

Approved March 29, 1988
Date

MINUTES OF THE HOUSE COMMITTEE ON EDUCATION

The meeting was called to order by Representative Denise Apt at
Chairperson

3:30 ~~am~~/p.m. on March 22, 1988 in room 519-S of the Capitol.

All members were present except:

Representative Laird, Excused
Representative Lowther, Excused
Representative Williams, Excused
Committee staff present:

Avis Swartzman, Revisor of Statutes' Office
Ben Barrett, Legislative Research
Thelma Canaday, Secretary to the Committee

Conferees appearing before the committee:

Senator Frey
Dr. Richard Branstrator, Superintendent, U.S.D. #433
Mr. Gay Dahn, President, Dodge City Community College
Mr. David DePue, Executive Director, Kansas Council of Vocational Education
Mr. Craig Grant, Kansas National Education Association
Ms. Peg Dunlap, Kansas National Education Association
Dr. Max Hein, Superintendent, U.S.D. #475, Junction City
Mr. Jim Copple, Kansas Federation of Teachers
Mr. Gerald Henderson, United School Administrators

Chairman Apt called the meeting to order and opened hearings on S.B. 577, an act concerning vocational education, authorizing contracts for transfer of certain vocational education programs from vo-tech schools to community colleges.

Senator Frey testified for S.B. 577 which was introduced as a result of a cooperative effort of the Dodge City Community College leaders to absorb some of the courses offered by the vocational technical schools into the community colleges. Senator Frey pointed out this would allow for more efficient use of tax dollars.

Dr. Richard Branstrator recommended S.B. 577 be passed. Dr. Branstrator stated this would enable U.S.D. 443 to transfer post high school vocational education programs to Dodge City Community College and this action has the full support of the respective governing boards. (Attachment 1)

Mr. Gay Dahn spoke in support of S.B. 577 pointing out that innumerable studies have been made concerning the structure and governance of vocational education in Kansas. Mr. Dahn stated the passage of S.B. 577 would provide the mechanism to make it possible to provide the highest quality of post secondary vocational education possible to the constituents of his area. (Attachment 2)

Mr. David DePue testified in support of S.B. 577 stating that because of the permissive concept in the bill it would allow flexibility to governing boards in its use.

Hearings on S.B. 577 were declared closed by the chairman.

Hearings on H.B. 3100, an act authorizing and implementing a building-based education plan were opened by the chairman.

Mr. Craig Grant testified in support of H.B. 3100. Mr. Grant stated this type of restructuring in our schools can be a key element in the next wave of "reform" type measures in Kansas. (Attachment 3)

CONTINUATION SHEET

MINUTES OF THE HOUSE COMMITTEE ON EDUCATION

room 519-S Statehouse, at 3:30 ~~xxx~~/p.m. on March 22, 1988

Ms. Peg Dunlap spoke in favor of ~~S.B. 577~~ H.B. 3100. Ms. Dunlap pointed out that students benefit when the instruction they receive is tailored to meet their specific needs. (Attachment 4)

Dr. Max Hein testified that the schools in Geary County had been involved in "shared decision making" and have found it very successful because it is a process that involves people making decisions about problems they are involved in. Mr. Hein favors ~~S.B. 577~~ H.B. 3100 stating it would be helpful to have pilot programs for all schools to learn from. Mr. Hein stated the building-base education plan helps to release the potential of the employees involved.

Mr. Jim Copple testified in favor of ~~S.B. 577~~ H.B. 3100 stating this legislation is progressive and enables the state to establish models or lighthouse programs which are already in effect nation-wide. Mr. Copple pointed out restructuring school programs is essential if we are to achieve an enduring and effective reform movement in the 1980's.

