

MINUTES OF THE HOUSE COMMITTEE ON EDUCATION

The meeting was called to order by Representative Don Crumbaker at
Chairperson

3:30 ~~a.m.~~/p.m. on February 19, 1985 in room 519-S of the Capitol.

All members were present ~~except~~

Committee staff present:

Ben Barrett, Legislative Research Department
Avis Swartzman, Revisor of Statutes' Office
Dale Dennis, State Department of Education
Judy Crapser, Secretary to the Committee

Conferees appearing before the committee:

Representative Kerry Patrick
John Myers, Governor's Office
Nancy Lindburg, Kansas-National Education Association, Kansas Association of School
Boards, and United School Administrators of Kansas
John Koepke, Kansas Association of School Boards, Executive Director
Craig Grant, Kansas-National Education Association
Ferman Marsh, United School Administrators of Kansas
Dr. Bill Dirks, Wichita USD 259
Paul Fleener, Kansas Farm Bureau, Director of Public Affairs Division
Yolande Bestgen, Kansas Association of Rehabilitation Facilities
Dub Rakestraw, Family Service and Guidance Center of Topeka, Executive Director
Robert Clemons, State Board of Education
Ethel May Miller, Association for Retarded Citizens of Kansas
Onan Burnett, Topeka USD 501

The Chairman opened the meeting by recognizing Dale Dennis, State Department of Education. Mr. Dennis stated that there is a need for a bill to exempt some persons or classes from the certification exams enacted in the 1984 session. These exemptions would include any non-degreed position.

Representative Miller moved that a bill be introduced by the Committee. Representative Bowden seconded the motion. The motion was adopted.

The minutes of February 11, February 12, February 13, and February 14, 1985 were approved.

Representative Kerry Patrick presented HB 2369 which imposes budget limitations for the 1985-86 school year and affects professional employee obligations under KPERS. (ATTACHMENT 1)

John Myers, from the Governor's Office, opened the hearing for HB 2144 which concerns the SDEA. (ATTACHMENT 2) Mr. Myers also presented the Committee with a paper summarizing teachers salaries. (ATTACHMENT 3)

Nancy Lindburg, representing K-NEA, KASB, and USA, testified in support of HB 2144. (ATTACHMENT 4)

John Koepke, KASB, testified in support of HB 2144. He stated they approve the 6 - 12% budget limitations and taxable income change, but have concerns with the capital outlay interest extension and the preschool special education sections. Regarding HB 2369, KASB feels it is unfair to other valuable employees to give one group special benefits.

Craig Grant, K-NEA, testified in support of HB 2144. (ATTACHMENT 5)

Ferman Marsh, USA Kansas, testified in support of HB 2144. (ATTACHMENT 6)

Dr. Bill Dirks, Wichita USD 259, testified in support of HB 2144. (ATTACHMENTS 7 & 8)

Paul Fleener, Director of Public Affairs Division of Kansas Farm Bureau, addressed HB 2144. (ATTACHMENT 9)

Yolande Bestgen, for KARF, testified in support of HB 2144, with special interest regarding

CONTINUATION SHEET.

MINUTES OF THE HOUSE COMMITTEE ON EDUCATION,
room 519-S, Statehouse, at 3:30 ~~a.m.~~ p.m. on February 19, 19 85

the preschool special education section. She stated that this section would aid with early intervention for these children and give them that extra start that would result in added benefits to both the child and the cost of their future education.

Dub Rakestraw, Executive Director of the Family Service and Guidance Center of Topeka, testified in support of HB 2144. (ATTACHMENT 10)

Robert Clemons, State Board of Education, testified in support of HB 2144. (ATTACHMENT 11)

Ethel May Miller, Association for Retarded Citizens of Kansas, testified in support of HB 2144. (ATTACHMENTS 12 & 13)

Onan Burnett, Topeka USD 501, testified in support of HB 2144. He stated their support of the 95% funding of excess cost, the 6 - 12% budget limitations and the \$47 million input into SDEA.

This ended the hearing for HB 2144. The meeting was adjourned at 5:04 p.m.

The next meeting of the Committee will be February 20, 1985 at 3:30 p.m. in Room 519-S.

DATE Feb 19, 1985

GUEST REGISTER

HOUSE

EDUCATION COMMITTEE

NAME	ORGANIZATION	ADDRESS
Ken Rogg	Paala	S D E
Yolande Bestgen	Harvey County Spec Ed. Csg	725 Main Newton, Ks.
Lorathy Kacke Jellou	USD # 321 Special Services	Lawville Ks
Bill Curtis	KASB	Topeka
Richard Fank	KASB	Topeka
Jacque Dakes	KASB	Topeka
John Keefer	KASB	Topeka
Bill Smith	U.S.A. 259	Medita
Fernand March	USA	Topeka
M. D. MCKENNEY	USA	Topeka
Kay Ellis	KNEA	Topeka
Dub Rakostrow	Family Service & Guidance Center	Topeka
Jim Murphy	Governor's Office	Topeka
Mary Ellen Simon	L.G. of Women Voters	Topeka
Nancy Lindberg	K-NEA	Topeka
Craig Grant	K-NEA	Lawrence
Elizabeth E. Taylor	KAEYC	Topeka
Cherrie Hall	GN'S OFFICE	"
Bob Wooten	" "	"
John Thomas	" "	"
Julia A. Doty	Rep. Joan Adams - Atchison	—
Ethel May Miller	Comm. for Retarded Citizens / Ks.	Topeka
Janelle Milneron	Subcommittee on Early Childhood Dev. Services	Topeka
Betty Jones		Shawnee, Ks

To: House Education Committee
From: Kerry Patrick
Re: SCHOOL FINANCE

A. Proposal

1. Budget lids at 3% -5%
2. State pays KPERs employee contribution for classroom teachers at a cost to the state of approximately \$25 million new dollars.
3. State pumps an additional \$10 million through SDEA formula

TOTAL COST IN NEW STATE DOLLARS \$35 MILLION

B. Advantages

1. This measure provides every teacher in the state a real pay increase of between 9.0% to 9.5%. And since they are less likely to be kicked up into the next federal tax bracket the potential real increase is probably closer to 9.5%.
2. It permits, at a minimum, school districts to increase their operating budgets by at least 4.2% which is equal to this year's inflation rate.
3. The state wide property tax increase under this proposal is only \$43.6 million which is less than in the Governor's proposal even assuming that the Legislature passes his sales tax increase. Perhaps its important to note at this time that no member of the Legislature has introduced this measure. If Governor Carlin vetoes this proposal it will only mean lower real teacher's salaries and higher property taxes statewide.
4. Guarantee that the bulk of the new money goes into teacher's pockets. WE spend 15th on per pupil basis and 35th on average teacher's salaries so by eliminating the middleman (the school district) we solve some of the structural inefficiencies of the present system. WE can say we are being more efficient
5. In the future because the teachers gross base is less from this year forward their are exponential savings of over \$15 million in local property taxes state wide next year because of it.
6. With a smaller budget lid we force school districts to operate more efficiently and use unused budget authority if they so desire.
7. Discussions that I have had with Craig Grant of the KNEA have been favorable as to this proposal particularly if their is to be no general tax increase .

CONCLUSION: The key to quality teaching is the classroom teacher. This proposal gives the teacher the biggest possible pay increase at the least amount of taxpayers money now and in the future.

STATE OF KANSAS



OFFICE OF THE GOVERNOR

State Capitol
Topeka 66612-1590

John Carlin Governor

Testimony to
House Education Committee on School Finance
Regarding House Bill No. 2144
by John Myers
on February 19, 1985

Mr. Chairman, Committee Members:

I am here representing Governor Carlin today to express his support for House Bill No. 2144. This bill includes the Governor's Fiscal Year 1986 recommendations for school finance, pre-school special education services, elimination of the impact of the "booster tax" on the distribution of school aid and a provision allowing transfers from the interest monies earned on capital outlay funds to the general funds of school districts.

Under the Governor's school finance proposal, state aid to school districts, including general aid and the income tax rebate, would increase by \$67.1 million in FY 1986. Budget limits of 106 and 112 percent are recommended, along with a one-year extension of the authority given school districts last year to transfer monies earned from the interest on capital outlay funds to their general funds. These recommendations, taken together, would allow an average increase, statewide, of 10 1/2 percent for teachers' salaries and would result in an estimated \$45 million property tax increase. Given average growth in property valuations, this would translate into an average increase of approximately 2.3 mills million. State support to school districts under these recommendations would increase from 45.7 to 47.2 percent.

The Governor was very encouraged last year by the Legislature's and local school districts' support for our primary-secondary educational system. Given the level of state support available, districts responded positively to achieve an average 9.75 percent teacher salary increase; and, given adequate assistance from the state again, the Governor is confident that they will continue with the second phase of a three-year goal to raise Kansas teachers' salaries to an equitable and competitive level. This we must accomplish if we are to maintain and attract highly qualified young people to the teaching profession. Bright and talented teachers are fundamental to the continued success of our educational system.

And the quality of our educational system will continue to be critical to the economic success of our state. We have always known that a strong educational system is one of the most important factors considered by businesses looking to expand or locate in a state. Our current experience with General Motors and their proposed Saturn Project is a case in point. Quality education is high on their list of basic criteria a state is expected to meet for consideration.

The Governor hopes that the progress achieved through last year's commitment to education will be sustained by this legislative body. To interrupt the progress curve for even one year could set us back of our competitors for many years to come. The FY 1986 school finance funding recommended by the Governor is, in his opinion, the minimum necessary to continue the improvements begun in the current year.

In addition to recommending that 95 percent of the excess costs of special education be provided by the State for FY 1986, the Governor has proposed that 4-year olds in need of special education services be included in the school equalization aid formula beginning in the next fiscal year. He is suggesting that the program be an optional one, not mandated, thereby assisting those school districts which have a demand for such services. The Governor's budget includes \$614,000 to cover the costs of this initiative in FY 1986. This amount is based on the Department of Education's estimate that 20 percent of the children in this category would participate in the program the first year.

This proposal has evolved from the dedicated and thorough work of the Task Force on Pre-School Handicapped Children, appointed by the Governor in 1983 to assess the benefits of early education and training for the handicapped. Their work is supported by a multitude of national reports in which experts and professionals in the area of special education attest to the advantages of early intervention. Advantages accrue not only to the children who will be better served and, thus, better prepared to live as independently as possible, but to the State in the form of lesser demand for assistance to this group in later years.

Thank you, Mr. Chairman, for the opportunity to appear before the Committee on behalf of Governor Carlin and Kansas' public educational system. I urge this committee to support House Bill No. 2144

MEMORANDUM

TO: Governor John Carlin.

FROM: Raúl R. Guevara, Governor's Fellow

DATE: July 3, 1984

RE: Summary of Teachers' Salary Paper

Salary range is a very real issue of concern for teachers in Kansas. The average annual entry level salary for Kansas teachers is lower than that of comparable professionals in state government and in the private sector. On a nine month pay scale a majority of the professional positions in state government and the private sector, requiring a bachelor's degree, receive higher salaries than teachers. Positions in the state system that require teaching often are paid less than are teaching positions in the district school system using a nine month salary comparison.

A couple of studies indicate that the primary factor influencing teachers to leave the profession was financial. Teachers have greater desires for monetary rewards than other benefits such as leave, aides, etc. "Many departing teachers stated that they did not feel that they were being remunerated sufficiently, given their educational/experiential background."

Kansas Civil Service vs. Teaching

KNEA reports that the average entry level salary for a Kansas teacher in 1983-84 was \$13,694. The average entry level salaries for Kansas civil service employees in comparable professional positions are considerably higher than the entry level salary of Kansas teachers. Even with a nine month salary scale, a majority of the comparable professional positions in state government are paid higher entry level salaries than are teachers. State employees were paid between \$215 and \$2,869 more than teachers, on a nine month basis.

The average annual entry level civil service salaries of positions in the job family titled, "Teachers & Extension Workers" are considerably greater than corresponding public teachers' salaries. These specific job classes pay between \$2,314 and \$11,884 more than public teaching positions. The higher the education and experience level required, the higher the salary paid by the state system compared to public school district systems.

MEMORANDUM TO: Governor John Carlin
July 3, 1984
Page Two


Those jobs in state government that are described as teaching, on a nine month salary scale, are generally paid less than corresponding public teachers. Public teachers' salaries are between \$1,093 and \$2,284 greater than state government employees who teach using a nine month salary comparison.

Private Sector vs. Teaching

National annual salary offers from the private sector range from \$2,962 to \$12,047 greater than entry level Kansas teachers' salaries. A nine month salary comparison of offers from the private sector further indicates that a majority of these salaries are higher than the average entry level salary of Kansas teachers.

RH:mw

TO: Charneil Hadl

FROM: Cathy Rooney 

DATE: June 21, 1984

Attached are the conclusions of the research into salary comparisons of teachers versus comparable professions.

Hope this is helpful. I am at Health & Environment, 862-9360, in Personnel, if you have questions.

CR:ca

The purpose of this paper is to compare Kansas teachers' salaries to salaries of other comparable professional positions within the Kansas State Civil Service System and the private sector. Comparable professional positions to the teaching profession are defined as those professions requiring a bachelor's degree.

All too often, teacher's salaries are compared with those of all local and state employees. Using this comparison nationally and in Kansas, teachers fare better than local and state employees. For example, the average salary/wage of local and state government employees in Kansas in 1982 was \$16,248(1) while the average Kansas teacher's salary was \$18,231(2). This method of analysis is very misleading. A more appropriate comparison is to examine the average entry level salaries offered to teachers versus state employees of comparable professions.

KANSAS CIVIL SERVICE vs. TEACHING

The Kansas-National Education Association (KNEA) reports that the average entry level salary for a Kansas teacher in 1983-84 was \$13,694.(3) Salary offers differ from the various school districts with a low of \$10,200 and a high of \$16,686.

