The Achievement Challenge: Solving the K-12 Education Puzzle in Kansas

by David Dorsey
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Student Focused
Educational Choice
Fiscal Accountability
Local Control

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The Kansas public education system spent $13,620 per student in 2017-18, setting another record. Since 2000, overall spending on K-12 education has increased 75.4%, far outpacing inflation of 40.3% for the same time period. Despite the rapid expansion in school spending, student achievement in all applicable metrics remains virtually unchanged at unacceptably low levels. Figure 1 provides a visual representation of the relationship between spending and achievement, and other measures as well.

Additionally, income-based achievement gaps are significant and not improving, even though approximately $400 million annually in at-risk money is appropriated specifically to reduce those gaps in achievement. The two graphs below show the achievement gaps in both math and reading since 2007.

Clearly, the Kansas public education system must do a better job. Despite what education interest groups (and the Kansas Supreme Court) would like us to believe, simply adding more money is not the answer. Kansas taxpayers, who directly foot the bill for over 90% of school funding that Kansas schools receive, were burdened with the largest tax increase in the state’s history in 2017. In the 2017 and 2018 legislative sessions, the Kansas Legislature committed nearly one billion additional dollars to education, an amount that is still not enough for the Kansas Supreme Court.

Given this set of circumstances, this paper explores what Kansas Policy Institute values as the fundamentals that will fulfill the ideal that every child deserves a quality education by improving student achievement while simultaneously being an effective and efficient use of taxpayer dollars.

This paper is divided into four main parts. To read KPI’s position that education should be student focused and not institution focused, go to page 2. A description of how a one-size-fits-all approach to educating children does not work begins on page 5. The method for funding education, one that should be responsive to both the education system and taxpayers is examined on page 7. Finally, a section supporting the idea that academic decisions are best made at the local level is on page 8.

“Educational quality – measured by what people know – has powerful effects on individual earnings, on the distribution of income, and on economic growth.”

– Dr. Eric Hanushek
Education Should Be Student Focused, Not Institution Focused

It should go without saying that students, not the institution, ought to be the focus of educating our youth. Unfortunately, that is not always the case. While outputs – student outcomes – continue to be unacceptably low and income-based achievement gaps remain significant, the public education community continues to be focused on inputs – most conspicuous their insatiable appetite for more taxpayer dollars. From balking at teacher licensure reform to thwarting educational choice, the education establishment holds steadfast to a 19th-century education model.

Emphasis on student outcomes and achievement, not inputs to the system

■ Prepare students for life after school by making them college and/or career ready

A quality education is characterized by how well it prepares the student along the way for post-secondary life. That means the system needs to do all it can to make students college and/or career ready when they leave high school. The annual state assessment results are considered a litmus test for such preparedness. The tests are written to what the State Board of Education (SBOE) has defined and adopted as College and Career Readiness Standards (CCRS). But as the table below shows, only about a third of all students are considered college/career ready in math and only about 4 in 10 students in English language arts (ELA). It gets worse as students get closer to graduation. In math, less than a quarter of high school students (10th graders) are college/career ready. In ELA, less than 30% meet that threshold. To make matters worse, those numbers are trending downward.

ACT scores among juniors and seniors provide additional evidence of the percentage of students who are not prepared for college. Scores from the 2017 ACT show that only 29% of all students who took the test are college ready in the four core subjects of math, English, reading, and science. Minority students lag far behind white students. While 35% of white students are considered college ready in the four core subjects, the same can be said for only 14% of Hispanic students and 6% of African American students.

Kansas, like all states, faces a skills gap for young men and women who do not wish to pursue a traditional four-year college degree. A skills gap is defined as the gap between an employer’s skills needs and the ability of the workforce to provide those skills. It is vital that the education system addresses the skills gap quandary because, according to the National Association of State Directors of Career Technical Education Consortium (now known as Advance CTE):

■ Experts predict 47 million job openings in 2018. About one-third will require an associate’s degree or certificate, and nearly all will require real-world skills that can be mastered through Career Technical Education (CTE).

■ Those jobs that require more than a high school diploma but less than a four-year degree account for 54 percent of U.S. labor market, but only 44 percent of the country’s workers are trained at that level.

■ While more than half of employers are reporting a talent shortage, CTE programs are preparing a pipeline of workers that possess the technical competencies and workplace skills to succeed in the most in-demand areas, including health care, information technology and skilled trades.8

In Kansas, the Career Technical Education effort, commonly known as SB 155, has been funded since 2012. Since 2014 more than 10,000 students statewide have participated in the program earning more than 85,000 post-secondary credit hours.9

“There is a general consensus that improving the effectiveness of teachers is the key to lifting student achievement.”