Mr. Gerald Henderson spoke in opposition to ~~S.B. 577~~ H.B. 3100. Mr. Henderson stated many of our schools already have formal structures in place that involve teachers in decision making described in ~~S.B. 577~~ H.B. 3100. He pointed out that perhaps what is needed is a communication system that would tell the results of the existing programs which were established without grant money. (Attachment 5)

The hearings on ~~S.B. 577~~ H.B. 3100 were declared closed by the chairman.

Chairman Apt called attention to the minutes of March 14, March 16, and March 17, 1988. Representative Larkin moved the minutes be approved. Representative Smith seconded. Motion carried.

The meeting was adjourned at 4:25 p.m.

The next meeting will be March 23, 1988 at 3:30 p.m. in Room 519-S.

DODGE CITY UNIFIED SCHOOL DISTRICT NUMBER 443

Dr. Richard E. Branstrator
Superintendent

March 22, 1988

TO: House Education Committee
State of Kansas

FROM: Dr. Richard Branstrator, Superintendent
Dodge City U.S.D. No. 443

Gay Dahn, President
Dodge City Community College

RE: Senate Bill No. 577

The Board of Education of Unified School District 443 and the Dodge City Community College Board of Trustees respectfully request the House Education Committee to recommend Senate Bill No. 577 to the full House for passage. This legislation will enable U.S.D. 443 to transfer post high school vocational education programs to Dodge City Community College.

Please note that this request has the unanimous support of the respective governing boards. Recommendation number 2.4 of the Kansas Council on Vocational Education, 1987, recommends "merge postsecondary programs into community college districts (where appropriate)...." This same issue was addressed by Merle Hill in a memo to representative groups of the Kansas Association of Community Colleges. Mr. Hill summarized a study conducted by Dr. Charles Krider which stated in part:

1. Separate secondary vocational-technical education from post-secondary by "spinning off" the secondary element back to the unified school districts.
2. "Incorporate" the vocational-technical schools with community colleges located within the same county or service area.

Our request is further supported by the State Board of Education's "position statement" adopted April 15, 1987 which states that a function of Kansas high schools is to provide "basic education in preparation for entry into vocational education at the postsecondary level." The Board also stated that Kansas community colleges should provide "courses, associate degree programs, certificates, and other vocational/technical training designed to prepare persons for work, to advance in a current occupation, or to retrain for new occupations."

*Attachment 1
House Education 3/22/88*

House Education Committee
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It is our position that approval of this request will improve the educational delivery system in our service areas. Merging post high school programs with community college programs has been reviewed, studied and proposed by various legislative and educational groups for several years. We are committed to making this proposal a reality.

Thank you for your attention to this request and for your continued commitment to the young people of Kansas.

a-1-2
3/22/88

Presentation Made in Support of
Senate Bill No. 577
To
House Education Committee

Gay Dahn, President
Dodge City Community College
Dodge City, KS

March 22, 1988

*Attachment 2
House Education 3/22/88*

Section 11

Over the past twenty years, innumerable studies have been made concerning the structure and governance of vocational education in Kansas. Most of these studies recognized the link between area vocational schools and community colleges. In the most definitive study of economic development ever made within the state of Kansas - the Redwood Report - it is recognized that the state must rely upon its community colleges to provide many of the adult education and training programs for new and developing industries. By its very nature, the community college is the institution which can be most responsive to the changing needs of industry.

It has been more than adequately pointed out that there are many advantages in combining all post secondary vocational education within a community under one institution. Senate Bill No. 577 enables school boards and boards of trustees to make this transfer. There are adequate safeguards by the State Board of Education to ensure that the high standards and quality built into these programs are not lost. I applaud this concept with no reservation.

On the other hand, local communities cannot afford to affect such transfer, no matter how laudible, if it works a financial burden on the local tax structure. This is entirely possible, due to the inequitable method of funding of the two types of institutions. The level of state funding for the AVTS has been approximately 85% of the direct costs, with the student paying the remaining 15% in the form of

tuition. At the community college, the level of state funding has been at about the 20-25% level, with the local ad valorem taxes making up approximately 50%.

