

MINUTES
HOUSE EDUCATION COMMITTEE

DATE: Tuesday, February 13, 2018

TIME: 8:00 A.M.

PLACE: Room EW41

MEMBERS: Chairman VanOrden, Vice Chairman McDonald, Representative(s) Shepherd, Boyle, Clow, Mendive, Kerby, Cheatham, Amador, DeMordaunt, Moon, Syme, Ehardt, Kloc (Tway), McCrostie, Toone

**ABSENT/
EXCUSED:** None

GUESTS: Tim Hill, Julie Oberle, State Department of Education; Robyn Locket, Legislative Services Office; Harold Ott, Idaho Association of School Administrators; Clark Cortin, Idaho Education News; Siana Carsrud

Chairman VanOrden called the meeting to order at 8:02 a.m.

RS 26152C1: **Chairman VanOrden** turned the gavel over to **Vice-chairman McDonald**. Rep. VanOrden spoke to **RS 26152C1**. She said changes had been made to the legislation since it had first been printed. In line twelve, language was added back in which acknowledges the importance of families and a strong home. Language about healthy relationships was removed, and language about the State Board's involvement at a level beyond developing the content standards was received. The State Board develops the health content standards, and the local districts develop the curriculum, she said. The word "may" was replaced with "shall" in the section which states the school district shall involve the family.

MOTION: **Rep. Kerby** made a motion to introduce **RS 26152C1**. **Motion carried by voice vote.**

RS 26047: **Rep. VanOrden** spoke to **RS 26047**. She said legislation in 2014 allowed school board members' spouses to be employed by the district under certain conditions. This has worked well, especially for small districts, and the legislation removes the sunset clause. In response to questions from the committee, Rep. VanOrden said less than ten spouses of school board members are currently employed.

MOTION: **Rep. DeMordaunt** made a motion to introduce **RS 26047**. **Motion carried by voice vote.**

Vice-chairman McDonald returned the gavel to **Chairman VanOrden**.

Matt Freeman, Executive Director of the State Board of Education, gave the annual report for the Office of the State Board of Education on the work being done throughout the Idaho educational system, how the Board is serving students, and efforts to develop the workforce. He explained the Board is charged with the supervision of public schools and community colleges by the state constitution and by Idaho Code. He explained the organization of the State Board of Education and said it meets every other month at various locations around the state, spending a day and a half at each location. Mr. Freeman said that the Board is currently finding replacements for three college presidents, which is a large undertaking.

The total number of students enrolled in public schools and post-secondary institutions was 378,346 in the Fall of 2017, said **Mr. Freeman**. Mr. Freeman summarized the priorities for fiscal year 2019, which included the K-12 Task Force, the Higher Education Task Force, Idaho's Go-on Rate, access and affordability, education as an economic imperative, and statutory reports. The K-12 Task Force Initiatives support the governor's recommendations, he said, including \$41.6 million for the career ladder. The Higher Education Task Force items are also included in the governor's budget.

Mr. Freeman said the number of high school graduates is expected to increase by over 31% between 2011 and 2025. Idaho ranks fifth in the nation for post-secondary enrollment growth, including students earning dual-credit and students in private institutions. The students earning dual-credit accounts for the largest number of post-secondary enrollment, he added. There has been a net decline in Idaho's Go On Rate, said Mr. Freeman, and the Fall rate is not on a trajectory the Board would like to see. Mr. Freeman explained the Go On Rate varies by county. Some counties with low Go On Rates may be impacted by students who go on religious missions, he added.

Mr. Freeman described some initiatives. College Application Week is an initiative which gives students a class period to apply to college. The Apply Idaho initiative is an online application at which students can apply to numerous institutions through one portal. Mr. Freeman said the resident undergraduate applications for admissions increased by 87%. Another initiative was designed to assist students with completing FAFSA applications. The Board has access to the data needed, and it developed a portal for high school counselors to see how many students have completed and submitted the paperwork.