– Dr. Eric Hanushek
A grading system regarding overall school performance with easy access for the public

A school-based letter grade (A-F) system with easy access can provide the public important student achievement information while holding schools accountable for outcomes. Kansas is not among the 18 states that have such a system, although like all states Kansas has an accountability reporting system. The Kansas Department of Education (KSDE) provides a “Building Report Card” for each school in the state. Despite providing a plethora of information ranging from demographic data to test scores, there is no snapshot that summarizes student performance that would be beneficial to the public.

In an endeavor to fill that void, KPI has created the “A-F Grading for Kansas Schools” based on state assessment results beginning in the 2017 school year. The KS School Building Report Card renders an intuitive and necessary approach that provides clarity and transparency of the overall picture of how a school is doing in terms of student outcomes. It also affords an opportunity for case studies that compare both similar and dissimilar schools; studies that help answer questions of why some schools do well and others do not. Kansas Policy Institute developed this A-F system for citizens and policy makers to facilitate better understanding of the academic challenges to be overcome, recognize public schools that show annual academic achievement gains, and hopefully identify ideas from the improving schools that can be replicated across the state.

Effective teachers are the most vital component in receiving a quality education

One of the few universally accepted ideas in public education is the impact of the teacher on learning. Study after study shows how much the quality of a teacher has on student learning. Documentation of this abounds. According to a recent RAND publication, “(w)hen it comes to student performance on reading and math tests, a teacher is estimated to have two to three times the impact of any other school factor, including services, facilities, and even leadership.” More specifically, research in Tennessee revealed that students who had highly effective teachers for three consecutive years significantly outperformed comparable students on math assessments. Similar impacts have been found across the country. Conversely, research shows that ineffective teachers have a similar negative impact. The following are components that will lead to maximizing the number of effective teachers while simultaneously minimizing the impact of ineffective teachers.

Market-based pay for teachers

The first step in creating market-based pay for teachers is to recognize that the teacher labor market is subject to the same forces as other labor markets, such as supply and demand. Given that reality, the National Council on Teacher Quality (NCTQ), has gone on record as stating that differentiated pay in high demand/short supply fields is an absolute. Coinciding with that change would be the dismantling of the matrix-based system that rewards teachers with higher salaries simply for longevity and their individual education level. A 2015 study from Duke University concluded that there is no justification for paying teachers more just for having a master’s degree. The authors found no evidence that a master’s degree improves student achievement. The matrix system is a one-size-fits-all approach to paying teachers, even though there are significant differences in skill levels, in addition to market forces.

A hotly debated topic regarding teacher salaries is the concept of merit pay, a component of market-based compensation. It is no surprise that the nation’s largest teacher’s union, the National Education Association (NEA), has not embraced the concept. A study from Vanderbilt University, however, found that merit pay has a positive effect on student achievement. Researchers report in their study of a variety of merit pay programs that there were small, but statistically significant positive effects on test scores, roughly equivalent to an additional three weeks of learning in an academic year.

Teacher freedom from forced union membership and undue influence

Fortunately, Kansas holds steadfast as a right-to-work state, so teachers are not obligated to join a union. It is imperative that this individual right continues. But the omnipresent influence of the two biggest unions in Kansas, the NEA and the American Federation of Teachers (AFT), demands constant vigilance. Periodic recertification of unions by local school boards for collective bargaining is essential, and should be a requirement in Kansas. So, too, are transparency issues such as union political contributions, lobbying activity, contract negotiation communication and updates, and membership alternatives such as the non-union professional organization Kansas – American Association of Educators (KANAAE).

“There is a general consensus that improving the effectiveness of teachers is the key to lifting student achievement.”

~ Dr. Eric Hanushek
**Alternative pathways to teaching in the classroom**

Traditional teacher licensure programs are not the only pathways to ensuring a quality instructor in the classroom. Traditional programs, monopolized by colleges and universities in conjunction with the State Board of Education, keep out individuals who could be effective teachers. Kansas has a very limited alternative, a 2014 law passed to address teacher shortages in STEM courses.\(^{18}\) NCTQ has recognized the restrictions in Kansas and asserts “alternate routes should not be programs of last resort for hard-to-staff subjects, grade levels or geographic areas but rather a way to expand the teacher pipeline throughout the state.”\(^{19}\)

**Effective teacher evaluation methods**

Teacher evaluations have been criticized for having little impact on student learning. A Brookings Institute study called teacher evaluations as currently utilized a “waste of time and money.”\(^{20}\) KPI has exposed the weaknesses with the process of teacher evaluations in Kansas.\(^ {21}\) NCTQ recommends all Kansas teachers be evaluated annually.\(^{22}\) Currently, Kansas only requires teachers with less than five years of experience be evaluated at least once per year.