For Dodge City Community College, for example those sources of revenue in 1986-87 were:

County taxes - 49.9%
Unencumbered cash balance - 23.3%
State support - 14.5%
Tuition - 6.8%
Out-county tuition - 2.4%
Student fees - .8%
Other (including interest) - 2.3%

Section 2, Provision (2)

In looking at some actual comparisons between the funding at the two schools, the following is a review of what transferring the postsecondary vocational programs from the Southwest Kansas Area Vocational Technical School to Dodge City Community College.

VOCATIONAL PROGRAM FUNDING SWKAVTS-DCCC

Present - 1987-1988 (To USD #443)

Post-Secondary Categorical Aid	126,000
Post-Secondary Aid	316,000
Total	<u>442,000</u>

*There are approximately 138FTE post-secondary students in SWKAVTS.

*There are 14 DCCC FTE enrolled at SWKAVTS.

*The increased enrollment anticipated is 124.

*57.5% of the post-secondary students are out-district.

*Out-district reimbursement - \$85.375/Cr. Hr.

*In-district reimbursement - \$39.375/Cr. Hr.

1.5:1 FUNDING

Out-district

57.5% of 124 = 71.3

71.3 @ 42 Hrs. @ 85.375 = \$225,664.00

In-district

42.5% of 124 = 52.7

52.7 @ 42 Hrs. @ 39.375 = \$87,152.00

Total

225,664.00 + 87,152.00 = \$342,815.00

2:1 FUNDING (Additional)

138 @ 42 Hrs. @ 13.125 = \$76,073.00

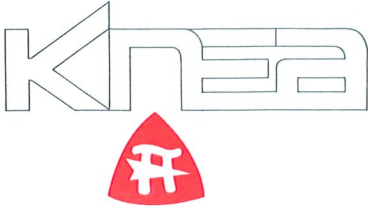
Total State Reimbursement

\$418,888.00

a-2-4
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As you can see from the above, while the 2:1 ratio for differential funding as found in the bill, will not offset all the inequity in the state's share of reimbursement, it will alleviate much of it. In a recent conversation with Mr. Verl Peter from Dale Dennis's office at the Kansas State Department of Education, he estimated that the fiscal impact of this bill, insofar as State reimbursement is concerned, would be to lessen the state support of these programs by approximately \$20,000. This compares very closely to our above estimate of \$24,000 shortfall.

In closing, I want to emphasize that, while we in Dodge City are totally convinced that this is the way for our two institutions to proceed, no one should view this legislation as threatening. We are not advocating that such mergers be mandatory, we are merely asking that you provide the mechanism to make it possible to provide the highest quality of post secondary vocational education possible for our constituents.



Craig Grant Testimony Before The
House Education Committee
Tuesday, March 22, 1988

Thank you, Mr. Chairman. Members of the Committee, my name is Craig Grant and I represent Kansas-NEA. I appreciate this opportunity to visit with the committee about HB 3100. This bill is similar to one introduced in the Senate earlier and which was bogged down in committee. The concept was reintroduced by the House Taxation Committee and referred to this committee for discussion.

My task today will be just to review the key parts of the bill for you. Others who follow will present more of the philosophy behind our request. Kansas-NEA believes that this type of restructuring in our schools can be a key element in the next wave of "reform" type measures in Kansas and in the nation. This element is more important than the previous "reforms" as it focuses on how and what we are teaching the children in our schools.

Lines 37 through 45 define building-based education as a plan which is developed by the employees in the building. Those employees would identify the educational goals and needs of the pupils in that particular school. We would find that those goals and needs would certainly be different from building to building as students certainly come to us with differing abilities and backgrounds. Once those goals and needs were identified, those professionals would formulate (as stated in lines 41 through 45) the curricular objectives and design and implement the instructional strategies, techniques, and procedures.

