforce has never been higher. At both the federal and state levels, Kansas has supported policies that increase expectations for student performance and establish rigorous goals for student outcomes. To achieve these goals, K-12 and postsecondary education are working collaboratively to best serve students.

Students enter postsecondary education needing remedial coursework for a number of reasons, including circumstances that are well beyond the control of either the K-12 educational system or the Kansas Board of Regents. These factors may include changes in personal circumstance, a decision to take time off between high school graduation and college admission or a change in career choice.

It is also important to recognize that high school graduation requirements and college admissions requirements are not the same. Those students who graduate from high school and then decide to enter college without the Qualified Admissions curriculum or similar coursework will often need remedial courses.

Administrators believe that recent collaborative efforts by the Kansas State Department of Education and the Kansas Board of Regents are address concerns related to the alignment of

curriculum between K-12 and higher education. We further believe that that students are best served through these efforts.

Examples of collaboration and alignment

The Kansas State Department of Education and the Kansas Board of Regents are working together to ensure our students are prepared for post-secondary education and the workforce.

P-20 Educational Council. In 2008, the P-20 Educational Council was created in recognition that an integrated educational system, extending from early childhood to the workplace, is necessary to provide the high quality education and training essential to prepare Kansans for life and work in the 21st century. Traditionally each stage in the educational process (pre-kindergarten, kindergarten, elementary, high school, postsecondary education, and lifelong learning) has been considered a self-enclosed unit having little direct contact with the other sectors. Research and experience have demonstrated that effective education rests on aligning education sectors in an integrated way.

The Council was comprised of 22 members representing K-12 education, postsecondary education, and the state's business community. The Council sunset in December 2011 and, as part of their final recommendations to the Governor, the Council recommended that the work of the P-20 Educational Council be continued through a formal process.

Longitudinal Data System. The Kansas State Department of Education and the Kansas Board of Regents are utilizing a longitudinal data system that will track student progress from kindergarten through postsecondary education.

Common Core Standards. Kansas is one of forty-one states that has adopted these more rigorous standards. The Common Core standards are designed to be relevant to the real world, reflecting the knowledge and skills that our students need for success in college and the workforce. The State Department of Education (KSDE) is currently rewriting state standards for math and language arts and will be phasing in new state assessments over the next three years. As part of this initiative, KSDE and KBOR are working together to ensure alignment with postsecondary requirements.

Qualified Admissions. The Kansas State Board of Regents recently amended the Qualified Admissions criteria and, effective this Fall, high school freshman will be required to meet additional math requirements prior to graduation.

Ultimately, the decision to offer remedial courses is made by the colleges and universities, however, we do believe that are students are best served when the education system works together for students.

I encourage you to vote against HB 2248 and would be happy to answer any questions you may have.



March 7, 2011

TO: Representative Lana Gordon, Chair, and Members of the House Standing Committee on Education Budget

FROM: Gary George, Ed.D., Assistant Superintendent of Schools
Olathe Public Schools

SUBJECT: House Bill 2248 – Reimbursement for Remedial Costs

I am present today to share our concerns regarding House Bill 2248. This bill is designed to reimburse colleges and universities for remedial costs they incur. Reimbursement would come from the local Kansas school district where the student graduated. We have several concerns with this bill.

- The newly adopted Qualified Admission Criteria permit admission to Regents schools with a composite ACT score of 21 and successful completion of a college preparatory curriculum with a 2.0 GPA or a 980 on the SAT or being in the top third of the class. These criteria go into effect with the graduates of 2015. However, individual departments may set higher criteria before a student is allowed to progress to regular course work. For example, the math department of one local community college sets its cutoff score at 28 on the ACT. To further complicate the issue, the American College Testing Service indicates that a student who scores 22 on the math test has a 75% chance of obtaining a "C" or higher in college work and a 50% chance of scoring a "B" or higher in college work. Language arts is more complicated. Once again, the American College Testing Service indicates that a score of 18 is needed on the English Composition section of the test to have a 75% chance of earning a "C" or higher and a 50% chance of earning a "B" or higher in regular college work. However, when it comes to reading, the ACT indicates that a score of 21 is needed on the reading section of the test to have a 75% chance of earning a "C" or higher or a 50% chance of earning a "B" or higher. The American College Testing service has tested millions of students over many years and can draw its conclusions for a huge pool of students.
- House Bill 2248 appears to assume that if you graduate from high school and are admitted to a college you are college ready. This, of course, is not the case. Many students graduate from high schools and have not taken the Regents Qualified Admission course work and are not college ready. If by chance they get into college, they will probably need remedial work. Since this bill appears to apply to private and public colleges it includes a wide variety of institutions with varying admission criteria. Further, we would suggest that some students select and attend colleges for different purposes. Some want to get a certificate in a career pathway of technical education at a community college and do not plan to seek a four year degree. Given the fact that not all students who graduate from high school want to seek a four year degree and that high school graduation does not in and of itself denote college readiness, we believe it is inappropriate to back charge local school districts for students who choose a less rigorous curriculum and thus are unprepared for college level work.