Teacher evaluations should be used as tools to reflect and improve student outcomes, not serve simply as a way to judge all teachers as being effective.

**Address ineffective teachers through tenure reform**

One of the most contentious issues in public education across the nation is teacher tenure, also referred to as due process. It is no different in Kansas. Tenure is closely related to teacher evaluations in that extremely high percentages of teachers are found to be effective through the current evaluation process.\(^ {21}\) What started as a necessary protection from unwarranted discipline and termination is now seen as a lifetime guarantee of employment.\(^{24}\) In 2014, a bill was signed into law that removed teacher due process at the state level and made the decision to award tenure, or due process rights, to be made by local school boards and administration. An analysis of the elimination of tenure in Florida showed gains in student achievement, especially among the lowest performing students.\(^ {25}\) Kansas should follow Florida’s lead. Elimination of tenure is a vital component in providing a student-focused, outcome-oriented education system.

“Charter schools are public, tuition-free schools that are open to all students. Often operated independently from the traditional school district, charter schools provide high-quality instruction from teachers who have the autonomy to design a classroom that fits their students’ needs. They are led by dynamic principals who have the flexibility to create a school culture that fosters student performance and parent satisfaction.”

– National Alliance for Public Charter Schools
A one-size-fits-all approach to educating children does not work

The one-size-fits-all concept in education is applied on multiple levels and none of them works. At the state level, particularly in Kansas, it means school districts are organized and operated utilizing a 19th-century brick and mortar facility model organized along rigid, albeit invisible geopolitical lines. This no longer addresses the needs of a 21st-century society. Within districts, it means schools are organized and administered similarly, failing to recognize localized differences within a school district. Even within schools, one-size-fits-all models predominate. It is commonplace for teachers to be subject to highly prescriptive teaching methods, providing an inflexible system that fails to allow teachers the freedom to respond to differences among students in their classrooms. It is time to move away from such rigid and outmoded approaches, recognizing innovations and school choice that put education decisions in the hands of parents and families as the ones best suited to meet individual student needs and improve outcomes.

Innovative approaches to educating that loosen/waive stifling regulations

In 2013, the Coalition of Innovative Districts Act was signed into law. It was designed to be a response to Kansas district officials who complained about state regulations that “interfered with what they believed was in the best interest of being able to move forward in their district.” Unfortunately, technical issues with the law and a lack of interest among school districts has prevented the bill from living up to expectations. True innovation means knocking down barriers that prevent districts from improving student preparedness. It is time the Legislature revisit the Coalition of Innovative Districts Act and update as necessary so it is implemented as intended.

This is vital as districts consider innovative ways to address the needs of a student population in the 21st century. Everything from changing the traditional school calendar to partnering with local businesses for career development for high school students has surfaced as innovations across the nation. An excellent example of innovation in Kansas public schools is the Olathe Advanced Technical Center, a two-year facility that is part of Olathe Public Schools. Among several programs offered is the award-winning culinary arts program that prepares students for post-secondary education or a career in food management while partnering with a half-dozen local businesses.

School choice

Across our nation, the concept of individual choice is one of our most basic cultural values. Parents and families can best make that choice regarding the educational needs of their children. But that is not the case in Kansas. The public education establishment has successfully kept school choice to a bare, unacceptable minimum. School choice has emerged as a viable, successful alternative to the one-size-fits-all approach to education.

Parents in most parts of the country are allowed a choice in what kind of school and escape the grip of a zip code determining what kind of education their children can get. These are five school choice programs Kansas families deserve.

■ Expansion of the Tax Credit Scholarship Program

Established in 2014, this program allows a small number of “at-risk” students to escape chronically underperforming schools and receive a scholarship to attend a private school. Scholarships are financed through corporate (and now individual) tax-deductible donations. Having survived multiple attempts to abolish the program, the program should be expanded to serve more families. Currently, tax credit scholarship students must come from a “failing school” as defined by the state. Eliminating that limiting designation would make it easier for parents to “ascertain eligibility and for private schools to effectively reach students.” KSDE reports that in the 2017-18 school year, 292 students received a scholarship to attend a school of their choice. Students and their families at Urban Preparatory Academy in Wichita have used the program to escape a public school system that has not met their needs and receive a quality private education.
In the twenty-first century, students can learn anywhere—inside or outside the classroom, online or from a personal tutor. Education savings accounts allow families to help students access these opportunities in person or online and customize a child’s education to fit his needs. Parents can choose a new school or several learning opportunities simultaneously.