Table I, on the following page, shows that the average entry level salaries for Kansas civil service employees in comparable professional positions are considerably higher than the entry level average salary of Kansas teachers.

(1) U.S. News & World Report, April 23, 1984, p. 14

(2) Kansas-National Education Association

TABLE I - AVERAGE KANSAS CIVIL SERVICE ENTRY LEVEL SALARIES
FOR BACHELOR DEGREE PROFESSIONS COMPARED TO THE AVERAGE
ENTRY LEVEL SALARY FOR KANSAS TEACHERS

BY COLLEGE CURRICULUM PROFESSION	SALARY AVERAGE ANNUAL
Business	
Accounting	\$20,205
General & Management(1)	17,749
Marketing & Distribution	18,926
Humanities & Social Sciences(2)	17,037
Engineering	22,084
Sciences	
Agricultural Sciences	--
Biological Sciences(3)	16,935
Chemistry(4)	--
Computer Science	22,044
Health (Medical Professions)	18,546
Mathematics	20,367
Other Physical & Earth Sciences(3)	19,395
Teachers	13,694

*1983-84 gross salaries/wages excluding benefits. State salaries from the Kansas State Civil Service Basic Salary Plan, effective FY 1984 to January 15, 1984. Teachers' salary from KNEA, "USD/SEC Salary Schedules 1983-84."

**Calculations were made by averaging the salaries of all entry level positions (requiring 4 years of college) in job families that correlate with the curriculum or specific job description. Those positions requiring 6 months to one year's related experience are included, as teachers are required to have student teaching experience.

- (1) Administrative & Managerial positions
- (2) Salary level ranges from \$14,640 to \$20,868.
- (3) Only four positions have entry level status.
- (4) Entry level for Chemists is \$16,728 and is included in the Physical and Earth Sciences average figure.

State employees in comparable professions to teaching had average annual entry salaries ranging from \$3,241 and \$8,390 greater than the average annual entry level salary of teachers. Presumably, salary ranges set by civil service attempt to start jobs requiring a bachelor's degree at range 18 which has an annual starting salary of \$16,008 and a master's degree at range 20 which has an annual starting salary of \$17,484.

Interestingly, the entry level salaries of state employees in comparable professions requiring a bachelor's degree received from \$2,235 to \$7,384 more than the average entry level salary of teachers with master's degrees. The average entry level for a teacher with a master's degree is \$14,800(3). Salary offers for teachers with a master's degree differ among the various school districts with a low of \$11,167 and a high of \$17,300.

Many people argue that teachers work only nine months per year, so twelve month salary comparisons with other professions are not valid. Even with a nine month salary scale, a majority of the comparable professional positions in state government are paid higher entry level salaries than are teachers (see Table II). State employees were paid between \$215 and \$2,869 more than teachers, on a nine month basis. However, the average entry level salaries of jobs in the Marketing and Distribution, Humanities and Social Sciences, and Biological Sciences' professions received respectively \$383, \$917 and \$993 less than the average entry level teachers' salary.

(3) Kansas-National Education Association, "USD/SEC Salary Schedules 1983-84." Negotiation and Research Division, pp. 4-5

TABLE II - AVERAGE KANSAS CIVIL SERVICE ENTRY LEVEL SALARIES
 OF BACHELOR DEGREE PROFESSIONS ON A NINE MONTH SCALE COMPARED
 TO THE AVERAGE ENTRY LEVEL SALARY FOR KANSAS TEACHERS

BY COLLEGE CURRICULUM PROFESSION	AVERAGE SALARY 9 MONTHS
Business	
Accounting	\$ 15,154
General & Management	13,312
Marketing & Distribution	14,194
Humanities & Social Sciences	12,778
Engineering	16,563
Sciences	
Agricultural Services	--
Biological Sciences	12,701
Chemistry	--
Computer Science	16,533
Health	13,909
Mathematics	15,275
Other Physical & Earth Sciences	14,546
Teachers	13,694

*1983-84 gross salaries/wages excluding benefits taken from the "KS State Civil Service Salary Plan," effective FY 1984 to January 15, 1984. Teachers' Salary from KNEA, "USD/SEC Salary Schedules 1983-84."

In the civil service system, a job class is a position name such as Accountant, Chemist or Education Director. Job classes which require the same level of skill, training, education, licensing and credentialing are grouped into a job family. Within the job family titled, "Teachers and Extension Workers," there are 14 job classes which require a bachelor's or master's degree. Table III illustrates the education and experience required for the specific job classes and corresponding annual and nine month scaled entry level salaries for positions in the job family titled, "Teachers and Extension Workers." Corresponding public teachers' average entry level salaries of equivalent education and experience are also listed.

Table III shows that the average annual entry level civil service salaries of positions in the job family titled, "Teachers and Extension Workers" are considerably greater than corresponding public teachers' salaries. These specific job classes pay between \$2,314 and \$11,884 more than public teaching positions.

Comparisons on a nine month scale of the civil service salaries for those in the "Teachers and Extension Worker" family with public teachers' salaries, show that public teachers' salaries are generally slightly higher. In eight of thirteen classes, the public teachers' salaries are between \$306 and \$2,260 higher than corresponding state salaries. However, it should be noted that the higher the education and experience level required, the higher the salary paid by the state system compared to public school district system.

Job descriptions for classes within the "Teachers and Extension Workers" family describe duties as: teaching and administration, teaching and evaluation, primarily administrative or primarily teaching.

Table IV, on page 7, examines the average annual and nine month scale salaries of the state jobs that specify teaching as a responsibility, and compares public teachers' salaries. In conclusion, Table IV shows that those jobs in state government that are described as teaching, on a nine month salary scale, are generally paid less than corresponding public teachers. Public teachers' salaries are between \$1,093 and \$2,284 greater than state government employees who teach using a nine month salary comparison.

TABLE III - KANSAS CIVIL SERVICE JOB REQUIREMENTS AND
CORRESPONDING ANNUAL AND 9 MONTH SALARIES OF POSITIONS IN THE JOB FAMILY
- TEACHERS AND EXTENSION WORKERS COMPARED TO ENTRY LEVEL PUBLIC TEACHERS'
SALARY WITH EQUIVALENT EDUCATION AND EXPERIENCE

JOB REQUIREMENTS	SALARIES		
	AVERAGE ANNUAL	9 MONTH	TEACHERS' AVERAGE
<u>Bachelor's Degree</u>			
Extension Representative I	\$18,276	\$13,707	\$13,694
Institutional/Vocational Educator I	16,008	12,006	13,694
Rehabilitation Teacher for Blind	16,008	12,006	13,694
Laboratory Educational Technician	16,008	12,006	13,694
<u>Bachelor's Degree & 1 Year of Experience</u>			
Education Certification Specialist	18,276	13,707	14,013
<u>Bachelor's Degree & 3 Years Experience</u>			
Extension Representative II	20,868	15,651	14,670
Audio Visual Supervisor	17,484	13,113	14,670
Vocational Training Supervisor	18,276	13,707	14,670
<u>Master's Degree</u>			
Orientation & Mobility Instructor-			
Blind	16,728	12,546	14,800
Institutional/Vocation Educator II	18,276	13,707	14,800
<u>Master's & 1 Year</u>			
Education Program Specialist	23,676	17,757	15,139
<u>Master's & 3 Years Experience</u>			
Education Director	22,776	17,082	15,824
Educational Program Administrator	27,708	20,781	15,824

*1983-84 gross salaries/wages excluding benefits.

**Job class salaries from the "KS State Civil Service Salary Plan," effective FY 1984 to January 15, 1984. Teachers' salaries from KNEA, "USD/SEC Salary Schedules 1983-84."

TABLE IV - POSITIONS FROM THE TEACHERS AND EXTENSION JOB FAMILY
 THAT SPECIFY TEACHING AS A RESPONSIBILITY
 COMPARED TO CORRESPONDING PUBLIC TEACHERS' SALARIES

JOB CLASS	AVERAGE ANNUAL SALARY	9-MONTH	TEACHERS' CORRESPONDING AVERAGE SALARY
Extension Representative II	\$20,868	\$15,651	\$14,670
Institutional/Vocation Educator I	16,008	12,006	13,694
Institutional/Vocation Educator II	18,276	13,707	14,800
Rehabilitation Teacher for Blind	16,008	12,006	13,694
Orientation & Mobility Instructor	16,728	12,546	14,800

*1983-84 gross salaries/wages excluding benefits.

**Job class salaries from the "KS State Civil Service Salary Plan." effective FY 1984 to January 15, 1984. Teachers' salaries from KNEA "USD/SEC Salary Schedules 1983-84."

PRIVATE SECTOR VS. TEACHING

Table V on the following page depicts national averages of salary offers to bachelor degree candidates in various professions comparable to teaching. According to the Kansas State and University of Kansas Placement Centers, average monthly salary offers in Kansas from the private sector to students with bachelor's degrees are very similar, but usually slightly higher (\$5.00 to \$20.00) in comparison to national figures for similar groups.

National data, depicted in Table V, shows that the average annual salary offers from the private sector to bachelor's degree candidates in professional positions comparable to teaching are considerably higher than the entry level average salary of Kansas teachers. National annual salary offers from the private sector range from \$2,962 to \$12,047 greater than entry level Kansas teachers' salaries. A nine month salary comparison of offers from the private sector further indicates that a majority of these salaries are higher than the average entry level salary of Kansas teachers. Again, the Marketing and Distribution, Humanities and Social Sciences and Biological Sciences professions, on a nine month pay scale, received slightly less than the average entry level salary of Kansas teachers. Agricultural Science and General and Business Management fields on a nine month pay scale also received slightly less than the average entry level salary of Kansas teachers.

Salary range is a very real issue of concern for teachers in Kansas. A study conducted by Jerry G. Horn of Kansas State University showed that the primary factor influencing teachers to leave the profession was financial.

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- 1) Horn, Jerry G., "Administrative Support & Financial Remuneration as factor in Teachers' Decision to leave the Profession " Center for Extended Services, Manhattan, Kansas. August 1983.

This study also showed that teachers have greater desires for monetary rewards than other benefits such as leave, aides, etc.

Another report from the Professional Teaching Standards Advisory Board, February 27, 1981, shows that as a group, financial reasons were the most influential in teachers' decisions to leave the profession. "Many departing teachers stated that they did not feel that they were being remunerated sufficiently, given their educational/experiential background."

In summary, the average annual entry level salary for Kansas teachers is lower than that of comparable professionals in state government and in the private sector. On a nine month pay scale a majority of the professional positions in state government and the private sector, requiring a bachelor's degree, receive higher salaries than teachers. It should be noted that positions in the state system that require teaching often are paid less than are teaching positions in the district school system using a nine month salary comparison.

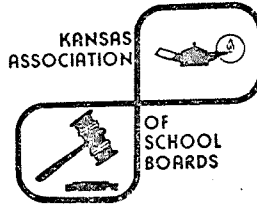
TABLE V - NATIONAL PRIVATE SECTOR SALARY OFFERS
TO BACHELOR'S DEGREE CANDIDATES - AVERAGE YEARLY AND
9 MONTH SALARIES COMPARED TO THE
AVERAGE ENTRY LEVEL SALARY OF KANSAS TEACHERS

BY COLLEGE CURRICULUM PROFESSION	AVERAGE \$ OFFERS MARCH 1984	
	ANNUAL	9 MONTH
Business		
Accounting	\$19,464	\$14,598
General & Management	18,048	13,536
Marketing & Distribution	17,616	13,212
Humanities and Social Sciences	15,999	11,999
Engineering	25,741	19,305
Sciences		
Agricultural Sciences	16,824	12,618
Biological Sciences	16,656	12,492
Chemistry	21,132	15,849
Computer Science	24,048	18,936
Health (Medical) Professions	19,152	14,364
Mathematics	23,112	17,334
Other Physical & Earth Sciences	21,792	16,344
Kansas Teachers		13,694

* These are base starting salary offers that do not include fringe benefits. These are national averages from the College Placement Council Salary Survey.

** NOTE: According to Kansas State and University of Kansas Placement Centers, Kansas' average salary offers are about the same and usually \$5 to \$20 higher than national averages.

*** Kansas Teachers' salary from KNEA, "USD/SEC Salary Schedules 1983-84."



Joint Statement on School Finance

by

Kansas-National Education Association
Kansas Association of School Boards
United School Administrators of Kansas

Representatives of our organizations are present today to issue a joint plea to the members of the Kansas Legislature regarding the funding of public elementary and secondary education in Kansas. We have a mutual concern that the legitimate needs of public education in Kansas may not receive the attention they deserve in light of the present considerations about the state revenue picture.

In recent years, the Governor and the Legislature have made education their major priority. New initiatives to upgrade the quality of education and to raise teacher salaries to a more appropriate level have been started. To abandon those initiatives and commitments at this point would be counterproductive to our goal of making the Kansas educational system the best in the nation.

If Kansas is to emerge from its present economic doldrums, a quality educational system must be an integral component of the solution. Economic development specialists continue to tell us that educational quality, perhaps more than any other factor, is essential to the development of new economic opportunities. In addition, the record is clear that the people of Kansas are willing to provide the resources necessary for a quality educational program.

To that end, we would urge the Legislature to continue to honor their commitment to educational quality in Kansas by providing the necessary school finance resources. If we are not to regress in our current commitment to excellence in education, we believe that the budget limits should be at a level which will allow local boards of education to deal with that commitment.

If those budget limits are to be a realistic measure of the educational opportunity we wish to afford Kansas school districts, then sufficient new state resources must be injected into the School District Equalization Act to allow them to use those budget limits without significant increase in the already overburdened property tax. We believe that the Governor's recommendation of \$67 million in new SDEA funding is also the minimum amount necessary to accomplish that goal.