Mr. Freeman explained there is an inverse relationship between state funding and tuition costs. The Board is holding tuition to historic lows, he said. The Board works with the colleges and universities to keep tuition low and approves only essential raises, such as for health insurance increases. The largest sources of financial aid are PELL Grants, federal student loans, and institutional financial aid, with state financial aid being the lowest source, said Mr. Freeman. Idaho is the third lowest state when it comes to providing financial aid, he said. The Opportunity Scholarships increase immediate college attendance by nine percent, and increase retention from 72% to 86%. Of the recipients, 91% have graduated or are still in college after one year, and 88% are still in college after two years. The governor recommended increasing the funds for another 1400 scholarships, and the Board supports this recommendation, said Mr. Freeman.

Mr. Freeman addressed the levels of education for residents of Idaho aged twenty-five through thirty-four. Twenty-five percent have some college education, but no degree. If every high school student earns a degree or certificate through 2025, thirty-nine states will still see post-secondary education attainment rates under the Go On Rate, and the Go On Rate must include this population, he said. The Board endorses legislation which addresses adult learners.

Mr. Freeman addressed the Board's statutory plans. He said 60.2% of school districts and charter schools were compliant with the submission of a 2017-2018 Continuous Improvement Plans by the deadline, and 88.6% had submitted their Literacy Intervention Program Plans by the deadline or close to it. Based on the plan submissions, the Board has found most districts spend literacy intervention money on curriculum or staffing. Two years of student performance data shows they have been successful at improving student performance. Eighth-grade career plans have been required since 1997, and they significantly increase student focus, he said. The Board is sharing the most successful plans with other districts.

The Board's Next Steps Idaho Website, developed for students in eighth through twelfth grade, has seen two times as many users this year as last year, said **Mr. Freeman**. It was developed in partnership with Idaho Business in Education. It provides information on job markets and salary projections, and it was the most visited website in the last three months. The Board looks forward to continuing its partnership with the legislature.

In response to questions from the committee, **Mr. Freeman** said that the Board has seen a trend of students going on religious missions sooner, since the mission age was lowered. He said the Board did not have data on how religious missions affect the Go On Rate, but the Board did not see a strong Go On Rate, even after three years post-graduation, in anecdotal cases. The Board is working on that, he added. The students who leave the state to attend out-of-state colleges most often attend the University of Utah or Utah State, he said.

In response to questions from the committee, **Mr. Freeman** said the Board is trying to control tuition costs as much as it can. The increase of 3.4% was the cost of doing business, such as increases in health insurance costs and C.E.C. costs. He said the Council for Exceptional Children affects colleges differently. The faculty and staff of colleges are funded from state appropriations, tuition costs, and federal grants. When the state provides 3.3% for CEC, for positions not falling under the CEC it becomes an unfunded mandate, and the colleges have to make up the difference, he said.

In response to questions from the committee, **Mr. Freeman** said the State Board established the 60% Go On Rate in 2010. Idaho invested eight million over three years for the four-year colleges, and two years for the two-year colleges, to complete the College Idaho Report. It was first funded in 2015, so the Board does not have enough longitudinal data to have a cost-benefit analysis of the state's investment in Go On Rate initiatives.

In response to questions from the committee, **Alison Henken**, K-12 Accountability and Projects Program Manager, said the reports the districts provide take some time, but the Board provided a Webinar training which helped the districts complete them this year. She said she thinks the Board will see a huge improvement in compliance with the Continuous Improvement Plan. The districts are getting more comfortable with them and are feeling supported by the Board, so the difficulty is going down, she added.

In response to questions from the committee, **Tracie Bent**, Chief Planning and Policy Officer, said in a number of the plans the districts identified which discreet tasks they used the money for, but not the purpose behind the task, which makes it difficult to identify which model they are using. This is why 25% of the districts did not identify their strategy for using the funds.