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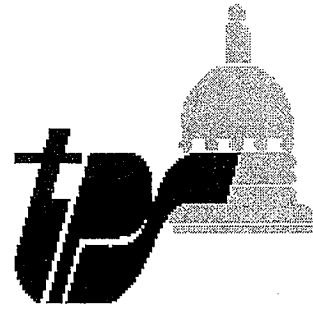
- This bill does not create an exception for students that the Regents schools admit under the "exceptions window". Recently, the Kansas Board of Regents expanded the window from 10% to 15%. This is a 50% expansion of the window. We do not believe we should be forced to pay for remedial work for students who do not meet the basic criteria and yet a college or university has chosen to admit them.
- The bill does not address the issue of the non-traditional student who elects to enroll many years after graduation from high school. Likewise, the bill makes no provision for special needs students.
- The bill applies a different standard to out-of-state schools and international schools vs. Kansas school districts.

We understand the concern about the cost of remediation. We have our own remediation program within our summer school program and it is a costly program. We believe all students can learn but they do not all learn at the same speed and do not all arrive at the same point in their learning at the end of high school.

We aggressively encourage students to take rigorous course work. We strongly encourage students who indicate they want to go to college to take at least one AP or College Now course. Our counselors work with students to help ensure they take appropriate courses to keep options open. We work with students to develop a six year plan to ensure they are on a path they and their parents believe is appropriate.

We oppose this bill as written and would request that it not go forward.

Thank you.



March 8, 2011
Chairwoman Lana Gordon
House Education Budget Committee
HB 2248

Chairwoman Gordon and members of the House Education Budget Committee:

HB 2248 is an interesting approach to remedial education for postsecondary students, an issue that states have been grappling with for some time. The bill appears to be aimed at reducing costs and the need for remedial education, by shifting responsibility for funding of remedial education to the secondary education institution.

A better approach would be a strategy to implement college prep/remediation courses for students while still in the secondary educational setting. Perhaps such an educational track could be implemented in partnership with area postsecondary schools in order to better streamline and stabilize the bridge into postsecondary education. USD 501 has found success in implementing partnerships with local governments and with other large school districts for a variety of different services. We have also maintained a close working relationship with postsecondary institutions in the area. We would be open to exploring ways to partner and share services, curriculum components, or faculty in order to better bridge students from secondary into post-secondary school.

Above all, as the Legislature considers taking school funding per pupil back to 1980s levels, the need for remediation is going to multiply. If you add to that dollars that would flow out of secondary school budgets and into post-secondary schools, the ability to educate or remediate before graduation will clearly be compromised. This proposal does not take the best interests of high school students into account and is blind to the fact that the K-12 system will be grossly underfunded if current budget proposals are adopted.

Thank you,

Jennifer J. Crow
USD 501



Kansas City, Kansas Public Schools

Unified School District No. 500

HOUSE EDUCATION BUDGET COMMITTEE

HB 2248

March 8, 2011

Madam Chairperson and Members of the Committee,

In the past decade, the Legislature authorized two studies to determine the cost of ensuring that every child receives a suitable education. The Legislature subsequently approved a three year plan to reach this funding level. (\$4,492 in base aid). The proposed funding for FY 2012 is more than \$700 below this required level.

It would seem that placing the entire blame on school districts when some students require remediation would be disingenuous. Addressing the very real problem should be a collaborative process among students, parents, school districts, institutions of higher learning and the Legislature. We are willing and anxious to be a partner in this process.

Bill Reardon
KCKPS Lobbyist