

Approved May 15, 1991
Date

MINUTES OF THE SENATE COMMITTEE ON EDUCATION

The meeting was called to order by SENATOR JOSEPH C. HARDER at
Chairperson

1:30 ~~xxx~~/p.m. on Monday, February 25, 19⁹¹ in room 123-S of the Capitol.

All members were present except:

Senator Jerry Karr, excused

Committee staff present:

Mr. Ben Barrett, Legislative Research Department
Ms. Avis Swartzman, Revisor of Statutes
Mr. Dale Dennis, Assistant Commissioner of Education
Mrs. Millie Randell, Committee Secretary

Conferees appearing before the committee:

SB 191 - School districts; preschool programs for at-risk pupils.

Proponents:

Senator Fred Kerr, primary sponsor of SB 191
Ms. Connie Hubbell, Legislative Chairman, State Board of Education
Mr. Gerry Henderson, Executive Director, United School Administrators
of Kansas
Mr. John Koepke, Executive Director, Kansas Association of School Boards
Mr. Craig Grant, Director of Political Action, Kansas-National Education
Association
Mr. David DeMoss, Executive Director, Southeast Kansas Education
Service Center (written testimony only)
Dr. Robert E. Hull, Superintendent, Osawatomie USD 367 (Written testi-
mony only)
Attorney General Robert T. Stephan (written testimony only)

SB 47 - Concerning school districts; authorizing boards of education to sched-
ule the school days or school hours of the school term on a trimes-
tral or quarterly basis.

Proponents:

Mr. Craig Grant, Director of Political Action, Kansas-National Education
Association
Mr. John Koepke, Executive Director, Kansas Association of School Boards
Ms. Brilla Scott, Associate Executive Director, United School Adminis-
trators of Kansas (written testimony only)

SB 191 - School districts; preschool programs for at-risk pupils.

After calling the meeting to order, Chairman Joseph C. Harder asked the
Committee to turn its attention to SB 191 and recognized Senator Fred Kerr,
primary sponsor of SB 191. He yielded to Senator Kerr.

Senator Kerr explained that SB 191 represents an effort to bring the issue
of providing some assistance to four-year old at-risk students to the
forefront and described how districts may provide programs for this group
under the School District Equalization Act. He said that pupils under the
provisions of the bill would be counted as 0.25 FTE for purposes of eligible
enrollment.

Senator Kerr stressed the importance of detecting at-risk students at an
early age and quoted, from Kansas Policy Choices of 1990, in the area of
school reform, "Research on the effectiveness of early childhood education
programs shows dramatic and lasting gains for children". Senator Kerr
pointed out that the programs are especially cost-effective for those
children at risk in economically-deprived homes, single parent families,
isolated rural families, minority groups, and those who are physically,
socially, emotionally, and suggestively handicapped. Senator Kerr described

Unless specifically noted, the individual remarks recorded herein have not
been transcribed verbatim. Individual remarks as reported herein have not
been submitted to the individuals appearing before the committee for
editing or corrections.

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MINUTES OF THE SENATE COMMITTEE ON EDUCATION

room 123-S Statehouse, at 1:30 ~~xxx~~ p.m. on Monday, February 25, 1991

these at-risk pupils as those who probably do not need a lot of extra attention but would tend to fall behind without it and, ultimately, not have successful grade school or high school careers.

Senator Kerr suggested that the entire area of special education needs to be addressed, as it is a very costly program to the State.

Senator Kerr called attention to copies of letters he had received from Mr. David DeMoss, Executive Director, Southeast Kansas Education Service Center (Attachment 1); and Dr. Robert E. Hull, Superintendent, Osawatomie USD 367 (Attachment 2), expressing support for SB 191.

Mr. Dale Dennis, staff, in response to Committee questions, estimated that there are about 35,000 four-year olds in Kansas. Under the assumption that 22% of these are at risk, he said, 7700 four-year olds could potentially use this service. Assuming also, he said, that about ten percent would use the program during its first year of operation, the cost for 192 students with budget authority at \$4,144 is \$709,720. With transportation costs estimated to be about \$360,000, he said the total cost of the program at its inception would be around \$1million. He explained that the cost would be borne by a combination of local and state dollars. He confirmed that "these youngsters at risk are above and beyond the preschool handicapped". Mr. Dennis stated that the average total cost for educating a special education student is about \$14,000.