In response to questions from the committee, **Mr. Freeman** said since the Go On Rate goal of 60% is a population goal, including people who move to Idaho, it makes it difficult to calculate. Idaho post-secondary institutions' out-of-state tuition is equivalent to some states' in-state tuition, which helps to attract post-secondary students from other states, he added. The reason the Go On Rate went up in 2012 and 2013, then started to go back down, is related to the economy, said Mr. Freeman. When the economy improves, people are more likely to go into the work force, not post-secondary education. The Go On Rate was 48-51% in 2011 and 2012, which was the middle of the recession, but post-secondary institutions saw a steady drop in enrollment starting in 2013, when the economy started to recover. Mr. Freeman said the difficulty with improving the Go On Rate is a cultural issue in some areas of the state, where the value of education is not understood. He commended the legislature and the Board for attacking the Go On Rate from many

angles. Because the Board is dealing with cohorts of students, it also takes time to see the results, he added.

In response to questions from the committee, **Mr. Freeman** said there was a two percent drop in students going to out-of-state colleges, because they are now attending Idaho colleges. Idaho has seen a tremendous increase in students taking dual enrollment classes and enrolling in college. However, Idaho is not seeing sizeable gains in the Go On Rate, because students are not finishing college. The Board is seeing a significant increase in retention rates for students on the Opportunity Scholarship, he added.

In response to questions from the committee, **Ms. Henken** said the plans submitted by school districts were for the 2017-2018 school year. **Mr. Freeman** said the Continuous Improvement Plans are submitted to the Board, and the Board looks at what the high-performing districts are doing, so it can share the best practices information with other districts. In response to questions from the committee, **Mr. Freeman** said the Board does not have access to how many students do not go to post-secondary education, because they enlist in the military. He said there are a number of holes in the Go On Rate data, including military enlistments and students with business or industry certification. The Board does have access to data on the number of students who go on to registered apprenticeships, he added. **Mr. Freeman** said there is work that can be done at the post-secondary level to reduce the attrition over summer. The Board is trying different strategies to address the summer attrition.

In response to questions from the committee, **Chairman VanOrden** said a third-party evaluation of the IRI literacy intervention pilot project was going on at this point, and there is one round of data gathered. In response to questions from the committee, **Mr. Freeman** said one recommendation of the higher education task force is to extend the data collection for the Go On Rate to 2025.

In response to questions from the committee regarding the master premium, **Ms. Bent** said the original proposal from the Board, based on the K-12 task force for improving education, was to create a third rung on the career ladder. However, the legislature was not comfortable with this recommendation at the time, so the mastery teacher premium was created. One district submitted a proposal which will go before the Board, she said, but there is not a third option at this time. In response to questions from the committee, **Mr. Freeman** said all administrators are required to take a three-credit course on teacher evaluations every five years. **Chairman VanOrden** explained the teacher evaluations are part of the career ladder, which costs 300 million dollars. In response to questions from the committee, **Mr. Freeman** said a report on which demographics of students are using Advanced Opportunity funds is public information, and he would provide it to the committee.

Robyn Lockett, Budget and Policy Analyst from the Legislative Services Office, gave an overview of the budget request for K-12 education. She said the total appropriation is over two billion dollars, with 83%, or one billion and six-hundred-eighty-five million, coming from the General Fund. Thirteen percent of the budget comes from federal funds. **Ms. Bent** said 48.8% of the General Fund went to public education, and it is one of the four largest areas of the General Fund. The public school support operating budget saw an increase of 5.5% requested for FY19, which is \$2,154,000,000.

Ms. Lockett explained the bond levy equalization support program requests. In 2015, H 296 created the career ladder, she added. The governor requested three million dollars. The State Department of Education requested five million dollars. The Department's request was submitted before the levies were finalized, she said.

Ms. Lockett explained the comparison of the FY 2018 original appropriation and the FY 2019 requests from the State Department of Education and the Governor. She said the technology request went from twenty-six million dollars to thirty-six million dollars. This request is to continue to improve the infrastructure and student learning, and to pay for the expansion of the K-12 wireless program. The discretionary fund request increase of \$7,209,000 is related to the projected increase of 4.8% in health insurance premiums, said Ms. Lockett. The discretionary fund is 25% of the budget, she added. The support unit budget request was based on a projection of an addition of over 300,000 students.