Finally, and perhaps most importantly, if we are to honor our commitment to our less fortunate students, the Legislature must continue to fund special education categorical aid at the level of 95% of excess cost. If the state does not honor its commitment to this mandated program, then funding for special education must necessarily come from monies which would otherwise be utilized for school district general fund needs, including teacher salaries.

We are confident that once they have reviewed the needs of public education, the members of the Legislature will realize that to stand still is to regress with regard to our historic commitment to education. We stand ready to work hand-in-hand with the Legislature and the Governor to identify and approve the necessary revenue sources to accomplish our goal. To do anything less would be a disservice to the school children of our state.

KANSAS-NATIONAL
EDUCATION ASSOCIATION

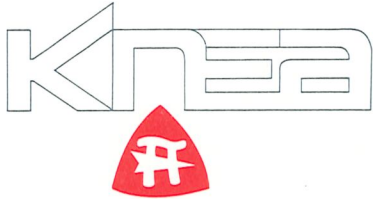
Bruce Goeden
Executive Director
Nancy Lindberg
President

KANSAS ASSOCIATION
OF SCHOOL BOARDS

John W. Koepke
Executive Director
Jacque Oakes
President

UNITED SCHOOL
ADMINISTRATORS

M. D. McKenney, Acting
Executive Director
Ferman March, Chairman
Legislative Committee



Craig Grant Testimony Before The
House Education Committee
February 19, 1985

Thank you, Mr. Chairman. Members of the Committee, my name is Craig Grant and I appreciate the chance to visit with you about school finance and particularly HB 2144. Although school finance deals with many aspects, I want to concentrate today on only one--teacher salaries.

Four years ago, Kansas-NEA established a goal in regard to teacher salaries. We did that after much thought about the practical aspects and possible political implications of our action. We thought that a long-range goal would be more appropriate. The goal was to have the Kansas average teachers' salary at least equal to the national average by the 1986-87 school year.

K-NEA chose the national average because of a number of factors. At the time we ranked 36th in teacher salaries and 14th in per capita income. That spread was the largest of any state. Kansas-NEA also noted that Kansas teachers also prepare their students well--we rank 4th in average ACT scores and do very well also on SAT tests. In sum, Kansas-NEA saw our teachers doing a good job, but felt that they were underpaid in relation to other teachers in other states.

However, Mr. Chairman and Members of the Committee, Kansas-NEA did not address just salaries. We also sought to upgrade the already good job teachers were doing. We put together a comprehensive program which did the following:

1. Required a certification test for new teaching applicants;
2. Required a one-year internship for new teachers; and
3. Requested funds to improve in-service education for teachers already teaching.

We combined these with our salary proposal to build the Kansas Plan. That plan has been endorsed, at least the concepts within it, by a number of people and groups.

The time frame is half over. Progress has been made. Kansas has moved from 36th to 30th in teacher salary ranking. The certification test is going to be in place. The internship and in-service programs are ready for implementation. Kansas-NEA desires to keep progressing. In order for progress to be made in teacher salaries, we need another significant increase this year. In fact, if we are to reach that goal, we need to have 12% teacher raises this year. We need to look together for ways that will allow this to happen.

One of the problems of supporting this or any other school finance plan is that the lids are considered in isolation of funding. Logical questions of funding sources, property tax increases and distribution of state aid are certain to arise. Usually the reaction to these questions is to lower budget lids automatically. I would submit to you that the need, as recognized by the school boards, administrators, teachers, legislators, etc., is overshadowed by what funding source should be used.

In studying funding sources, I believe that a few thoughts should be kept in mind by this committee. A few of them are:

1. The property tax increase reported in March and April on the printout are seldom, if ever, as high as those adopted in August. Because of valuation increases, districts

(continued)

choosing not to fund the maximum, and districts not spending all of last year's budget, property tax increases usually are not as high as projected;

2. Last year school districts earned in excess of 48 million dollars in interest on idle funds. This interest was deposited in special funds outside the general fund. I believe that this interest could be a source for partially funding general fund budgets; and
3. In order for that much interest to be earned, districts had significant amounts of unencumbered cash to invest. While it is true that some of the unencumbered moneys are in the general fund, we find that over 215 million dollars was carried over in special funds into this budget year. This is up from about \$203 million carried over into last school year. I am attaching a copy of the statistics for your information. We are not asking to return these funds to zero, but we wonder why transfers from the general fund increase and at the same time balances are also increasing.

Kansas-NEA asks that you keep these points in mind when looking at school finance. We also ask that you help us reach our goal--a reasonable and attainable goal. We hope that we can look back with pride at the completion of the Kansas Plan as a step forward in improving education in this state.

Thank you, Mr. Chairman and Members of the Committee for listening to the concerns of teachers.

UNIFIED SCHOOL DISTRICT

Cash Balances

July 1

	<u>July 1, 1982</u>	<u>July 1, 1983</u>	<u>July 1, 1984</u>
General	\$138,101,940	\$158,350,191	\$175,298,436
Adult Education	82,353	82,575	88,203
Capital Outlay	107,416,405	112,006,486	115,363,149
Transportation	23,927,959	26,194,624	27,249,480
Adult Supplementary	412,779	383,997	325,798
Bilingual Education	392,090	410,398	369,780
Driver Training	3,551,503	3,449,781	3,868,784
Food Service	16,014,274	17,433,982	18,592,945
Special Education	24,613,855	25,708,422	28,131,734
Vocational Education	17,538,244	17,769,801	21,466,548
TOTALS	\$332,051,402	\$361,790,257	\$390,754,857



UNITED SCHOOL ADMINISTRATORS OF KANSAS

1906 EAST 29TH

TOPEKA, KANSAS 66605

913-267-1471

JERRY O. SCHREINER
EXECUTIVE DIRECTOR

M.D. "MAC" McKENNEY
ASSOCIATE EXECUTIVE DIRECTOR

TO: Kansas House Education Committee
FROM: Ferman Marsh, Representing USA Kansas
SUBJECT: Testimony related to HB 2144
DATE: February 19, 1985

Thank you Mr. Chairman and members of this committee for the opportunity to appear before you today. I am Ferman Marsh, Superintendent of USD 450, Shawnee Heights, Chairman of the USA Legislative Committee, and a member of its School Finance Task Force.

The position of the United School Administrators of Kansas has been carefully drawn after input was received from both a survey of our membership and the recommendation of a special task force which deals with problems of school finance.

We recommend the following to the 1985 Kansas Legislature:

- a. Budget limits of 106% and 112%.
- b. State reimbursement of 95% of the excess costs of special education.
- c. Not less than 67 million dollars of additional state aid.

Our rationale:

The budget limits of 106 and 112 percent will allow continued improvement of educational opportunities for Kansas public elementary and secondary school students in response to state and national studies calling for significant improvement.

These budget limits will allow continued improvement of Kansas teacher salaries toward the goal of reaching the national average.

The additional state aid will limit the average property tax increase statewide to approximately two mills.

New state revenues will be needed to finance these recommendations. Therefore, the United School Administrators of Kansas supports the concept of additional revenue from a mix of sales tax, income tax, or other non-ad valorem property tax revenue sources deemed appropriate by the Legislature.

WICHITA PUBLIC SCHOOLS
Educational Services Building
640 North Emporia
WICHITA, KANSAS 67214

*Division of Research, Planning,
and Developmental Services
(316) 268-7882*

HOUSE EDUCATION COMMITTEE TESTIMONY

H.B. 2144

I am Bill Dirks representing U.S.D. 259.

Chairman Crumbaker and members of the Education Committee, thank you for conducting this hearing and allowing me to appear before you.

U.S.D. 259 supports H.B. 2144 because it has three of the legislative positions which were presented to you earlier with our legislative proposals. First, we believe the recognition that early childhood provides the most cost effective means in helping children get an early start in learning. The attached page 8 amplifies that point. Secondly, we believe budget authority is an integral part of the Equalization Act and that it has proved effective for more than a decade. This method provides some fiscal restraint and more importantly provides a means of equalization among districts of unequal wealth. Lastly, the budget controls proposed recognize that Kansas salaries have not yet reached adequate levels. The amount proposed by budget category is more than the inflation factor and provides a limited amount for salary improvement. Supplementary page 17, clearly indicates that the Board has provided salary and benefit increases greater than the budget authority over the past twelve years. However page 18 also indicates that salaries have not kept pace during the same period based upon the Consumer Price Index.

I would urge your support for H.B. 2144.

Thank you for allowing me to appear before the Committee.

SUPPORT LEGISLATIVE FUNDING FOR PREKINDERGARTEN PROGRAMS

Rationale: Many districts recognize the need for prekindergarten programs as a cost effective means of reducing the demand for special education, lessening costly remedial programs, and reducing pupil failures. Early Childhood Education is one of the most highly researched topics and the values are clearly evident. Research studies show long term benefits. One of the most recent studies "*Preschools: It Still Makes a Difference*" indicated long term benefits. Evidence continues to mount supporting the positive effects of preschool programs on economically deprived children. The latest comes from the longitudinal 'Ypsilanti Study,' which began almost twenty years ago and was the inspiration for the federally funded Head Start programs that began in 1964. The study was conducted and published by High/Scope Press and focused on the economic benefits of the program versus the costs. According to a report prepared by David P. Weikart for a recent conference for southern legislators, "there was at least a \$4,130 payoff after inflation for every \$1,000 invested in the preschool program in Ypsilanti." American Educator, Winter 1983

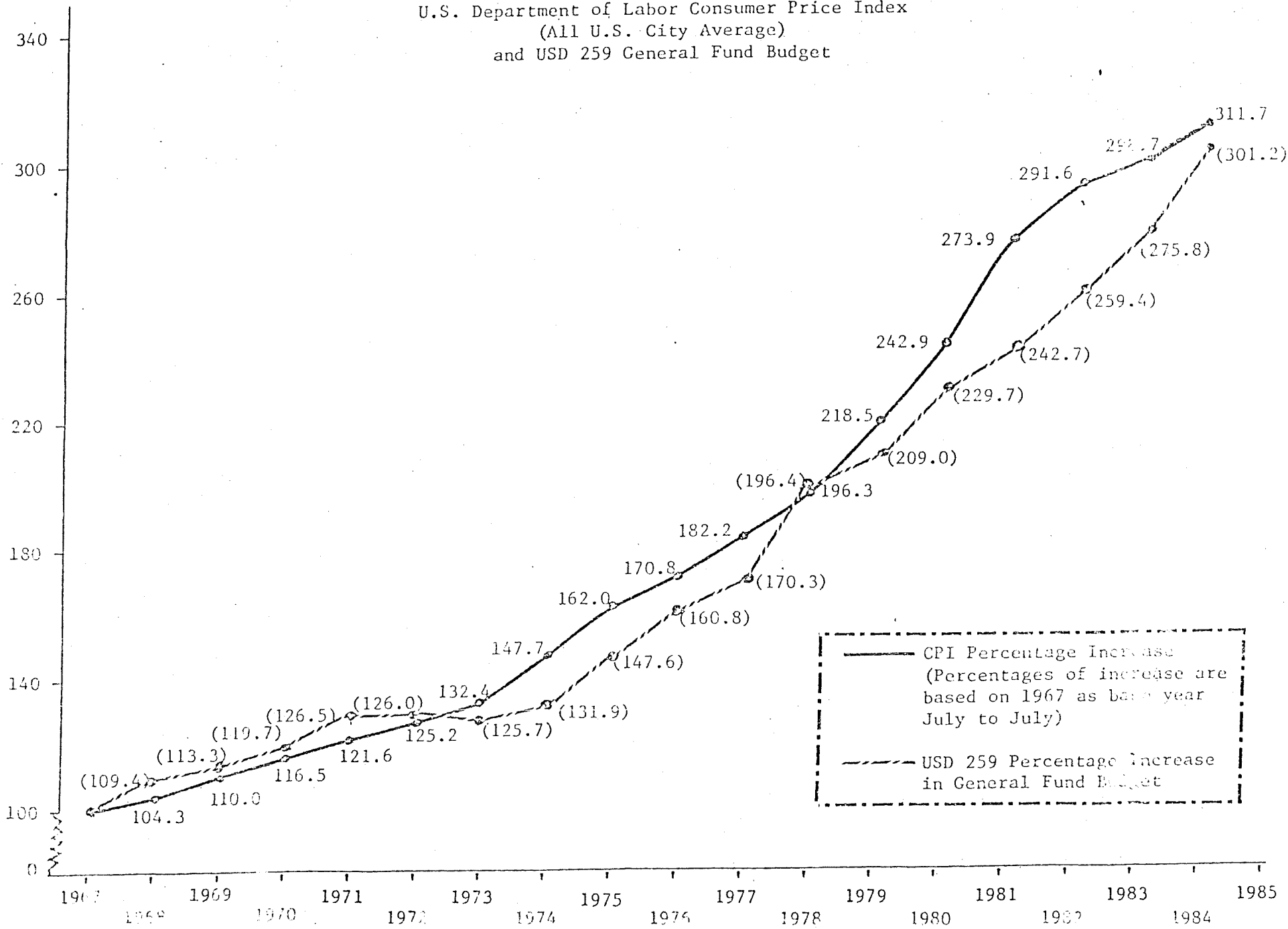
It is proposed that prekindergarten programs be financially supported by the state equivalent to the support for kindergarten and that these local programs be voluntary for districts and pupils. Financing pre-kindergarten programs should be from new sources and not diminish other funds.

A COMPARISON OF GENERAL FUND BUDGET AUTHORITY
AND SALARY AND BENEFIT INCREASES FOR USD 259
SINCE THE SCHOOL DISTRICT EQUALIZATION ACT
WAS ENACTED IN 1973

Each year since the School District Equalization Act became law on July 1, 1983, the Kansas legislature has established budget authority for school districts. Budget authority permits districts to increase their general fund budget from one fiscal year to another by a given percentage, thereby placing a limitation on school district expenditures. Because salaries represent a large percentage of the general fund budget, there is a direct correlation between budget authority and percentage of salary and benefit increase granted through the negotiations process.