Craig Grant Testimony Before House Education Committee, 3/22/88, page two

Lines 46 through 61 on page two indicate that a district could apply to the state board for a grant of money to reimburse the district for development and implementation of the plan. Guarantees of employee and board agreement to participate in the plan are written into the bill. Skipping to line 97 on page three, one notices that the bill calls for four districts to receive the grants for their building-based plan.

Other parts of the bill are basically procedural in nature. The desire of Kansas-NEA is to pilot this process in four building sites for a two year period of time. We believe strongly in this process and believe that the results of the pilot studies will encourage other districts to utilize their resources in this manner. We believe these "lighthouse" districts will provide us the data to spread the concept throughout the state.

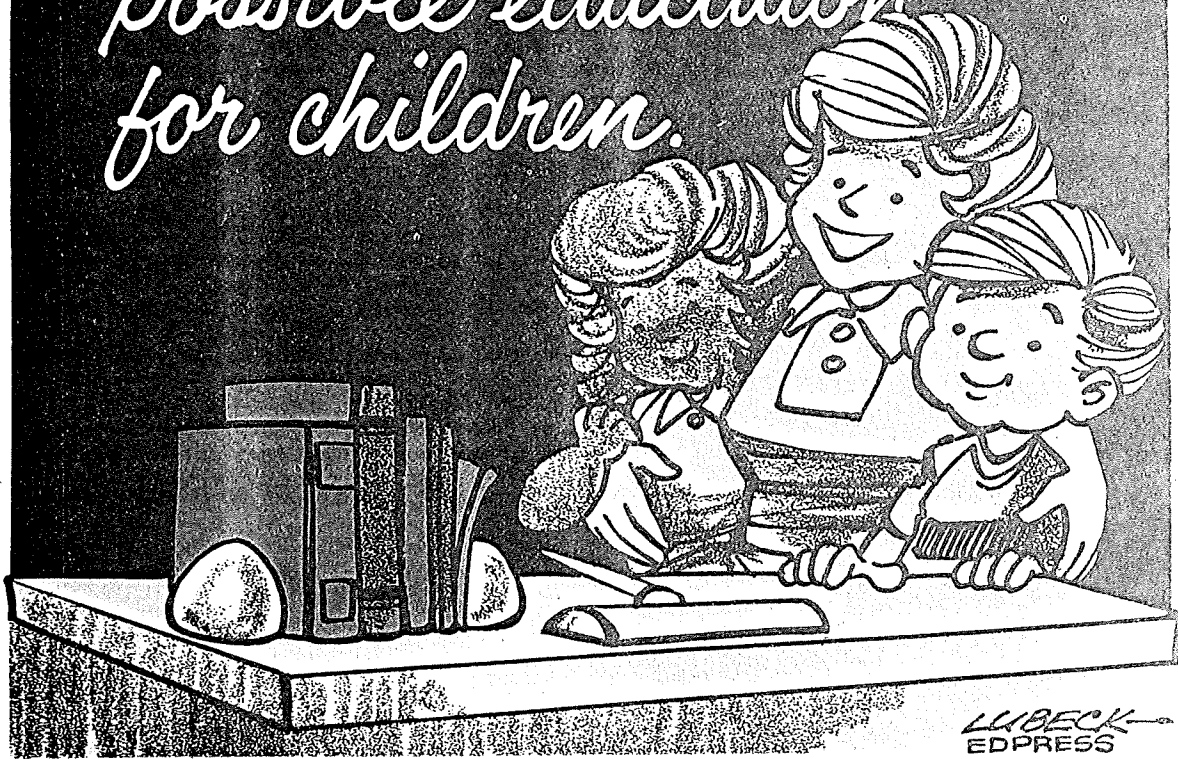
Conferees speaking after me will speak more to the types of things which could result from this type of process. Kansas-NEA believes strongly that we can best utilize the talents of the professionals in the buildings by allowing them the chance to make decisions affecting the educational goals and objectives taught in that particular building. The private sector has utilized concepts similar to this and we believe that it is time to transfer this process to the public schools in Kansas. We have asked for appropriations of \$50,000 a year for two years to fund the projects. This funding would "buy" the quality time needed to develop these plans and would fund a professional facilitator to assist in the process.