The Chair recognized the next confereee, Ms. Connie Hubbell, Legislative Chairman, State Board of Education, who stated that in the Board's opinion "any assistance we can give to preschool 'at-risk' children will not only have a positive effect on the student but also on social welfare and correctional programs". (Attachment 3)

Also stating support for SB 191 was Mr. Gerry Henderson, Executive Director, United School Administrators of Kansas. Mr. Henderson recommended that a funding source for the at-risk program should come from some source other than the property tax. (Attachment 4)

Mr. John Koepke, Executive Director, Kansas Association of School Boards, said his organization also shares the view that early childhood intervention is one of the most critical education reforms that has an effect on learning among children in our State. (Attachment 5) Mr. Koepke suggested looking at the definition of what constitutes a special child so that a school district does not arbitrarily place a child where he or she does not belong.

Mr. Craig Grant, Director of Political Action, Kansas-National Education Association, stated that he agrees with conferees who previously have testified in support of SB 191 and said he believes the incentive is worth the money to fund such a program (Attachment 6)

Additional written testimony only in support of SB 191 was submitted on behalf of Attorney General Robert Stephan. (Attachment 7)

SB 47 - Concerning school districts; authorizing boards of education to schedule the school days or school hours of the school term on a trimestral or quarterly basis.

The Chair reverted Committee attention to SB 47 and said the Committee would resume its hearing on the bill. He first called upon Mr. Craig Grant, Director of Political Action, Kansas-National Education Association.

Mr. Grant expressed support for the testimony given by Mr. Harold Beedles, Vice President of the School Board at Rose Hill, when Mr. Beedles testified recently for passage of SB 47. He commended the people of Rose Hill for doing an excellent job in their research and particularly in involving their teachers in the decision-making process. Mr. Grant confirmed his

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room 123-S, Statehouse, at 1:30 ~~am~~/p.m. on Monday, February 25, 1991

organizations' support of the concept in SB 47 and recommended funding for the program. (Attachment 8)

Mr. John Koepke, Executive Director, Kansas Association of School Boards, also commended Mr. Beedles on the research he has done for a concept which would provide a great deal of flexibility in a fast-growing district which needs additional facilities. He informed members of Mr. Beedles' request for support from his Association's Delegate Assembly last December and said his organization does support SB 191. (Attachment 9) Responding to a question, Mr. Koepke acknowledged there could be problems when the system gets started, but he pointed out the Rose Hill experience will be a good testing ground. He said it is his understanding that the system will include all grade levels K-12, and it is the board's intention to place children of the same family on a similar schedule.

Written testimony only in support of SB 47 was submitted by Ms. Brilla Scott, Associate Executive Director, United School Administrators of Kansas. (Attachmen 10)

Following a call for additional conferees, the Chair announced that the hearing on SB 47 is concluded.

The Chair announced that he would like the Committee to commence consideration and/or action on Committee bills and asked the Committee's pleasure on SB 47, relating to the trimestral/quarterly school term.

Senator Steineger moved, and Senator Langworthy seconded a motion to recommend SB 47 favorably for passage. The motion carried. The Committee, by consensus, agreed to invite Mr. Harold Beedles of Rose Hill to appear before the Committee at some future time to update members on the progress of the trimestral/quarterly system.

SB 107 - Educational excellence grant program.

When the Chair asked the Committee's pleasure on SB 107, relating to the educational excellence grant program, Senator Anderson moved, and Senator Langworthy seconded the motion to recommend SB 107 favorably for passage.

However, Committee concern was expressed that certain language in SB 107 would give preferential treatment to schools participating in interlocal or cooperative cooperation agreements for awarding the grants. The Committee agreed that the intent of the language is to allow the grants to be made collectively by school districts for the purpose of cost savings.