In response to questions from the committee, **Pete Kohler**, Chief of Staff, said paraprofessionals fall under the classified staff category. However, many districts pull funding for these positions out of their discretionary funding. Idaho Statute § 33-1004 governs class size, said Mr. Kohler. Class size is driven by the size of the school, he said, so schools can afford at least one of every position.

In response to questions from the committee, **Ms. Lockett** said the request from the State Department of Education for a 4% classified staff salary increase is 1% above the place holder request and 2% above what is recommended by policy makers. The governor's request did not include a salary increase. Ms. Lockett said the reason for this request is it would raise the classified salaries from \$21,224 to \$22,086, the true cost of classified staff. She said the bulk of the budget was addressed by the career ladder, and this was for the small amount not tied to the career ladder. Ms. Lockett said Idaho Code has no base salary for staff salaries. Each school district makes its own decision on what to pay teachers.

In response to questions from the committee, **Tim Hill**, Associate Deputy Superintendent, said school districts spend seventy million dollars more than their apportionment allowance for staff, for a total of 191 million dollars more. Idaho is competing with neighboring states for teachers, he said. The Department looks at where Idaho stands compared to other states. The career ladder has helped, but it may not be enough to address the teacher shortage, he said. Idaho continues to rely on students' passion to be teachers, regardless of the economics. Mr. Hill said over 190 million dollars in levies are related to appropriations for salaries, and ninety-three school districts are running supplemental levies.

In response to questions from the committee, **Ms. Lockett** said the Department estimates the per-pupil spending for half-day kindergarten students is \$2,500. For elementary students, the cost is \$4,300 to \$8,200. The public school funding interim committee is studying this topic. Idaho's public school funding is difficult for others to understand, she added.

Ms. Lockett said the Department was requesting two million dollars more for college and career counselors. It is requesting four million dollars to increase the number of professional development days by two and one half. Administrators are not in the career ladder, so the Department is requesting a salary apportionment increase of 2.3 million dollars. The governor recommended no money for operations categories of a 4% salary increase, and health insurance. The governor recommended ten million dollars for technology. The Department is requesting over twenty-eight million dollars for operations, which includes ten million dollars for technology, as well as money for a 4% salary increase and health insurance. The governor's recommendation and Department's request for just over one million dollars are based on increasing the mastery education cohort from twenty-one schools to forty schools. The governor and Department are requesting one million dollars for programs for students with limited English proficiency, because districts do not have sufficient funds to hire staff for LEP Programs. The request for \$433,000 for Literacy Intervention and IRI Replacement is related to the statewide implementation of a new Idaho Reading Indicator test, which has not been updated since 2007, said Ms. Lockett. Both the governor and the Department

are recommending an apportionment of \$300,000 for content and curriculum, and the extra \$250,000 in apportionment requests for professional development is related to creating and delivering programs based on the new science standards. The \$795,000 for wireless infrastructure is a one-time request to fulfill the high school wireless contract, she added. In response to questions from the committee, **Mr. Kohler** said the extra professional development request is to train teachers in the implementation of the new test, as it comes out

Ms. Lockett explained the Public Education Stabilization Fund (PESF), created in 2003 by house bill **H 463**. She said funds are withdrawn from the PESF if insufficient funds are available. The largest withdrawal was in fiscal year 2009, when eighty-five million dollars was withdrawn. Withdrawals are not automatic, she added. In response to questions from the committee, Ms. Lockett said this year had seen an increase in ELL students from 13,000 to 16, 000. The increase in money requested for student achievement tests reflects the increase in the number of students participating, she said. Also, money is being requested to develop a new science assessment to meet the new standards.

ADJOURN: There being no further business to come before the committee, the meeting was adjourned at 10:39 a.m.

Representative VanOrden
Chair

Jenifer Cavaness-Williams
Secretary