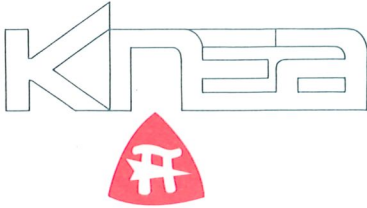
Kansas-NEA urges the House Ed Committee to pass HB 3100 favorably. We believe the concepts contained in the bill will improve our educational offerings in this state. Thank you for listening to our concerns.

A-3-2
3/22/88

WHAT I INTEND TO DO THIS YEAR:

*Make sure that
teachers are involved
in decision making
to insure the best
possible education
for children.*





Peg Dunlap, Director of
Instructional Advocacy, K-NEA
Testimony before the House
Education Committee on House
Bill 3100
Tuesday, March 22, 1988

Madame Chairwoman and members of the committee, I am Peg Dunlap, Director of Instructional Advocacy for the Kansas-National Education Association. I appreciate the opportunity to talk with you this afternoon about the concept of building-based education and why we feel this bill, HB 3100, is necessary.

The concept of building-based education, or site-based decision-making, or shared decision-making is not a new one. It has been studied and implemented successfully throughout business and industry over the past several decades. It is just now becoming commonplace in the public sector, especially in the field of education.

Reduced to its simplest terms, building-based education means making as many decisions as possible as close to the level of implementation as possible. It also means involving those who are most affected by decisions in making those decisions.

A growing body of educational research is showing that this style of leadership and this method of decision-making has benefits for students and for school personnel. Students benefit when the instruction they receive is tailored to meet their specific needs. Students benefit when the school they attend is structured to encourage their attendance and participation. School personnel benefit when they are significantly and genuinely involved in making the professional decisions they must implement at their places of work.

If this idea is so promising, why is it not being implemented more in Kansas? Many will tell you that it already is, and that this bill is not necessary. I beg to differ. This bill is necessary because there is a crying need in the field for information about what the concept is and how it can be implemented. During this school year, K-NEA has sponsored several regional meetings and two state-wide conferences on the topic of building-based education. The more than 300 participants at these meetings represented more than 70 Unified School Districts and included teachers, building and district administrators, superintendents, school board members, and parents.

This bill is necessary because schools need encouragement and support to try something different, to go beyond "business as usual". K-NEA is not alone in suggesting state-level action to encourage what must be locally implemented programs. In a recent article in Educational Leadership magazine, Mike Cohen, Associate Director of the National Governors' Association, explains NGA's interest in state-level initiatives:

"New concepts for restructuring must come through carefully supported local efforts, where new ideas can emerge from and be tested against the realities of schools and classrooms."

Cohen goes on to suggest four ways in which states can provide leadership. They are:

1. Articulate a vision of restructured schools
2. Encourage local experimentation with various school structures
3. Provide support and technical assistance to schools and districts trying new approaches
4. Disseminate results to other schools

House Bill 3100 allows each of these to be accomplished.

This bill is necessary if Kansas is going to remain a leader in the area of education reform. By recommending this bill favorably and by assisting its passage through the House and on to the Senate, you can continue a tradition of commitment to reform, a tradition which includes precertification testing, the internship program, the inservice plan. Unlike those state-level reforms, the reforms of the 1980's and 1990's will happen at the grass roots level. House Bill 3100 is an important step in that direction. I urge your support of House Bill 3100.

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3/22/88

The Governors Restructure Schools

The National Governors' Association has established a new initiative for providing direct assistance to the states in improving education.

We, as governors, gave ourselves some very strong advice last year. We said that it was time for results. Did we take our own advice? The answer is emphatically yes, we did.—Governor Thomas H. Kean, National Governors' Association Meeting, 1987.