Senator Langworthy made a substitute motion to amend SB 107 by striking, on page 3, Subsection (6)(d), all of the language on lines 29 through 36. Senator Walker seconded the motion. Following Committee discussion, the Chair said he would like to hold the bill in Committee for consideration at a later time. Senator Langworthy withdrew her substitute motion to amend the bill, and Senator Walker withdrew his second.

Senator Anderson withdrew his primary motion to recommend SB 107 favorably for passage, and Senator Langworthy withdrew her second.

SB 27 - Revocation of the gifted mandate.

SB 108 - Revocation of the mandate and funding for gifted programs.

The Chair directed Committee attention to Senate Bills 27 and 108, relating to gifted education programs. The Chair explained that SB 27 removes the mandate for gifted programs and SB 108 removes the mandate and the funding for gifted programs.

Responding to a question, Mr. Dale Dennis, staff, said that the cost for funding the gifted program is less per child than for most special education

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room 123-S, Statehouse, at 1:30 ~~xxx~~ p.m. on Monday, February 25, 1991.

students. Mr. Dennis replied that the state pays about half the cost of funding the gifted program. He felt that very few districts would drop the gifted program so long as state funding continues.

Senator Allen moved that SB 27 be recommended favorably for passage. Senator Montgomery seconded the motion.

Senator Walker made a substitute conceptual motion to sunset the gifted program after two years. Senator Walker said the intent of his motion would be to keep the mandate and the funding in place for the gifted program and to study the program in depth over a two-year period.

Senator Anderson seconded the substitute motion.

The Chairman, by Committee consensus, announced that Committee discussion on Senate Bills 27 and 108 will be continued at a later time.

Senator Kerr made a conceptual motion that the Committee introduce a bill which would require reporting of expenses by school district lobbyists to the State Board of Education. Senator Frahm seconded the motion, and the motion carried.

The Chair adjourned the meeting.

SENATE EDUCATION COMMITTEE

TIME: 1:30 p.m.

PLACE: 123-S

DATE: Monday, February 25, 1991

GUEST LIST

NAME

ADDRESS

ORGANIZATION

Helen Stephens

Topeka

BV USD 229

John Kroepke

Topeka

KASB

Brad Mullen

Topeka

USA

Connie Sheerer

Topeka

SLBL of SD

Ken Bentley

Topeka

KSDE

Nancy Lindberg

Topeka

Office of At-Gen.

Craig Grant

Topeka

H-NEA

Michael R. McFall

Pratt, Kansas

Observer

Jeff Wagoner

Topeka

Senate Staff

Doug Bowman

"

Ch. Idrea & Youth Advisor

Mermes

Topeka

DOB

Robin Nichols

Wichita

USD 257

Jacqueline Dakes

Topeka

SQE



Southeast Kansas
Education
Service Center

P.O. Box 189

316-724-6281 Girard, KS 66743-0189

21 February 1991

The Honorable Fred Kerr
Kansas Senate
State Capitol
Topeka KS 66612

Senator Kerr

I am writing in support of SB 191 concerning preschool programs for at risk pupils.

Other than urban areas, Southeast Kansas has the highest incidence of factors contributing to at risk students but, due to the sparse population centers it is very difficult for schools and other agencies to offer appropriate preventive programs. At the most conservative levels over 400 four year olds are categorized as at risk, but yet only a few are receiving any level of support services.

The trend for pre schoolers placed at risk continues as the contributing factors rise. For example, incidences of child abuse and mothers under the age of 18 show little sign of decline, yet these factors are major contributors. It is well documented that early intervention provides the catalyst to reducing the students referred to special education programs and decreases costs for remedial education in the early grades.

SB 191 gives schools the opportunity to plan, implement, and deliver services which will provide the early intervention strategies needed for students to develop school readiness and contribute to their success in regular education programs. I encourage the Committee to take positive action concerning this bill.