<u>School Year</u>	<u>Increased Budget Authority from Preceding Year</u>	<u>Percentage of Salary and Benefit Increase</u>
1973-74	105%	5.50%
1974-75	107%	7.00%
1975-76	110%	12.20%
1976-77	107%	7.20%
1977-78	105%	5.50%
1978-79	106%	6.01%
1979-80	106%	8.80%
1980-81	109%	12.00%
1981-82	105%	9.00%
1982-83	106.25%	8.25%
1983-84	105%	5.0%
1984-85	109.27%	11.2%

A COMPARISON OF YEARLY PERCENTAGE INCREASES
 U.S. Department of Labor Consumer Price Index
 (All U.S. City Average)
 and USD 259 General Fund Budget



— CPI Percentage Increase
 (Percentages of increase are based on 1967 as base year July to July)

- - - USD 259 Percentage Increase in General Fund Budget

Statement to:
HOUSE EDUCATION COMMITTEE

RE: H.B. 2144 - School District Equalization Act
February 19, 1985
Topeka, Kansas

Presented By:
Paul E. Fleener, Director
Public Affairs Division
Kansas Farm Bureau

Mr. Chairman and Members of the Committee:

We appreciate the opportunity to make a brief statement on school finance. We have long been supportive of efforts by this Legislature to create and to maintain an equitable system for funding the elementary and secondary schools in Kansas. Our delegates adopted the following statement on school finance at the most recent annual meeting of Kansas Farm Bureau, December 2-4, 1984 in Wichita. It stresses a number of points which I will bring out later but the resolution adopted by voting delegates from 105 counties is as follows:

School Finance

We believe the Kansas Legislature should develop a school finance formula to assist in the delivery of and funding for a "basic education" for every child enrolled in public schools in each unified school district in the state.

We continue to believe that there should be minimal reliance on the property tax for support of our elementary and secondary schools. As long as property is used as a measure of wealth, then intangible property should be a part of such measurement of wealth.

We support legislation to create a school district income tax to be collected by the state from every resident individual and returned by the state to the school district of residence of the individual taxpayer.

We will support legislation to increase the state sales tax by one cent (1%), PROVIDED the revenues from such increase are used for financing elementary and secondary schools and to reduce property taxes now levied for school finance.

State General Fund revenues should be enhanced for school finance purposes by increasing the rates of income and privilege taxes imposed on corporations, financial institutions, insurance companies, and non-resident individuals.

We believe that federally and state mandated programs should be fully funded by the federal or state government, whichever mandates a given program.

We have opposed in the past, and we will continue to oppose efforts to establish a statewide property tax levy.

Mr. Chairman and Members of the Committee, the school finance procedures embodied in the School District Equalization Act need some revision. The farmers and ranchers of this state are not participants in the "economic upturn" that is described by economists and the Administration in Washington, D.C. This Legislature, in 1985 - and more specifically, the House of Representatives just yesterday, is looking at ways in which it can make recommendations to the Congress of the United States to aid in what is a genuine economic crisis in agriculture. We bring that to your attention for this reason: There is time in this Legislative Session to significantly modify the School District Equalization Act to reduce the reliance on the property tax for the citizens of this state. Farmers, who comprise less than 10 percent of the population in Kansas, and receive less than four percent of the individual income in Kansas, pay in excess of 15 percent of the property tax. With a school finance system that relies so heavily on the property tax our people have said for a number of years that we need to make a fundamental change in the way we as a state fund our elementary and secondary schools.

In another resolution concerning education our people had indicated that the citizens of the state, with the cooperation of the Kansas Legislature, should conduct an in-depth examination of the operation, the goals and objectives of our public schools. Our people want to optimize the educational opportunities for our children at an affordable cost. To do that several steps need to be taken. Among the things recommended by our people are these:

* A more efficient use of classroom assistants and volunteers,

* A reduction in the number of administrative personnel employed by USDs,

* Curtailing, or limiting to after the regular school day, extra-curricular activities,

* More efficient use of classroom instructional hours,

* Spending and budget lids on USDs.

Mr. Chairman and Members of the Committee, it may seem a radical proposal, but we would submit to this Legislature that you freeze the budgets for USDs at the levels of the last (the school year we are now in) school year. At the federal level we, and 80 percent of the people in the country according to polls, think the federal government should operate on a balanced budget . . . should freeze at last years expenditures the amounts of money that agencies can expend, and should make every effort to live within our means. In order to do that we need to get a handle on expenditures, on entitlement programs and those things which are written into law which have automatic escalators in them. The Kansas School District Equalization Act is one of those types of laws. We give from 5-15 percent budget increase authority to school districts with no question asked as to the things on which funds are being expended. We know that teachers want increased salaries. Our people endorse an adequate salary for classroom teachers, recognizing that those salaries are for nine or in some cases ten months of the year. But they want the good ones to be

paid properly. That can be done within existing revenues.

The proposals advanced thus far for school finance would pump in additional millions of dollars from the state and would, at the same time, cause a significant increase in property taxes paid across the state. These taxes will be paid not just by farmers but by all citizens. We need to revamp the system.

We indicated we would stress two or three points from our resolution, Mr. Chairman. We need to reduce the reliance on the property tax. We need a school district income tax. We need a one percent increase in the sales tax PROVIDED the revenues from that increase are used for financing elementary and secondary schools and are used to reduce property taxes now levied for school finance.

Mr. Chairman and Members of the Committee, NOW is the time to take a look at the Ad Hoc School Finance Committee recommendations. It is appropriate that some of the steps recommended by the Ad Hoc Committee be implemented this year! It is vital to agriculture. It is important to the entire state that we equitably fund our elementary and secondary schools. This Committee can make such a recommendation. This Legislature can achieve equity. We urge you to do it.

FAMILY SERVICE AND GUIDANCE CENTER OF TOPEKA, INC.

2055 CLAY STREET

TOPEKA, KANSAS 66604

234-5663

February 19, 1985

Testimony on HB 2144: To the Kansas State House of Representatives, Education Committee. The Honorable Don Crumbaker, Presiding.

Mr. Chairman and the honorable members of the committee, I am Dub Rakestraw, Executive Director of the Family Service and Guidance Center of Topeka.

I appreciate this opportunity to speak as a proponent for HB 2144.

My agency is part of the community mental health delivery system serving the people of Shawnee County. Specifically, my agency focuses its services on children and families. We have recently added a day treatment program for 3-5 year olds experiencing significant problems in social, emotional, or behavioral development. Our program, having started only less than two months ago, already has a waiting list.

I'm a proponent for HB 2144 because it encourages the early identification and provision of services at an early age. I sincerely believe, from my experience and from research literature available that the earlier we identify and apply remediation efforts, the better chance we have for success.

Let me cite but one example from here in Kansas that I believe clearly makes my case.

Some years back, the Children's Service Project was developed in Garden City. It is a comprehensive therapeutic preschool program designed to identify and remediate child problems that would interfere with normal academic and developmental progress.

It is similar to the project my agency has recently begun. Attached to my testimony is additional information about it.

They have recently evaluated their program. A total of 91 children have been served since its 1979 inception. They have found that 42 of those children who are now school age are in regular classrooms with no special education involvement. 6 of the school age children continue to receive special ed. services. Seven of the children have been returned to regular preschools and 17 of the 91 are currently enrolled in the Garden City project. 19 children had left the area and couldn't be tracked.

Thus, of the children that they tracked, only 6 (7%) have required special education services when they reached the public school system.

ATTACHMENT 10

2-19-85

House Education Committee

It is significant not only that the project was able to be so effective in remediating the children's problems but also from an economic point of view.

Information supplied to me from the Topeka public school system indicated that in 1983-84 it cost approximately \$2,700/student for those served in a regular classroom. In sharp contrast the cost was approximately \$4,500 for those who had to be served in a Personal and Social Adjustment special education classroom.

My project anticipates serving, at least, 125 pre-school age children over the next five years. If all of those children were to spend one year in a PSA special ed. classroom at the '83-'84 USD 501 cost level it would amount to \$562,500. If only 10% have to be in a PSA special ed. room, the cost would drop to \$45,000. A net savings of over a half million dollars per year. I believe by anyone's standards that is a significant savings.

It is clear that the earlier we can reach the child the better chance for success and success in this instance directly translates into saving taxpayers dollars.

I urge you to support HB 2144. I sincerely appreciate this opportunity to express my viewpoints and will gladly respond to any questions.



E.W. (Dub) Rakestraw
Executive Director

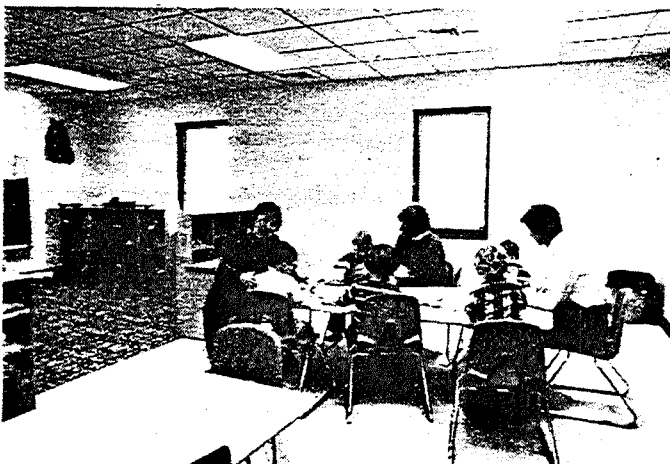
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GARDEN CITY PROJECT REMEDIATES EARLY CHILDHOOD PROBLEMS

A pilot program of the Garden City Office of the Area Mental Health Center, the Children's Service Project (CSP) is a comprehensive therapeutic preschool program designed to identify early and remediate child problems that would interfere with normal academic and developmental progress. The project is certified as an approved preschool program by the State Department of Education and licensed by the Kansas Department of Social and Rehabilitation Services. CSP staff includes a variety of professionals: an early childhood handicapped teacher, psychiatrist, social workers, psychologists, a speech and occupational therapist, and teacher/therapy aides provided by the area MHC, the High Plains Educational Cooperative, the Garden City Speech Clinic, and the Russell Child Development Center. Partial funding for this program has been provided by a special projects grant through the Division of Mental Health, SRS.

Children referred to the Children's Service Project receive a comprehensive screening evaluation through a preschool task force which includes a psychological, speech, physical and medical evaluation. Upon completion of this evaluation (which includes a staffing conference with the parents), the child is placed in the program with an Individual Educational Plan (I.E.P.) which provides direction for the remediation efforts. The children attend three-hour sessions, five days a week with parent involvement a part of the plan as directed by the I.E.P. Parent services include a Parent Day Program, Parent Education Program, home visitations, transportation, and individual or family therapy as indicated.



Teacher and aides working with the Project's children



View of the Children's Service Project classroom

Since its inception in August, 1979, a total of 91 children and their families have been served. Of these children who are now school age, 42 are in regular classroom settings with no special education involvement. Six school-age children continue to receive special education help within their school system. Seven children have returned to regular preschool settings. Seventeen of the children are currently enrolled in the Children's Service Project. Nineteen have moved from the area and their status is unknown.

While involved in the Children's Service Project, children experience significant developmental gains. Intellectual and developmental assessment tools have been applied in both pre- and post- testing throughout the program's duration to evaluate average monthly gains. These average gains are as follows: speech and language, 1.5; motor, 1.3; cognitive, 1.4 times the expected monthly gain.

These results point to the value of this program as an effective preventive approach for the early identification and remediation of childhood developmental problems.

Donald J. Fort, Ph.D.
Executive Director
Area MHC, Garden City



Kansas State Department of Education

Kansas State Education Building

120 East 10th Street Topeka, Kansas 66612

February 19, 1985

TO: House Education Committee
FROM: Robert Clemons, State Board of Education
SUBJECT: 1985 House Bill 2144

My name is Robert Clemons, a member of the State Board of Education from Independence.

The State Board of Education spent considerable time reviewing several studies such as the Nation at Risk and the Rand Report regarding the improving of education for elementary and secondary students. These reports strongly emphasized the improvement of teacher salaries.

The State Board recommends that the state authorize an overall average general fund budget increase of 10 percent which should permit school district salaries to increase a minimum of 11 percent and to raise Kansas' ranking. In addition, the State Board requests local boards of education to review budgets in terms of school improvement objectives and to give high priority to adequate budgeting for salaries that will bring classroom teachers more in line with the national average.

If teacher salaries could be increased by approximately 10 to 11 percent, we believe that Kansas would rank approximately 27th in the national ranking of states. It is anticipated that Kansas will rank 30th during the 1984-85 school year.

The State Board recommends that general state aid and income tax rebate should be increased by a total of approximately \$70,000,000 in order to prevent any large increase in the property tax.

We believe that House Bill 2144, in essence, incorporates the State Board's objectives. State aid is increased by \$67,100,000 and teacher salaries have the potential of increasing by approximately 10.5 percent.

Numerous studies have indicated that the potential exists for a teacher shortage in some areas. In order to alleviate such a shortage and to improve the quality of students entering the education profession, we highly recommend that the Legislature approve House Bill 2144 which is very close to the State Board's recommendation.

ATTACHMENT 11

2-19-85

House Education Committee



Hope through understanding

BRENT GLAZIER
Executive Director

GINGER CLUBINE
President
Wichita

CAROL DUCKWORTH
Vice President
Lawrence

VIRGINIA LOCKHART
Secretary
Topeka

ROBERT ATKISSON
Treasurer
Stockton

DON CULLY
Past President
Hutchinson

Regional Vice Presidents:

DON BEAMGARD
Atwood

BILL MONDT
Salina

DEBRA ENGSTROM
Manhattan

LINDA WALLACE
Alchison

SANDY GRACE
Hugoton

WELDON CAMPBELL
Great Bend

MARIE LEACH
Wichita

BILL WARDS
Olathe

To: House Education Committee
Rep. Don Crumbaker, Chr.