- The Heritage Foundation

■ Real public charter schools

Technically, Kansas has a law that allows public charter schools, but charter schools can only be authorized to exist by local school districts. Because of this restriction charter schools barely exist, and the handful of these so-called charter schools are nothing more than alternative schools within existing districts. The Kansas charter school law is perennially at the bottom, consistently earning an “F.” Charter schools are publicly funded but often privately run. First created in 1992, public charter schools are the most prevalent form of school choice in the country with more than 7,000 schools serving more than 3.2 million students. Charter schools have a history of outperforming their traditional public school counterparts.

A stronger public charter school law would allow charters to exist outside the constraints of existing school districts, thus expanding school choice for Kansas families.

■ Educational Savings Accounts (ESA)

The ESA is a relatively new concept in school choice, currently available in six states. Conceptually, an ESA program gives public money directly to parents and allows them to spend the money on education as they see fit. This gives both power and responsibility to parents because they directly purchase education services. In Arizona, the first state to offer the ESA as an alternative, the average payment to parents exceeds $12,000. Florida, which has the highest number of students participating, has an average ESA of more than $10,000.

ESAs differ from traditional voucher programs in a variety of important ways. Typically, vouchers are used to pay tuition in private schools while ESAs are much more flexible, allowing parents to use an ESA for supplementary interventions for a child enrolled in a variety of different school models.

■ Virtual Education

Not all students can excel in traditional brick-and-mortar school settings. Virtual education has become a popular, viable alternative for many students. The non-profit organization iNACOL, an advocate of online learning, sums up the opportunities online learning provides for a diverse student population.

Thousands of students in Kansas are taking advantage of the opportunity to learn in this environment. KSDE currently lists 99 schools/programs canvassing the state that offer a virtual education. Virtual education may hold the key to education in rural areas of the state. As districts find it increasingly difficult to hire and retain teachers in certain subjects – particularly STEM – allowing students to take courses online may become the only viable alternative to meeting graduation requirements.

■ Homeschooling

Homeschooling can be considered the original school of choice and continues to be an excellent alternative to the traditional school setting. According to the U.S. Department of Education, nearly 1.7 million students across the nation are homeschooled. It allows dedicated parents the opportunity to educate their children with greater flexibility and fewer regulations/restrictions than public schools. Kansas does not have statutes that specifically address homeschooling. Kansas considers homeschools non-accredited private schools.

High quality online learning increases equity in education by providing highly personalized pathways for students with a wide variety of needs and abilities, and enables blended and competency based learning. Online learning allows students to accelerate, catch up when they’re behind, and provides high quality educational options for students who live in remote rural areas, who are medically fragile, or who learn best at their own pace.

- INACOL
The method for funding public education should be responsive to both the education system and taxpayers

*The legislature shall make suitable provision for finance of the educational interests of the state.*

– Article 6, Section 6(b) of the Kansas Constitution

The interpretation of that sentence has been at the center of a decades-long debate, one that has spawned multiple lawsuits specifically over the meaning of “suitable provision.” Regardless of the ultimate outcome of the debate, the mechanism for financing public education must be effective, efficient, and transparent if it is to simultaneously serve the education needs of Kansas children and be responsible to the taxpayers of the state.

**Effective to maximize student outcomes**

An effective funding system is one that provides both adequate and equitable funding levels that will be factors in acceptable student outcomes. Lengthy, costly, and unproductive lawsuits have been the mainstay on the education landscape for the past four decades. These suits have seen the courts usurp the Legislature’s power to define those terms. New laws are necessary to clearly delineate the Legislature as the body responsible for determining the amount and distribution of funding across the state’s school districts.

The most effective way to accomplish this is to amend the Kansas constitution to unequivocally identify the Kansas Legislature as the body, and only body, to determine the level of public education funding. Multiple public opinion polls conducted for KPI found that 6 in 10 Kansans are willing to amend the constitution to take education funding decisions away from the courts. Given the perpetuity of litigation and popular support for changing the constitution, such an amendment is not only appropriate, but vital.

An effective system is also one that recognizes high-performing schools/districts through an objective financial rewards system. Such a system would not just recognize the performance of schools from high-income areas, but also schools that overcome demographic obstacles to exceed expectations. Conversely, an effective system also has consequences for not improving student outcomes. Chronic underperformance of schools, down to the building level, should trigger school choice options for students stuck in those schools.