David DeMoss
Executive Director

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OSAWATOMIE UNIFIED SCHOOL DISTRICT 367

12TH AND TROJAN DRIVE, OSAWATOMIE, KANSAS 66064
TELEPHONE (913) 755-4172

February 25, 1991

JAY HASTERT
BUSINESS MANAGER

DR. ROBERT E. HULL
SUPERINTENDENT

Dear Senator Kerr:

Hello and thank you for this opportunity to present some testimony concerning S.B. No. 191, that deals with funding for preschool students who might be considered as potentially at-risk. I appreciate Senators F. Kerr, Bond, Burke, Daniels, Frahm, Harder, Kanan, Kurr, D. Kerr, Langworthy, Moran, Olen and Yost for bringing this timely subject to this level for consideration. I am sorry that my schedule will not allow me to present this testimony in person.

As we know, dropouts and at-risk students are not just a High School problem. With compulsory attendance laws requiring student enrollment in school until age 16, the High School is the place where the drop out problem does become a countable statistic. As Bob Keegan, Captain Kangaroo, has stated, dropouts are only disadvantaged Kindergartners who wait twelve years to drop out.

I believe there are several educationally sound reasons to positively consider this preschool proposal:

1. It is a proven fact that the earlier intervention measures, the more positive and cost-effective become the chances of academic success for at-risk students.
2. I believe that preschools of this type would not duplicate the Parent As Teachers programs, day care, or the federally mandated Head Start program.
3. In many communities there are parents who can afford to send their children to excellent preschools, however, there are those who can't and send their children a year or two later to public school without the benefit of an early enriched education environment.
4. Early and timely interventions for preschool students will also positively influence students self-esteem, school attendance, attitudes towards the school environment and other factors that lower the dropout rate later on in the students academic careers.

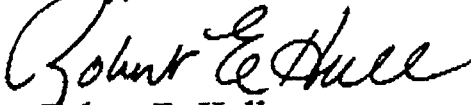
Some questions that would need to be answered implementing a preschool for potential at-risk students include:

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1. What assessment and screening criteria will be used to include students in preschool?
2. **Will the additional financial resources support the cost of personnel, supplies and facility requirements?**
3. **Every effort must be made not to prematurely label students with a label that would negatively influence the students academic progress or status.**
4. **If a child is identified with characteristics of an at-risk student, then a fully articulated program for the student should continue after the preschool days.**

I appreciate your time and consideration on this subject. If you would decide to run pilot programs in which districts could implement and provide hard data for the program to be accountable, Osawatonic would be interested in helping to provide such information. Thank you very much.

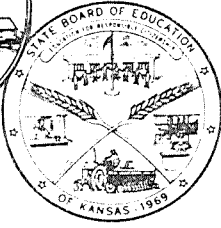
Sincerely,



**Dr. Robert E. Hull
Osawatonic Superintendent of Schools**

REH:ldm

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Kansas State Board of Education

Kansas State Education Building (913) 296-3203

120 East 10th Street Topeka, Kansas 66612-1103

Mildred McMillon
District 1

Connie Hubbell
District 4

Bill Musick
District 6

Evelyn Whitcomb
District 8

Kathleen White
District 2

I. B. "Sonny" Rundell
District 5

Wanda Morrison
District 7

Timothy R. Emert
District 9

Paul D. Adams
District 3

Gwen Nelson
District 10

February 25, 1991

TO: Senate Education Committee
FROM: State Board of Education
SUBJECT: 1991 Senate Bill 191

My name is Connie Hubbell, Legislative Chairman of the State Board of Education. I appreciate the opportunity to appear before this Committee on behalf of the State Board.

Senate Bill 191 permits unified school districts to count four-year-old preschool students who are "at risk" in its enrollment at a rate of .25. Research shows that the sooner we help "at risk" pupils the better chance those students have for educational success. Many students are now entering Kindergarten unprepared and behind other students as they begin their school career.

It is the State Board's opinion that any assistance we can give to preschool "at risk" children will not only have a positive effect on the student but also on social welfare and correctional programs.

The most widely recognized longitudinal study is the Perry Preschool Project, which included the most complete cost-benefit analysis of early childhood education yet undertaken. The cost-benefit analysis covering fifteen years of follow-up data, indicates that prekindergarten programs can be a good investment for taxpayers. The major benefits were savings per participant of about \$5,000 for special education programs, \$3,000 for crime, and \$16,000 for welfare assistance. Participants were expected to pay \$5,000 more in taxes because of increased lifetime earnings. The total benefits to taxpayers amount to about \$28,000 per participant, which is nearly six times the initial cost of a one-year program.