In *Time for Results* (1986), the nation's governors announced a new education reform agenda that builds upon and extends states' efforts of the past few years. Neither the results they desire nor the policy changes required to bring them about will be accomplished in short order. Therefore, the governors committed the National Governors' Association to report each year from 1987 through 1991 on the progress of states toward realizing their agenda.

Progress on the Reform Agenda

In Traverse City, Michigan, at the 1987 annual meeting, the governors received the first such report, *Results in Education 1987*, and heard about exciting new programs in Indiana, Iowa, Minnesota, Missouri, and Rhode Island. At a special work session, "Creating Schools for the Future," with leading educators they discussed how the governors can create opportunities by working for education.

Other major initiatives at the 1987 meeting reinforced the governors' concern for education. A report and session on Jobs, Growth, and Competitiveness reiterated the crucial role of education in encouraging economic growth and improving the nation's competitive position in the international economy. Another major project, Bringing Down the Barriers, concentrated on removing the interrelated barriers to learning the skills needed to get and keep jobs: welfare dependency, dropping out of school, alcohol and drug abuse, adult illiteracy, and teen pregnancy.

A New Work Group

In *Time for Results*, the governors directed the association to provide direct assistance to states in the development and implementation of reform policies. With support from the Carnegie Corporation of New York and the U.S. Department of Education, the association has established the Restructuring Schools Project to manage a process of consultation, information sharing, and assistance to states. Initial efforts include:

- rethinking accountability systems for schools in Indiana and Montana;
- organizing schools for productivity with an emphasis on teacher collegi-

ality and shared decision making in Massachusetts, New Jersey, and Washington;

- encouraging new roles for teachers in Iowa and North Carolina;
- attracting minority students into teaching in Illinois and through a regional task force working with efforts in Arkansas, Georgia, North Carolina, Tennessee, and Virginia.
- developing policies to assess the quality of undergraduate education in colleges and universities in six states.

In addition, the Restructuring Schools Project will sponsor conferences on such topics as rethinking accountability systems, collective bargaining and restructuring, and the cost and financing of restructured schools. The conferences will link practitioners, policymakers, and researchers. Project papers and issue briefs on these topics will describe examples, offer policy options, and generate interest and action. The project will also collaborate with associations to continue the emphasis on restructuring issues and to disseminate the lessons learned.

The Next Steps

There are a number of actions state policy leaders can take. First, states

should expect to assume greater responsibility for setting educational goals and defining outcome standards. Many states will have to institute long-range planning and goal-setting, so that their goals accurately reflect the broad societal needs schools serve. They also must ensure that goals and outcome standards are not limited to the ones that can readily be measured; rather, states must invest in developing ways to measure the outcomes that truly matter.

Second, states will need to develop more appropriate and realistic sanctions for schools and districts that consistently perform poorly and fail to meet goals. This is where proposals for state takeover or academic bankruptcy come in. States should expect to:

- provide resources and a policy environment that make educational success possible at the local level;
- provide technical assistance and support to districts unable to meet state goals;
- operate local districts that cannot meet state goals until they can operate effectively on their own.

Third, state education agencies will need to stimulate local inventiveness. Both the improvement of educational productivity and the professionalization of teaching will require new school structures. These structures should allow more varied instructional arrangements, greater collegial interaction among teachers, and increased teacher involvement in decision making. New concepts for restructuring must come through carefully supported local efforts, where new ideas can emerge from and be tested against the realities of schools and classrooms. Consequently, states must provide leadership by:

- articulating a vision of restructured schools;
- encouraging local experimentation with various school structures;
- providing support and technical assistance to schools and districts trying new approaches;
- disseminating results to other schools.

Fourth, states will have to examine existing regulations to determine

which interfere with local autonomy regarding educational practices and which serve other purposes. For example, regulations on Carnegie units, class size, and use of instructional time should be reexamined, while rules to protect health, safety, and equal access should be maintained.