Date: Feb. 19, 1985

From: ARC/Kansas
Ethel May Miller, Volunteer

Re: HB 2144-Pre-School Aspects

It is my privilege to speak in support of HB 2144 on behalf of the Assoc. for Retarded Citizens of Kansas which represents some 5,000 parents and friends of persons who happen to be mentally retarded or otherwise developmentally disabled that belong to our association.

We who are parents of children with handicaps have always wanted to be able to help ourselves help our children! But the majority of us are certainly not trained in early childhood education and especially not in the more specialized areas and techniques for the educational services our children need very early in their development.

We are grateful that early screening, diagnosis, and evaluation are increasingly available, and parents are now informed about their handicapped child's need for early training and education. But it is bitter irony to find that still such needed services are, in fact, not available to the majority of our state's pre-school handicapped.

We are glad that about 1,500 of the some 5,000 preschool children with handicaps are fortunate to be finding early services they need. But they are able to do so, only if they happen to be in or near communities where either private or community centers and public school districts, either singly, or cooperatively, make such early childhood education available.

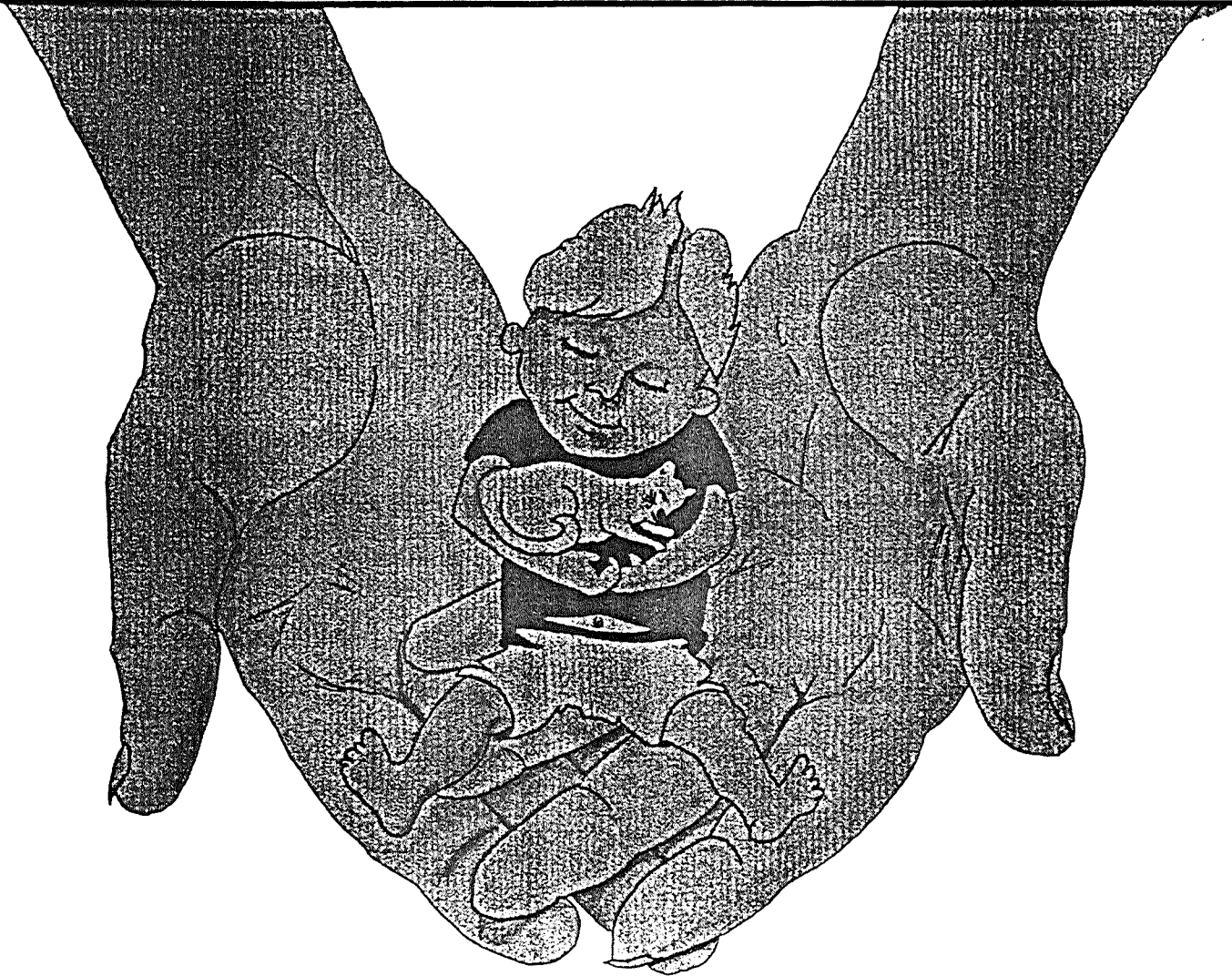
Surely that which is right and good and needed and available and accessible for some preschool handicapped is right and good and needed, and should be available and accessible for all pre-school handicapped.

As for cost effectiveness, we find in a 1982 Colorado study, commissioned by the Colo. General Assembly, that nearly one-third of the handicapped children in their preschool program did not need special services by school age. As for the other two-thirds, what a tremendous start for them to enter special education with far more readiness and skills than would have been possible without such early education and training.

We urge your support of HB 2144 as an incentive for more school districts to offer the needed services for handicapped preschool children in that such children being served could be counted by that district for a proportionate share of school equalization funds.

EFFECTIVENESS OF EARLY SPECIAL EDUCATION FOR HANDICAPPED CHILDREN

Brian A. McNulty
David B. Smith
Elizabeth W. Soper



**Report Commissioned by the
Colorado General Assembly**

Colorado Department of Education
Calvin M. Frazier, Commissioner
Edwin E. Steinbrecher, Deputy Commissioner
Peter S. Fanning, Executive Director

EXECUTIVE SUMMARY

EFFECTIVENESS OF EARLY SPECIAL EDUCATION FOR HANDICAPPED CHILDREN

Are special education programs for preschool handicapped children a sound investment? A comprehensive review of research in this area indicates that preschool programs are effective and can provide long-term human and economic benefits.

NATIONAL RESEARCH ON EFFECTIVENESS

Recent research efforts have focused on the effectiveness of providing special education services to young handicapped infants and preschool children as well as to children "at risk" of developing a handicap. Lazar (1979) analyzed the findings of 15 longitudinal studies of low income and handicapped children who were placed in preschool programs and concluded that these programs had a significant long-term effect on school performance.

A longitudinal study reported by Schweinhart and Weikart on the Ypsilanti Perry Preschool (1981) also demonstrated the long-term benefits of preschool programs. The study followed 123 borderline retarded children for fifteen years beginning at age three. Children were randomly assigned to either an experimental group who attended preschool or to a control group who received no preschool program. The results showed that children who had attended preschool maintained a stronger commitment to school, showed higher scholastic achievement, required half as many special education services, and were retained less often in grade. According to this study the benefits of the program clearly outweighed the costs.

The positive impact of early intervention has been demonstrated repeatedly through research. Preschool programs have proven effective for children with a variety of handicapping conditions.

Bricker and Sheehan (1981) found substantial gains on multiple evaluation measures across diverse groups of children - normal, at risk, mildly, moderately, and severely handicapped. A nationally recognized longitudinal study conducted by Weiss (1981) reported significant improvement of language impaired children placed in preschool programs utilizing the INREAL method of language instruction. These children required substantially fewer special services in later school years. The effectiveness of early education has also been reported for children who have sensory impairments (Adelson and Fraiberg, 1975; Simmons-Martin, 1981), Down's Syndrome (Hayden and Haring, 1976; Dmitriev, Hayden and Haring, 1981), and behavior disorders (Strain, 1981). There is documentation of lasting improvement in the functioning of severely handicapped children (Bruhei and Dow, 1980, Rosen, Morris and Sitkei, 1981). In addition, disadvantaged children have been shown to require fewer special education and remedial services as a result of public school education experiences prior to kindergarten. (New York State Education Department, 1982).

Recent research has verified the efficacy of early education programs. Substantial gains have been documented across different types of handicapping conditions at all levels - mild, moderate, and severe impairments. It is no longer debatable that early intervention programs reap immediate and long-term gains for handicapped children (Karnes, et. al., 1981).

Cost Analysis of Early Education

Early intervention has also proven to be a sound economic investment. Kakalik, Furry, Thomas, and Carny (1981) recently compiled data on the cost of special education and related services for handicapped children. Results determined the cost of special education to be 2.17 times the cost of regular education. The total annual cost of special education and related services per handicapped child was estimated to be \$4,698, compared to \$2,636 per child in regular education. Special education is costly. However, early preschool programs can reduce the cumulative expense of special education.

Wood (1981) recently published an extensive review of the relative costs of special education based upon the age of entry into the program. The data analyses clearly indicated that delaying services results in an increasing number of children requiring more special services at higher costs.

Cost/benefit analyses have delineated several factors which indicate that preschool programs are cost effective. One economic benefit resulted from the reduction of children who require costly special services (Lazar, 1979; Schweinhart and Weikart, 1981; Weiss, 1981). The INREAL project in Colo-

rado and the Perry Preschool Project determined that the reduction in the cost of subsequent required special education services alone completely covered the cost of the programs. Additional cost savings have also been documented. Braddock (1976) concluded that income taxes paid to the government by individuals in nonsevere disability categories exceeded the total cost of specialized educational programs. Savings from reduction in income maintenance, avoidance of institutionalization, and increased earnings of parents provide justification for early intervention for the severely handicapped.

National Trends Toward Preschool Special Education

Presently 23 states have mandated legislation for the provision of educational services to handicapped children under age five; four of these states begin service provision at birth (Nebraska, Iowa, Michigan, Maryland). In our Western region Nebraska, Oklahoma, Texas, and South Dakota have recently passed legislation and regulations mandating services to children under five. While Colorado has recognized a need for further services in this area, only a limited number of programs for young handicapped children exist.

COLORADO RESEARCH ON EFFECTIVENESS

National research findings indicate that early special education for handicapped children is effective and cost beneficial. But what about Colorado children? Is there any evidence that they, like the children studied in other states, have benefited from early special education efforts? An affirmative answer to that question has been provided by a research study done here in Colorado by Dr. Rita Weiss at the University of Colorado.

Colorado Research Design Study

Four Colorado school districts, Adams County District #50, Boulder Valley RE2, St. Vrain RE1J and Weld County participated in this program of scientific study to determine the effectiveness of preschool special education. A goal of the preschool special education program was to improve the language and related learning skills of three to five year-old handicapped children, thereby reducing their need

for special education services in elementary grades.

Weiss found that:

- children who had received the Preschool INREAL program scored significantly higher on language skill testing than children who received no preschool special education;
- significantly fewer children needed special education services after receiving the Preschool INREAL program than children who received no preschool special education;
- it cost the school district less to serve children who received the Preschool INREAL program than children who received no preschool special education. The district special education costs were reduced for handicapped preschool children who had received the Preschool INREAL program. Even after subtracting the cost of the Preschool INREAL program, the school districts, over three years, saved \$ 1560.00 per handicapped pupil.

Colorado Local Longitudinal Data

An additional study of the effectiveness of preschool special education in Colorado examined the subsequent

educational placements of 1,347 children who had attended a variety of preschool programs for handicapped children in 11 Colorado school districts.

The results indicate that almost one-third of the handicapped children who received special education services through preschools for handicapped children were able to begin public school in regular education with no special education services. The proportion was about the same regardless of the kind or severity of handicapping condition. And many (500 or 37.1%) were able to enter regular education with only support services from special education.

A survey of these students' current teachers revealed that approximately 40% of these youngsters were judged to be average or above average in reading, math, and language arts.

A telephone survey to school district administrators indicated that all administrators in districts with preschool special education programs were positive about these programs and considered them to be a very important part of the educational continuum. Administrators in districts without programs agreed that preschool special education benefited handicapped children and their families. The absence of such programs in these districts was generally attributed to funding.

CONCLUSIONS

- If some handicapped children are not helped at an early age, their handicaps may become compounded and produce the need for more intensive services.
- Early childhood programs positively influence development and this positive impact significantly effects later development and performance.
- Early special education can reduce the effects of a handicapping condition and result in higher scholastic achievement.
- Early childhood programs can reduce the need for lengthy and costly special education services at a later time.
- Early education is effective for all types and levels of handicapping conditions. Substantial gains have been documented for mild, moderate, and severely handicapped children.
- Early education reaps immediate and long-term gains for handicapped children, their families and society; delaying is costly to everyone.

THE EFFECTIVENESS OF EARLY SPECIAL EDUCATION FOR HANDICAPPED CHILDREN

Is preschool special education for handicapped children a sound investment? With current economic constraints, early childhood special education programs must produce evidence that they are cost effective for policy-makers and taxpayers to support them.

A concerted effort has been made during the past twenty years to determine whether providing education early in a handicapped child's life will help the child be a better learner later on. Researchers have tried to answer three fundamental questions:

- 1) Can early education ameliorate or eliminate a child's learning handicap?
- 2) Do the effects of early education last?
- 3) Is early education cost effective?

This chapter presents some answers to those questions by reviewing the relevant studies of the efficacy, the impact, the costs and the benefits of early intervention programs.