An effective system affords differentiated, targeted funding to those students who are at risk of not receiving a quality education that leads to acceptable outcomes and addresses the issue of achievement gaps.

**Efficient use of funding**

Efficient use of appropriated money by school districts is essential to (1) maximize allocated taxpayer dollars and (2) to act as responsible stewards of taxpayer dollars. The more efficient schools are in spending, the more money that is made available to increase student outcomes. A 2016 study commissioned by the Kansas Legislature revealed hundreds of millions of dollars could be saved in public education through efficiency measures.

With 286 school districts averaging about 1,650 students per district there is significant redundancy in accounting, payroll, food service, transportation, human resources, purchasing, etc. These administrative and purchasing costs, as well as unification of teacher benefits could be much more efficiently provided through regional service centers. Further evidence of the importance of efficiency is provided in a Thomas B. Fordham report that identifies better management of staff to enrollment size by districts as a way “to meet existing class-size targets and save significant dollars.”

**Accountability through transparent spending**

Full disclosure to the public that details how education dollars are allocated and spent is essential. Such transparency holds schools and districts accountable for spending money the way it is intended. KPI has shown that hundreds of millions of tax dollars targeted to at-risk students were not spent on those students and has gone unreported. It was also discovered through a Legislative Post Audit report that transportation funding was in violation of state law since 1973 and had overspent $45 million since 2012. The concept of transparency is of particular importance in Kansas since school districts are given considerable flexibility in how they spend education money. The federal Every Student Succeeds Act (ESSA) requires districts to report spending down to the building level by 2019. This is the first time school districts have been required to do so. This obligation will shine a much needed light on how local school boards choose to differentiate spending among schools in their districts.
Local Control

Academic decisions are best made at the local level

Public education became widespread throughout the nation in the mid-1800s. For the first hundred years it was almost exclusively a local function and responsibility. There is no mention of education in the U.S. Constitution, making it reserved to the states. However, the federal government began to get heavily involved in public education in the 1960s, primarily through the Elementary and Secondary Education Act of 1965 (ESEA). Through money, legal action and regulations acting as carrots and sticks, the federal government has become more intrusive over the past half century. The U.S. Department of Education was created in 1979 under President Carter and became most invasive in the George W. Bush administration through the establishment of the No Child Left Behind Act (NCLB) in 2001.

Over the past decade, the feds have made an even deeper dive in local education through the highly controversial and meddling Common Core standards. Although recently the federal government has taken a small reversal by throwing out NCLB and replacing the federal law with the less intrusive Every Student Succeeds Act, the federal shadow continues to loom largely over the business of public education. A case in point is the 2018 ruling by a Federal District Court judge in Detroit. The judge dismissed a class-action lawsuit aimed at improving education in troubled Detroit schools, claiming that “access to literacy” is not a fundamental constitutional right. While the underlying Detroit case can be interpreted in different ways, the fact that a federal court dismissed the case further cements that K-12 education is fundamentally a state-level responsibility.

For states and local school districts to take back the autonomy reserved by the 10th amendment is to defy another one-size-fits-all approach to education – this being the federal government’s cookie-cutter national standards and other uniform intrusions into the local function that is public education.

State governments must also recognize different needs among the various school districts and allow local school boards the freedom to make those judgments. In Kansas, some decisions are inevitably in the hands of the state since a free public education is guaranteed in the state constitution. School funding, graduation standards and student privacy are a few examples. That notwithstanding, truly local issues, such as employment (including teacher tenure), curriculum, and school calendars, are best made at the district/building/classroom levels. Whenever feasible, decisions should be made as close to the student as possible.

Fortunately, in Kansas the state does allow the districts a great deal of freedom and flexibility when it comes to those decisions. It should remain that way.
End Notes

1 Kansas State Department of Education (ksde.org), Data Central, School Finance Reports, 2017-18
2 https://kansaspolicy.org/kg-paper-at-risk-funding-increased-money-fails-to-increase-achievement/
3 The Kansas state assessment was fundamentally changed in 2014. There are no test results for 2014 due to technical issues that accompanied the change.
5 https://kansaspolicy.org/2018-public-education-factbook/
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41 As of this writing those states are Arizona, Florida, Mississippi, Nevada, North Carolina, and Tennessee
44 https://nces.ed.gov/programs/digest/d17/tables/dt17_206.10.asp
45 https://kansaspolicy.org/kansas-reject-supreme-court-school-control/
46 http://www.surveyusa.com/client/PollReport.aspx?g=986ed0f7dc7-4eb2-809b-d36a27e0ad7&c=214
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