Fifth, states will need to develop more useful and sophisticated assessment systems. The process of deregulating practices while holding educators accountable for results requires the capacity to measure the results we want. States need to develop indicators of educational quality that:

- accurately reflect state educational goals;
- accurately measure the higher-level skills demanded by society;
- meet the information needs of educators, policymakers, and the public.

Sixth, the demands for improved outcomes in elementary and secondary education parallel the demands upon higher education institutions. Therefore, states will need to strengthen coordination between their K-12 and higher education systems. Steps to improve the teaching of higher-order skills, improve the assessment of student performance, and strengthen institutional emphases on outcomes will be required for all levels.

Finally, state officials will have to work hard to maintain the broad constituency for education quality. The sweeping changes in educational performance, practice, and policy required to respond to the challenges of the future will not be made overnight. Their success depends upon the continuing support of the public.

The Need for Better Information

In *Time for Results*, the governors posed a question: "How will we know we are succeeding?" Policymakers, educators, parents, and concerned citizens—all want reliable information about our nation's schools. There is increased concern about how we measure and report what students know and are able to do. The emphasis on results has focused attention not only on student outcomes in each state but

also on the need to refine the information base to reflect more accurately the context in which schooling takes place, the inputs or resources available, and state education policies and practices.

Efforts are now under way to correct many data collection problems. The National Assessment of Educational Progress is considering recommendations to include state-by-state data on student performance. The Center for Educational Statistics in the U.S. Department of Education is redesigning its elementary and secondary data collection program and collecting more comprehensive information on post-secondary education. The Center for Educational Statistics and the State Education Assessment Center for the Council of Chief State School Officers are working with researchers, practitioners, and policymakers to develop and collect better indicators of education quality. The Governors' Association is working with these federal and state organizations to help build an integrated data collection system.

Future Prospects

The governors have played a critical role in enlisting the support of the public and the business community for investments in educational excellence. At some point, political leaders will move on to other issues. Consequently, the education community will need to assume a larger role in maintaining and renewing public support for education. But for now, the governors have committed their association to a long-term focus on education. □

References

National Governors' Association. *Time for Results*. The Governors' 1991 Report on Education. Washington, D.C.: NGA, August 1986.

National Governors' Association. *Results in Education 1987*. Washington, D.C.: NGA, July 1987.

Authors' note: Time for Results and Results in Education 1987 are available from the National Governors' Association.

Dean Honetschlager is Director and **Mike Cohen** is Associate Director, National Governors' Association, 444 North Capitol St., Washington, D.C. 20001-1572.



HB 3100

Testimony presented before the House Committee on Education
by Gerald W. Henderson, Executive Director
United School Administrators of Kansas

March 22, 1988

Madam Chairman and Members of the Committee.

Building-based or site-based educational management systems have become popular buzz words in recent months. Collaboration and the development of collegiality are likewise concepts much a part of conversations among educators and the subject of articles in professional journals.

Our organization is not opposed to these ideas as they relate to the design and delivery of learning opportunities to the students of Kansas. On the contrary, many of our schools already have formal structures in place which mandate the involvement of teachers in the decisions described in this bill beginning at line 37. My last principalship in El Dorado involved a highly structured process through which district, building, departmental, and individual classroom goals and objectives were formulated via the collaborative efforts of teachers, administrators, board members, patrons and students. Such collaboration existed at all levels. Conversations with administrators from around the state indicate that El Dorado is not unique.

Our opposition to HB 3100 as was the case with SB 568 lies not to shared decision making. Collaboration already exists in many of our schools. I experienced it both as a teacher and a building principal. You have heard other examples today.

Perhaps what is needed in lieu of yet another pilot is a communication system designed to advertise the results of the existing successes in our state which were established without grant money.

Attachment 5
House Education 3/22/88