NATIONAL RESEARCH ON EFFECTIVENESS

Child development researchers such as Bloom, Hunt, Bruner and Piaget have established that human learning and development occur at their fastest rates in the years prior to any child's entrance into school. For the handicapped child, these early years are even more crucial. A child with a problem in only one area of development (e.g. language) may suffer negative effects which impact on other developmental areas until he or she develops what are commonly referred to as "cumulative deficits". Unless something is done at an early age the effects of a child's handicapping condition may be compounded.

Fortunately, a substantial amount of empirical research indicates that early intervention can ameliorate or eliminate many children's handicaps and that these effects endure. The research studies can be divided into longitudinal studies, shorter term studies and third-party evaluations.

Longitudinal Studies

In the 1930's, Skeels and Dye (1939) examined the effect of environmental stimulation on two groups of children under age three. Thirteen retarded infants (mean IQ = 64) from an orphanage were placed on wards of institutions for mentally retarded females. Mother-surrogates in this environment provided attention and stimulation for the infants. Twelve other infants with average intelligence (mean IQ = 87.6) remained in the nonstimulating environment of the orphanage. After a year and a half, the IQs of the two groups were reevaluated. The infants who received stimulation gained an average of 27.5 IQ points while the other group dropped an average of 26.2 points.

Twenty-one years later, Skeels (1966) conducted a follow-up study of the subjects. He found that all the infants who had received early stimulation had graduated from high school and were self-supporting individuals. On the other hand, five from the other group had been placed in institutions for the mentally retarded and the average grade level of this group was less than third grade. Skeel's work suggested

that early intervention could increase intellectual development and that the increases were lasting.

In a study conducted through the Consortium of Longitudinal Studies at Cornell University, Lazar (1979) analyzed the findings of fourteen longitudinal studies of handicapped and low-income children who were served by infant and preschool developmental programs prior to 1969. These programs operated independently of one another and varied their means of service delivery — i.e., some were center based, some were home-based, and some were mixed. Lazar found that children who were served under these programs:

- consistently scored higher on achievement measures
- required fewer special education placements, and
- were retained in grade less often than children who did not have preschool

These programs had a significant long-term effect on the student's school performance.

Recently Schweinhart and Weikart (1981) reported on their fifteen year follow-up study of 123 subjects from age three to their current age of 19. In 1962 these children from low-income homes were diagnosed as borderline retarded and considered to be educationally "at risk". The children were randomly assigned to an experimental preschool program group or to a control group which received no early childhood program. By 1981, children who attended the Perry Preschool program showed a stronger commitment to schooling, higher scholastic achievement, and a 50% reduced need for special education services, compared to the control group. The Perry Preschool Program was found to have generated a 248% return on the initial investment.

Another nationally recognized longitudinal study occurred here in Colorado. Weiss (1981) conducted a three-year study to determine whether a particular intervention program called INREAL could prevent later language-related problems for three to five year-old language-handicapped and bilingual (Spanish) children. The longitudinal data analyses indicated that INREAL intervention in preschool and kindergarten reduced the need for special education services for language handicapped children and reduced their grade-retention rate. Cost/benefit analysis indicated that the per pupil cost of the INREAL approach was absorbed within one year after treatment ended. Further details about this study are presented in Chapter Two.

Karnes, et. al. (1981) followed 86 mild-to-moderately handicapped children who had been enrolled during 1973-1979 in their preschool program on into their elementary years. Their data indicated that the children made a successful transition into elementary school. Eighty percent of the children were placed in regular classrooms — of these, 40% received support services; only 15% had been retained. Data from this study indicate that early intervention with the young handicapped can provide these children with the social and academic skills needed to function adequately in regular school classes. The New York State Department of Education conducted a five-year longitudinal study (1982) of 1,348 disadvantaged children who had been enrolled in an Experimental Pre-Kindergarten Program in the public schools. This study also reported positive findings. The children's progress and performance on knowledge, skill and development were compared with a control group of similarly disadvantaged children who did not attend the Pre-Kindergarten. The children who attended the Pre-Kindergarten Program generally scored higher than the children who did not on measures of cognition, school-related knowledge and

skills, general reasoning and verbal concepts. Of even greater consequence, significantly fewer pre-kindergarten children than control group children had repeated grades or been placed in special education classes by the end of the third grade. Using the progress of the control-group children as a predictor of future placement it was concluded that "in the sample of 1,348 former pre-kindergarten children, 117 children who might now not otherwise be adequately meeting the requirements of school were making normal progress". The authors of this study suggested that "substantial savings in the cost of special education and remediation might be realized by expanding educational opportunities for preschool children".

All of the above studies were conducted using different theoretical models with heterogeneous groups of young handicapped children and in a variety of settings. Each has provided evidence of the effectiveness of early intervention. In addition to this somewhat limited amount of longitudinal data, a number of shorter term studies are available. The next section will review this body of literature, grouping the studies according to the severity or type of handicapping condition.

Shorter Term Empirical Studies

The longitudinal data demonstrate the long-term effectiveness of early intervention. However, some questions still persist about the specific benefits of early special programs for children with different handicaps. Some frequently stated concerns are: 1) Is early intervention effective for all categories of handicapping conditions? 2) Does the severity of the handicap influence program effectiveness? 3) Do severely handicapped children demonstrate lasting improvement from early programming? Research indicates that early intervention has proven effective for children across a variety of handicapping conditions and degrees of severity.

Mental Retardation: Many researchers have studied the retarded population. One noteworthy study involving mentally retarded children from ages three to six was conducted by Kirk (1958, 1965). The experimental group of fifteen children in an institution participated in a preschool program. Twelve comparable children, the control group, remained in the wards and did not receive early intervention services. Significant gains on intellectual measures were demonstrated by the children in the preschool program. Six of them were able to leave the institution by ages seven and eight. None of the children in the control group left the institution.

Moore, Fredericks, Baldwin (1981) reported the results of a post hoc study of 151 Oregon children, ages nine to eleven, who were currently placed in programs for the trainable mentally retarded. Within this group 68 children had not attended a preschool program, 35 had one year of preschool, and 48 had two years of preschool. The investigators found that children who had received two or more years of preschool demonstrated higher skill acquisition in language, academics, self-help and motor development, in contrast to the control group.

Numerous studies support early intervention for children with Down's Syndrome. Research findings in this area are particularly significant, as Down's Syndrome is one of the most frequently identified causes of mental retardation (Hayden and Haring, 1976). Bricker and Bricker (1976) provided early intervention to infants with Down's Syndrome in a setting with normal infants and found it successful. Hanson and Schwartz (1978) reported similar results in a study involving twelve infants diagnosed at birth as having Down's Syndrome. The infants received a home-based parent program between the age of four weeks to six months. These infants consistently reached developmental milestones earlier than the norms previously set for such children.

Haden and Haring (1976) investigated initial gains for children with Down's Syndrome in a preschool program. Gains of 43% were documented in motor and verbal responses. A follow-up study (Dmitriev, Hayden and Haring, 1981) was conducted to determine whether these gains were maintained in the elementary years. The children continued to score higher than children with Down's Syndrome who had not had preschool.

Sensory Impaired: The impact of preschool programs has been demonstrated with children who have sensory handicaps — hearing or vision problems. Horton (1976) documented significant differences on measures of language and achievement tests between severely hearing impaired children who had entered a program before age three and those who entered after age three. By second grade the children who received earlier intervention services scored similarly in language competence and achievement to their normal peers. Adelson and Fraiberg (1975) reported similar findings from a study of motor development for congenitally blind infants.

Simmons-Martin (1981) conducted a two and one-half year follow-up study of 44 severely hearing impaired children from two to four years old. An analysis of five successive language evaluations demonstrated that the children's scores increased consistently.

A post hoc study on the effects of early treatment of 108 hearing impaired infants and preschoolers was recently published by Clark (1981). The children placed in early education programs scored significantly higher in language and comprehension than peers who received no services. Gains appeared to be linked to the time that the intervention began: the earlier the treatment was initiated, the greater the gain.

Emotional Disorders: Strain (1981) completed a follow-up study of 40 children who had displayed severe emotional problems as preschoolers and had received treatment at the Regional Intervention Program in Nashville, Tennessee. Clients selected for this study had not received any special services for the past three to nine years. Among other significant findings, Strain found that there were no differences between former clients and randomly selected peers with respect to their appropriate/inappropriate social behaviors. Teacher ratings for these children were similar to ratings for their nonhandicapped peers.

Severely/Profoundly Handicapped: Early intervention with the severely/profoundly handicapped has also shown positive results. According to Scheiflbush (1978) early intervention aids in ameliorating the long term effects of handicapping conditions. Bricker and Dow (1980) recently conducted a study of 50 severely/profoundly handicapped children under five who were enrolled in a preschool program at the University of Miami's Mailman Center. Results of their study indicated significant gains for those children who received intervention. These gains were also adequate predictors of later performance.

Other recent research corroborates these findings. Rosen-Morris and Sitkein (1981) worked with twenty profoundly handicapped children ranging from 18 months to six years old. Data collected during a four-year period demonstrated significant developmental gains for the subjects. Bricker and Sheehan (1981) followed severely impaired children from six months to five years old who participated in a daily preschool program for over two years. Pre-post test measures yielded 62% significant gains over a variety of areas such as communication, social skills, self-help, and so on, and 75% educationally significant gains. There was no loss or decline in achievement gains, indicating that the patterns of progress were reliable and stable.

Noncategorical Programs (Mixed Handicaps): It is not always possible to define the primary handicap of some preschool children because many are placed according to the degree of their handicap - mild, moderate, or severe. Hayden, Morris and Bayley (1977) evaluated 116 graduates from the Model Preschool Center for the handicapped at the University of Washington. The students placement(s) at the time of the study ranged from kindergarten through grade eight. Analysis of the data showed that 34% of the graduates were in regular education classrooms and were not repeating grades. Of the children who required special education services, 22% were functioning cognitively as well as the upper 75% of the graduates in regular education. The gains achieved during preschool were maintained after preschool. A further examination showed that the subjects did not require special education as they progressed into higher grades.

Zeitlin (1981) followed 36 children who had participated in the Learning to Cope preschool program. This program serviced a variety of handicapped children — educable and trainable mentally retarded, emotionally disturbed, communication handicapped, perceptually and neurologically impaired, orthopedically handicapped, and visually impaired. Of the 36 children who completed the program, 64% (23 children) went into regular kindergarten classes. Seventeen children continued to need the support of the resource room.

Another early intervention project of particular interest is The Preschool Program at the Center on Human Development, University of Oregon. This noncategorical program enrolled children not only with diverse handicaps (Down's Syndrome, cerebral palsy, sensory impairments and general developmental delays) but also children who were nonhandicapped but considered "at risk". The degree of the handicapping conditions ranged from

mild to severe; the average age of the subjects was 3½ years. Child progress was carefully evaluated over two years. Review of these data by Brecher and Sheehan (1981) showed substantial improvement on a number of evaluation measures. Most important, improvement was demonstrated for all groups of children in the program - normal, at-risk, mildly, moderately and severely handicapped. Not only does this program provide positive support for early intervention but it also suggests that integrated programs are perfectly feasible.

The benefits of intervention at the preschool level are apparent in the aforementioned studies. However, these studies were conducted by professionals who were directly involved with the programs being evaluated. To further substantiate these research findings and to ensure unbiased reports, third party evaluations were also undertaken.

Third Party Evaluation

Notable progress has been made in the last decade in the evaluation of programs. In 1972 the Joint Dissemination Review Panel (JDRP) was established by the U. S. Department of Education to review preschool programs receiving federal funds in order to ensure that federal monies would go only to programs that could prove their effectiveness. Today the JDRP reviews a broad range of programs which receive funds from a variety of sources. To date 19 early childhood projects have received approval by providing evidence of effective programming for children.

The Battelle Center for Improved Education (Stock, et. al. 1976) completed the first third party evaluation of the demonstration preschool programs established by the Handicapped Children's Early Education Assistance Act

(1968). This review evaluated 160 randomly selected children from 32 randomly selected early childhood projects. The results showed significant child gain in five skill areas. The evaluators concluded from their findings that HCEEP programs have a positive impact upon the children and parents served.

Efficacy studies in early childhood special education strongly suggest that

it is beneficial. Substantial gains have been documented across diverse handicapping conditions and all degrees (mild, moderate, severe) of impairment. These gains do not disappear over time. It is no longer debatable that early special education programs provide immediate and long term gains for handicapped children (Karnes, et. al., 1981).

COST ANALYSIS OF EARLY EDUCATION

Even though many early special education programs have proven effective, the cost of providing such a service must be carefully examined. Special education for preschool handicapped children must prove to be a sound economic investment with demonstrated fiscal accountability. Although the involvement of many variables — e.g. age, the severity of handicapping conditions or length of service period — presents methodological problems (Garland, et. al., 1981), several studies have nevertheless successfully examined the cost of early intervention programs.

Review of Research Cost Effective

The Rand Corporation (Kakalik, Furry, Thomas, Carney 1981) recently conducted a study of the cost of special education and related services for handicapped children, using information from a national survey taken in 1977-1978. Cost information is provided for the following variables: age level, type of handicapping condition and type of educational placement. Kakalik, et. al. determined the cost of special education to be 2.17 times the cost of regular education. The total cost of special education and related costs per handicapped child was estimated to be \$3577 annually, compared to \$1650 per child annually in regular education, based on 1977-78 nationwide school expenditures. Over the past three years the estimated costs per child have risen to \$4898 and \$2638 respectively.

The more severe the handicap, the higher the cost. The yearly costs ranged from \$2253 for speech impaired children to \$9664 for functionally blind children. Costs according to educational placement ranged from a low of \$2250/handicapped child in a regular class receiving indirect special service to \$5352 per child in a special day school only for handicapped children. Preschool cost per year was \$3526 per handicapped child. At the elementary level the annual average cost per child placed in a regular class and in part-time special class ranged from \$4011 for learning disabilities to \$5417 for behavioral disorders. Other factors, such as the size of the district or the number of severely handicapped individuals in the area could result in variations of the actual costs.

