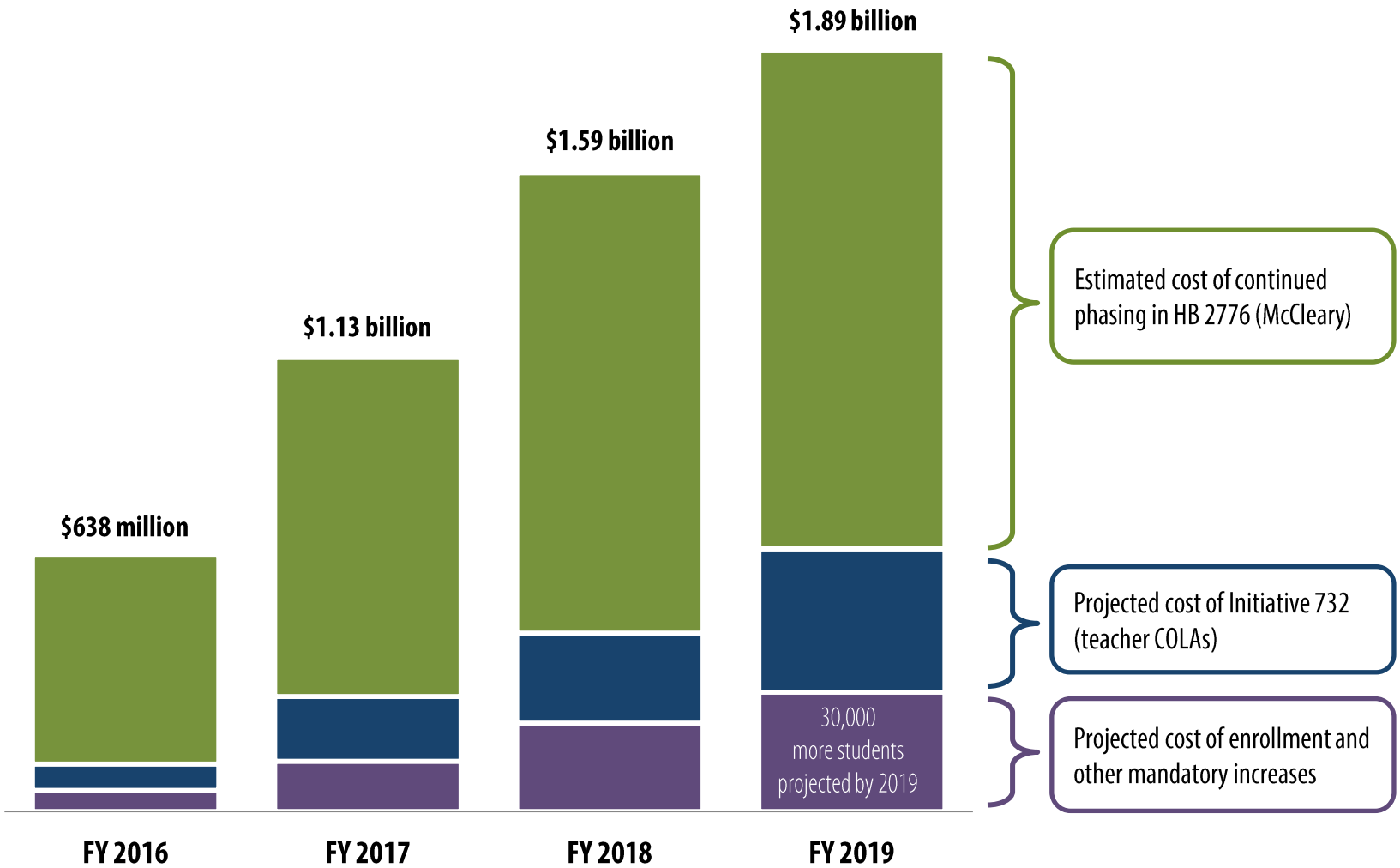More than $5 billion needed over next 2 biennia to meet statutory K-12 requirements