An extensive review of the relative costs of special education based upon age of entry into intervention programs was recently published by Mary E. Wood. Wood (1981) compiled cost-effectiveness data from individual studies throughout the United States: Triple T Infant Consortium (Macy Research Associates, 1978; Macy and Carter, 1980); the Battelle Research Institute (Stock et. al., 1976); HCEEP Division of Innovation and Development, Office of Special Education and state departments of education. The cost model developed by Wood was based upon two assumptions: 1) early intervention results in proportional attrition rates from special education into

regular education from one education level to another and 2) those going into regular education will remain there. Support for these assumptions was provided from progress reports of HCEEP projects. The cost estimate was based on the actual proportion of handicaps within a given population rather than on national prevalence rates because children identified at an early age are usually more severely impaired than those identified in school. Also, costs for early programs were computed on a 12-month basis rather than the typical 10-month basis of school aged programs.

Wood's study resulted in the calculation of costs involved in providing special education intervention at various entry ages. These calculations indicate that early special education can result in a total cost savings of over \$16,000 per handicapped student throughout their years in school. Wood further found that the attrition rate of children who leave special education and enter regular education is higher for students who receive preschool special education. Not only do the costs of special education services increase at each higher educational level, but the number of children requiring these services also increases as education is postponed. In other words, delaying intervention results in more children requiring more special services at higher costs.

The Schweinhart and Weikart (1981) study mentioned earlier indicated that the children who participated in the Perry Preschool Project required 50% fewer special education services. The cost per child for a two-year preschool program was \$5,984. Three different types of economic benefits were identified:

- Savings of \$3,353/child as a result of reduced need for special education services.
- Projected increase of \$10,798/child lifetime earning on the basis of a higher educational level.

- Projected incomes for parents freed up to work were put at \$688/child.
- A total of a 248% return on the cost of the original investment in the preschool program.

In Colorado, Weiss (1981) calculated the per pupil costs for the INREAL Project. The cost analysis indicated that this intervention treatment resulted in considerable per pupil dollar savings for each of the three years studied. Over a three-year period there was a \$1,183.76 per pupil cost savings and a reduced need for later special education services.

Special education clearly costs more than regular education. However, to determine the true value of such an investment, the long-term payoffs must also be considered.

Long-Term Economic Returns of Early Intervention

Although the initial expenses of early education programs are high the long-term payoffs justify the initial investment. As "Closer Look" (1980) pointed out:

It may seem like a paradox, but to save money it's often necessary to spend it. This is particularly true when it comes to education and training programs for people with disabilities. The combined savings resulting from taxes recovered from earnings, income maintenance reductions, and institutional avoidance indicate that education is a solid investment. The costs of dependency in most cases far outweigh the costs of developing independence. (p. 5)

Direct Savings

One economic benefit of early educational programs is the reduced need for costly special services (Lazar, 1979; Schweinhart and Weikart, 1981; Weiss, 1981). In both the Perry Preschool Project and INREAL the reduction of required special education services alone completely covered the cost of

the programs. Wood's study (1981) also supports these findings. According to her model, the cost of special services increases the later the entry age into special education. The earlier intervention begins, the greater the savings to taxpayers. This is especially true with the profoundly handicapped. Institutionalization is the most costly of all forms of service. If early intervention enables the profoundly handicapped to participate in special education programs provided by public schools, the community realizes vast savings.

Indirect Savings

Long-term savings occur as a result of increases in lifetime earnings. According to economist Gary Becker (1975), educated and skilled individuals earn more than others. He also notes that unemployment is strongly related to lack of education. Handicapped children who received preschool programs demonstrated significant scholastic gains (Lazar, 1979; Schweinhart and Weikart, 1981 and others) and had a stronger commitment to schooling. Thus, they could be expected to accrue more lifetime earnings than they might otherwise have accrued.

Braddock (1976) used the concept of educational payback period (the amount of time necessary for an education program to pay back its cost) to demonstrate the long-term savings of intervention for the handicapped. Braddock calculated income taxes based on minimum wage. He concluded that monies generated from gainful employment of a visually

impaired person would produce savings of \$16,304. If the estimated costs of disability income maintenance were added to this, total savings would be \$61,144 for each visually handicapped person. Similar calculations were determined for speech impaired persons (\$87,076 savings) and for retarded persons in the work force rather than in institutions (\$441,289). For individuals who are not severely disabled, taxes paid to the government and indirect savings income maintenance exceed the total cost of an educational program (Closer Look, 1981).

Indirect savings may also accrue to parents of handicapped children. Handicapped children can create enormous financial strains on family budgets. The pressure of caring for such a child may require a parent to give up employment (Takanish and Feshbach, 1982). A single parent may be forced to go on public assistance. The supportive services of early childhood programs help many parents maintain financial self-sufficiency.

The preceding cost/benefits analyses indicate that early intervention is cost-effective. There are substantial savings to taxpayers when education begins before the age of six. Money spent on the excess costs of early intervention can be paid back to the government through reduced future needs for special education services, higher projected earnings which result in higher income taxes, reductions in income maintenance payments and avoidance of institutionalization.

INTERNATIONAL TRENDS TOWARDS PRESCHOOL SPECIAL EDUCATION

Presently 23 states have mandated legislation for the provision of educational services to children under five; four of these states begin service provision at birth (Nebraska, Iowa, Michigan, Maryland). In our Western region Nebraska, Oklahoma, Texas, and

South Dakota have recently passed legislation and regulations mandating services to children under five. While Colorado has recognized a need for further services in this area, only a limited number of programs for young handicapped children exist.

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COLORADO RESEARCH DESIGN STUDY

Four Colorado School districts — Adams County, Boulder Valley, St. Vrain, Weld County — provided preschool special education for children from 1974 to 1977. These districts participated in a program of scientific study to determine the effectiveness of preschool special education. One goal of the program was to improve language, thinking and social skills of three to five year-old handicapped children. Another program goal was to prevent future handicapping conditions for "at risk" children who might be identified as handicapped after they entered the public schools. For many children, the achievement of these goals would:

- ★ reduce later school problems
- ★ reduce the need for special education services
- ★ eliminate the need for special education services

INREAL (INclass REActive Language), developed by Rita S. Weiss, PH.D. at the University of Colorado, was the special education preschool program used in these four districts. The INREAL program is a naturalistic, non-stigmatizing method of early childhood special education. This method is carried out within the classroom and emphasizes language development. Other studies have shown that language is the cornerstone of the learning tower which produces success in school.

Study Questions

The Colorado research design study asked three questions about the effectiveness of preschool special education:

- 1) Did the handicapped children who received preschool special education do better on tests than handicapped children who received no preschool special education?
- 2) If the handicapped children who received preschool special education learned more than the handicapped children who received no preschool special education, did this improvement last?
- 3) Does the long-term improvement in the handicapped children save money for school district special education programs?

Methodology

In each district, two equal groups of children were selected from the classrooms. One group of children received preschool special education. The other group received no preschool special education. The total number of children in the study was 518.

After the children finished the preschool special education program and went into elementary schools, their need for special education was followed for three more years (1977-80). Then, the cost of special education was calculated for these three years.

Results

For Question 1: The study results show that the children who received preschool special education scored statistically significantly higher on tests than the children who received no preschool special education.

For Question 2: The study results show that the improved learning in children receiving preschool special education lasts over time. The children who had received preschool special education needed significantly fewer special education services than the children who had received no preschool special education for each of the three years studied. These results demonstrate that the goals of the study, to improve learning skills in handicapped children, and to prevent handicapping conditions in other children, were achieved.

For Question 3: The study results show that the improvement in both the handicapped and the at-risk children saves money for the school district. Even after subtracting the costs of the preschool special education program,

the school districts over three years, saved \$ 1560.00 per handicapped pupil and \$ 1050.00 per at-risk pupil. Preventing later learning and school problems and reducing the need for special education services during the elementary years saves Colorado taxpayers money.

Data

Two separate groups of children were examined. One group included child-

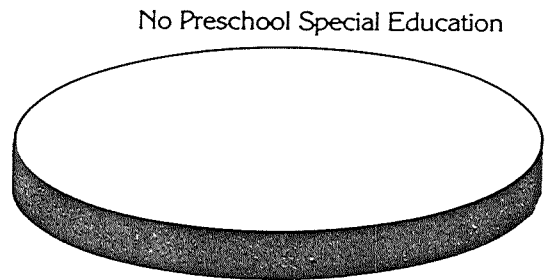
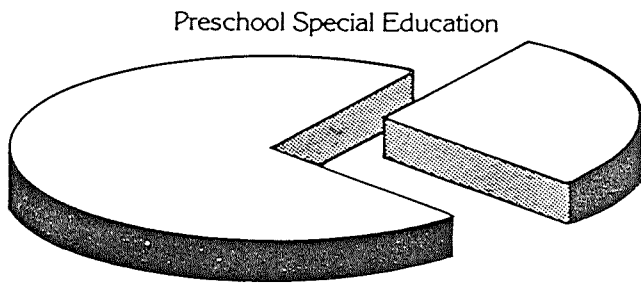
ren who were identified handicapped as preschoolers. The other group included children who were not identified as handicapped during their preschool years but who were "at risk" (due to medical or environmental conditions) of being identified as handicapped when they entered school.

Group 1 - The follow-up study results for the children identified as handicapped showed:

During 1977-78

- * 29% of the children who received preschool special education needed no further special education services.

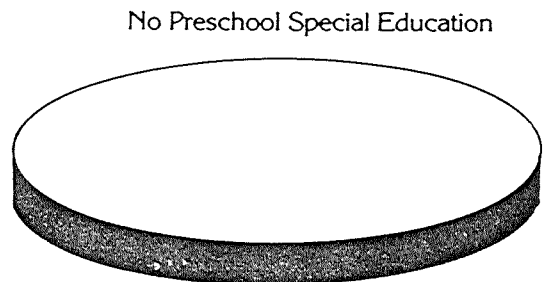
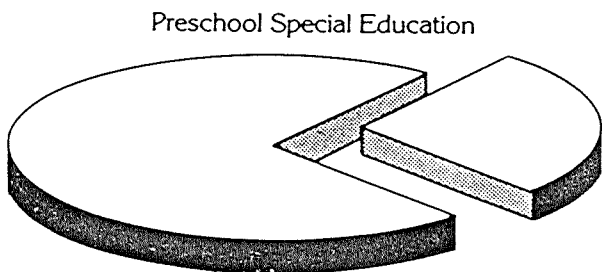
- * all of the handicapped children who received no preschool special education required special education services.



During 1978-79

- * 19% of the handicapped children who received preschool special education needed no further special education.

- * all of the handicapped children who received no preschool special education required special education services



Even though some of the children who had received preschool special education continued to need special education during the elementary grades, by the third year 38% no longer

needed special education. On the other hand, only 7% of the handicapped children who received no preschool education no longer needed special education services.

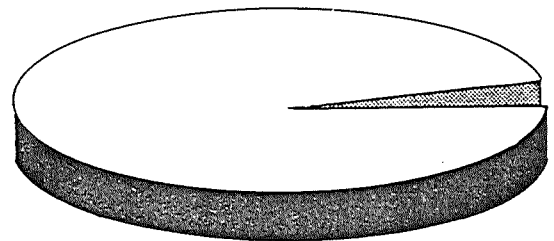
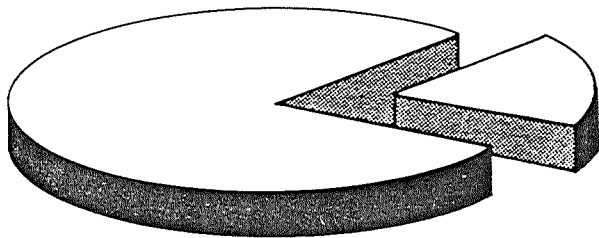
During 1979-80

- ★ 38% of the handicapped children who received preschool special education needed no further special education.

- ★ 93% of the handicapped children who received no preschool special education continued to require special education services.

Preschool Special Education

No Preschool Special Education



Group 2 - The follow-up study results for those children at-risk of being identified as handicapped after they entered public school showed:

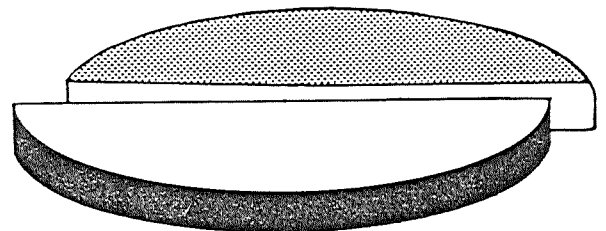
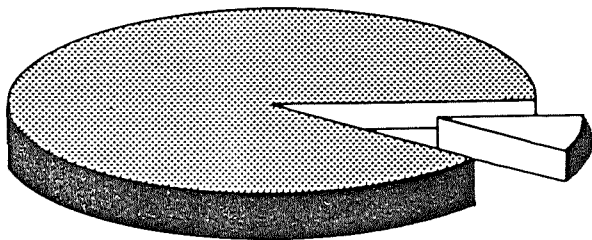
During 1977-78

- ★ 85% of the children who had received preschool special education needed no further special education services.

- ★ 51% of the children who received no preschool special education were identified as needing special education services.

Preschool Special Education

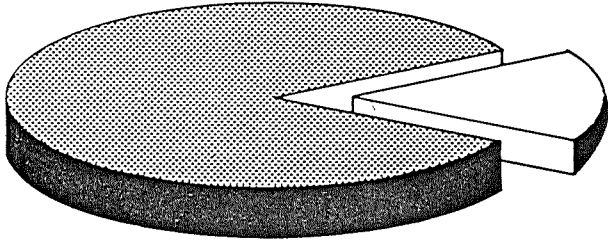
No Preschool Special Education



During 1978-79

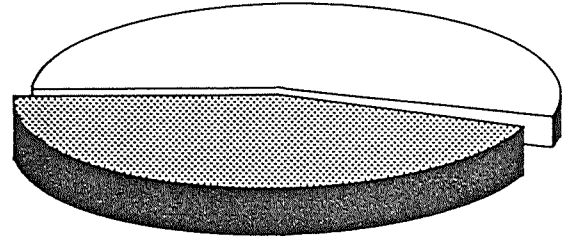
- * 84% of the children who had received pre-school special education needed no further special education services.

Preschool Special Education



- * 62% of the children who received no pre-school special education were identified as needing special education services.

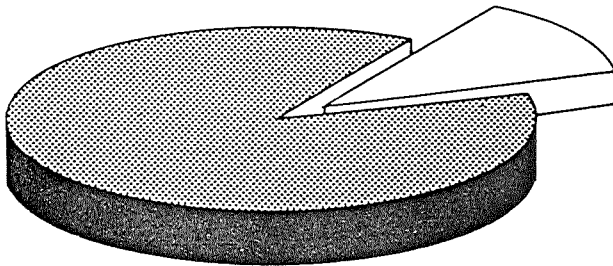
No Preschool Education



During 1979-80

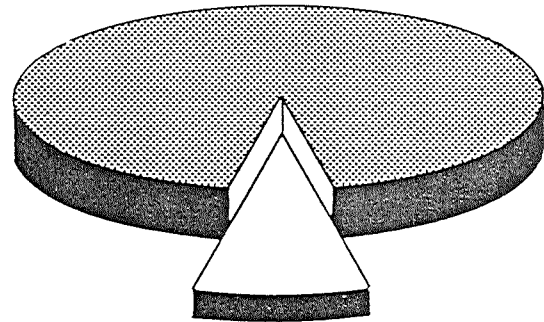
- * 89% of the children who had received pre-school special education needed no further special education services.

Preschool Special Education



- * 38% of the children who received no pre-school special education were identified as needing special education services.

No Preschool Education



RESULTS

The results of the experimental research design study show that the goals of the program were met. Handicapped children who attended a pre-school program when compared to handicapped peers who did not:

- did significantly better in school over an extended period of time.
- had a reduced need for special education services.

- were more frequently able to benefit from regular education without any special support.

In meeting these goals the INREAL program demonstrated that handicapped children will achieve more success in school as a result of having a preschool experience. Besides the human benefit there is also an economic benefit gained in the reduced or eliminated need for expensive special services later on in a child's educational career.

COLORADO LOCAL LONGITUDINAL DATA

Chapter Two clearly demonstrates the potential benefit of preschool special education for children in Colorado who had been diagnosed as handicapped during their preschool years. This carefully controlled research design study leaves no doubt that in this study preschool children made substantial gains, required fewer special education services when they reached elementary school and ultimately cost the school district less money than if they had not received preschool special education. How about those children who have been diagnosed as handicapped as preschoolers and have received preschool special education services in school districts across the state? Have these handicapped children received the same benefits as those who had the advantage of the experimentally designed INREAL program? In fact, a look at those children shows that they have achieved results very similar to those achieved by the smaller group examined in Chapter Two. Approximately 1/3 of these diagnosed handicapped children who attended special education preschool required no further special education services after they entered the public school system. An additional substantial percentage (37%) required fewer special services in school than would otherwise have been expected.

This chapter examines the effectiveness of preschool programs for handicapped children in Colorado in a less rigidly scientific but equally important way. It presents aggregated data from eleven sites across the state which have preschool programs for handicapped children. These data include the present educational placement of handicapped students who had previously attended the preschool programs; parent opinions as to the worth of the preschool experience for their children and for their families; teacher judgments as to the former preschoolers' present level of functioning in reading, math and language arts; and, opinions from school administrators across the

state regarding preschool programs for the handicapped. These eleven school district reports are attached as addenda to this report.

Preschool Programs Included in the Study

The 11 sites included in the study, with descriptive information about each program, are presented in Table 1.

These sites represent all regions of Colorado, including the Denver Metropolitan, front range, eastern plains and the western slope areas. The preschool programs studied here have been in operation from 3-13 years. During these years 4,568 children were served with various approaches in a variety of different program settings.

**TABLE 1
ELEVEN SITES INCLUDED IN STUDY
OF THE EFFECTIVENESS OF PRESCHOOL PROGRAMS
FOR HANDICAPPED CHILDREN IN COLORADO***

School District	#Students Served	Age of Children	Duration of Program YEARS	Type of Program
Adams Arapahoe District #28-J (Aurora)	45	3-5	4	Non-categorical center-based program with active participation of parents.
Boulder Valley District RE-2J	38	3-5	3	Began as home-based; then demonstration centers - 2 mornings & afternoons a week.
Arapahoe District #5 (Cherry Creek)	143	0-5	5	2 non-categorical Preschool programs; a parent-child group; individual sessions for children under 3 years.
El Paso District #11 (Colorado Springs)	1,131	3-6	13	4 non-categorical Early Intervention class locations in schools in 4 areas of the city. Each location serves 2 classes which meet mornings and afternoons.
Denver District #1	2,134	3-6	5	Variety of specialized programs which differ according to severity level.
East Central BOCES	90	0-5	5	Homebound-teacher visits home once a week for 1 1/2 hours.
(Grand Junction Mesa) County District 51	106	3-5	4	Junction Early Education Program; K and Preschool classrooms.
Jefferson County District R-1	645	3-6	6	Jefferson Early Ed. Prog. Non-categorical classroom prog.; 4 mornings & afternoons/week
Northwest BOCES	159	2-5	8	Parent Advocate (PA) Preschool; Home-based
Pueblo District #60	76	3-5	3	4 self-contained preschool classrooms non-categorical; 5 hrs./day - 4 day/week
Weld County District #6 (Greeley)	101	3-6	11	3 programs-Parent/Child Early Intervention Hearing Impaired Program, Preschool Program, Pre-primary program for Multi-impaired children.

* Total number served includes preschoolers presently being served.

Methodology

In order to assess the effectiveness of the special education preschool programs, personnel at each site were asked to track the subsequent educational placement of the handicapped students who had been served in their special education preschool programs. This involved retrieving records of past years and examining the "end-of-year" reports prepared by each district program. For those years prior to 1976, this meant examining individual children's files in the school district, if they were available. This "after-the-fact" evaluation method was chosen to remove any bias in reporting the student placement data. All identified handicapped preschool children for whom data were available were tracked, except in Denver, where the number of handicapped preschoolers was so large (2,134) that not all students could be tracked. In this particular case 155 students were randomly selected, taking into consideration ethnic group and geographical location.

Follow-up surveys were sent to as many parents of the handicapped preschool children as could be located to learn their preceptions of the value of the special education preschool program to their children and to their families. In order to learn the handicapped preschoolers' present level of functioning in reading, math and language arts, surveys were sent to teachers who had these children in class during the 1981-82 school year.

Subsequent Educational Placement of Preschoolers

As of June 1982, the number of students on whom educational placement data were available was 1,347. This number is reduced from the total number of handicapped children served because (1) the total number served includes those handicapped preschoolers who are still in preschool, (2) 2,079 Denver students are not included in the sample, (3) 428 handicapped students were found to have moved from the school district in which they attended special education

preschool, and (4) there was no data on some students, particularly those served prior to 1976.

Of the 1,347 children remaining in the districts where they attended preschool programs for handicapped children, 424 (31.4%) are now in regular education classes with no special education support services. The early intervention of the preschool for handicapped children prepared these children who had been identified as handicapped at preschool age for entry into regular education at the beginning of their educational careers.

A large number of the former preschoolers are now in regular education with only support services (500, or 37.1%). This support includes special education consultant services to the child's regular education teacher itinerant special education consultant services to the child, and resource room services to the child. These situations offer the children less restrictive environments than special education classrooms offer.

The remaining 423 students (31.4%) are in special education classrooms such as Significant Limited Intellectual Capacity, emotional/behavioral, or physically handicapped.

These data are reflected in Table 2.

**TABLE 2
SUBSEQUENT EDUCATIONAL
PLACEMENT OF HANDICAPPED CHILDREN
N = 1347****

Placement	No. of Students	% of Students
In REGULAR EDUCATION (No Services)	424	31.4%
In REGULAR EDUCATION WITH SUPPORT (Includes Consultant, Itinerant, Resource Room)	500	37.1%
In SPECIAL EDUCATION	423	31.4%

*Does not include students graduating from preschool in June, 1982 for whom placements were to be made in Fall, 1982.

Educational Placement by Severity Level

Two of the sites, Denver Public Schools and Pueblo District 60, kept records of severity levels of 196 children's handicapping condition — mild, moderate and severe. Of the children in the mild category, 97% are now in regular education and the remaining 3% are in regular education with only support services. No child in this category had to be placed in a special education classroom at the beginning of his/her educational career.

In the moderate classification, only 30 percent had to begin public education in a special education classroom. Nineteen percent (19%) were able to be placed in regular education with no

support services, and 47% entered public schools in regular education with special education support services.

Even in the severe category, one-third of the former preschool special education students were placed in less restrictive environments (9% in regular education and 24% in regular education with support services.)

These data are reflected in Table 3. It appears that when the data are analyzed by severity level, the total portion of these children entering regular education continues to be 31 percent.

TABLE 3
EDUCATIONAL PLACEMENT BY SEVERITY LEVEL
N = 196**

<u>Severity Level</u>	<u>Regular Education</u>	<u>Regular Education With Support</u>	<u>Special Education</u>
MILD N = 32	31 (97%)	1 (3%)	0 (0%)
MODERATE N = 100	23 (23%)	47 (47%)	30 (30%)
SEVERE N = 64	6 (9%)	15 (24%)	43 (67%)
TOTALS	60 (31%)	63 (32%)	73 (37%)

* Includes data from Denver Public Schools and Pueblo School District 60

Educational Placement by Handicapping Condition

Boulder Valley, Grand Junction, and Jefferson County kept data on 337 children by handicapping condition (Table 4). Again, close to a third - 29% - were able to start public schools in regular education.

TABLE 4
EDUCATIONAL PLACEMENT BY HANDICAPPING CATEGORY
N = 337*

<u>Category</u>	<u>Regular Education</u>	<u>Regular Education With Support</u>	<u>Special Education</u>
Perceptual/ Communicative N = 119	36 (30%)	43 (36%)	40 (34%)
Visually Handicapped N = 1		1 (100%)	
Speech/Language N = 71	37 (52%)	25 (35%)	9 (13%)
Emotional Behavioral N = 33	11 (33%)	5 (15%)	17 (52%)
SLIC/EMR/TMR N = 63	4 (6%)	2 (3%)	57 (91%)
Multiply Handicapped N = 42	9 (21%)	3 (7%)	30 (71%)
Hearing Handicapped N = 4			4 (100%)
Physically Handicapped N = 4	<u>1 (25%)</u>	<u>2 (50%)</u>	<u>1 (25%)</u>
TOTAL	98 (29%)	81 (24%)	158 (47%)

*Includes data from Boulder Valley, Grand Junction, and Jefferson County

Responses to Parent Questionnaire

Ten of the 11 sites administered parent questionnaires, to which 266 parents responded. The questionnaires were sent during the summer, and vacations may be partly responsible for the low response rate.

These parents overwhelmingly reported that the preschool experience was valuable to their children (90%) and to their families (99%). When asked if their children were doing better in school now, 98% said yes. Ninety-eight percent (98%) stated that as taxpayers and parents they believed that the state should financially assist in supporting preschool special education programs.

Parents reported that the preschool experience had made their children feel better about school and about themselves, had helped the family in coping with the handicapping condition, and had enabled the parents to have realistic expectations for their children.

Responses to Teacher Questionnaire

Seven of the eleven sites administered questionnaires to teachers who had the former preschoolers during the 1981-82 school year. Two hundred fifty eight teachers responded. From the aggregated data, it was not possible to determine the response rate of teachers. However, because the respondents reported that 28 percent of the students were not receiving special education services (31% of the students analyzed were not receiving services), the respondents appear to be a representative sample of teachers.

Three-fourths of the teachers were aware that the student on whom they were reporting had attended a special education preschool. Seventy-two percent (72%) of the students were at the time of the survey receiving some special education services. Teachers judged that about ten percent (10%) of these students, who as preschoolers had been identified as handicapped, were above average in reading, math, and language arts. From 27% to 32% of the students were judged to be average in these skills.

Responses to Telephone Survey of District Superintendents Special Education Director and Principals

Sixty respondents, half from districts with preschool programs for handicapped children and half from districts without such programs were surveyed by telephone. About a third were principals, a third were special education directors and a third were superintendents. All of the respondents from districts with preschool programs for handicapped children felt "very positive" about their programs and believed that other district administrators felt the same way. Almost all of the respondents from districts with special programs agreed that these programs have a positive impact on parents and families with handicapped preschoolers and almost all said they thought early intervention yields eventual cost savings. And when asked what their biggest problems were, the respondents most often mentioned funding.

Respondents from districts without preschool programs agreed that preschool special education programs benefited children and their families. When they were asked why they did not have such programs the major reason cited was funding.

CONCLUSION

The results of this part of the study which focussed on the subsequent educational placement of students who attended special education preschools in eleven Colorado School districts reflect both the national data results and the Colorado Research Design Study.

The data from these three sources indicate that special education for preschool children identified as handicapped resulted in a large percentage of these children being able to begin public education in regular classrooms with no special education services. For an even larger number of students,

special education at the preschool age meant that they required fewer special education services when they entered public school.

Preschool special education services have proven to be beneficial for the students involved. For them, the isolation from regular classroom activities has been reduced. In addition, this reduction in required special education services to these children has resulted in cost savings to school districts and, ultimately, to society in general.