The results of the fifteen year follow-up study indicated that the preschool program increased the percentage of persons who, at age 19 were: literate, from 38% to 61%; enrolled in postsecondary education, from 21% to 38%; employed, from 32% to 50%. The program reduced the percentage of persons, who at age 19: had been arrested for delinquency, from 51% to 31%; had been treated for mental retardation, from 35% to 15%; were school dropouts, from 51% to 33%; had been pregnant teens, from 67% to 48%; and were on welfare, from 32% to 18%. This, however, is only one study and may not necessarily mean it could be duplicated in every school district.

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The evidence is that prekindergarten programs do help improve children's intellectual and social performance as they begin school, probably help children achieve greater school success, and can help young people achieve greater socioeconomic success and social responsibility.

We encourage the Senate Education Committee to support Senate Bill 191 and report it favorably for passage.

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SB 191

February 25, 1991

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

Mister Chairman and members of the committee. United School Administrators of Kansas supports the provisions of **SB 191**. As has been reported to this committee in the past, the quicker school people and others can begin to address the educational and social needs of children the better. Every study we can find points to the fact that early intervention pays huge dividends in human potential and in real savings to the taxpayers.

We encourage you to approve **SB 191**, but as with other proposals presented to you this session, we trust that the resources needed to provide for the needs of at-risk four year olds will come from a source other than the local property tax.

SB191/gwh

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KANSAS
ASSOCIATION



OF
SCHOOL
BOARDS



5401 S. W. 7th Avenue Topeka, Kansas 66606
913-273-3600

Testimony on S.B. 191
before the
Senate Committee on Education

by

John W. Koepke, Executive Director
Kansas Association of School Boards

February 25, 1991

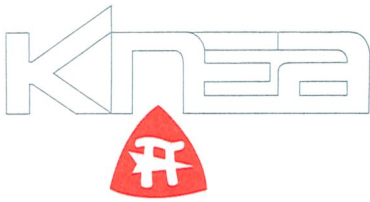
Mr. Chairman and members of the Committee, we appreciate the opportunity to appear before you once again to share the views of the member boards of education of the Kansas Association of School Boards on a topic of vital interest to public education. Our members have taken several policy positions with regard to the importance of early childhood education. We believe that S.B. 191 addresses these concerns in an appropriate manner.

Education research has consistently shown the cost effectiveness of early intervention in the education of our children. While previous legislation has focused on children with diagnosed learning disabilities, we believe it is desirable to expand our horizons in our preschool programs. We also believe it is appropriate to do so within the framework of our existing equalization formula. We are hopeful that the weighted pupil approach to funding found in S.B. 191 will be expanded in the future through the studies presently being studied by the State Department of Education.

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Our only reservation with this plan is, of course, whether the legislature will be willing to share in the commitment to this program by providing the resources to insure that existing funds will not simply be shifted to this new program. With that expressed concern, we would give our support to S.B. 191 and I would be happy to attempt to answer any questions.

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Craig Grant Testimony Before The
Senate Education Committee
Monday, February 25, 1991

Thank you, Mr. Chairman. I am Craig Grant and I represent Kansas-NEA. I appreciate this opportunity to visit with the committee about SB 191.

Kansas-NEA supports SB 191 as a policy change which could save money in the long run. The studies indicate that early intervention is important in "at risk" students and we have a greater likelihood of success if we start earlier to rescue these students.

Since SB 191 encourages four year old at risk programs by counting them as 1/4 students (even though it may reduce moneys going to districts without such programs), we would support the bill and ask that you report it favorably for passage. As an aside, we also hope you can find the funding for this and the other essential programs of education in our state.

Thank you for listening to the concerns of our members.

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STATE OF KANSAS

OFFICE OF THE ATTORNEY GENERAL

2ND FLOOR, KANSAS JUDICIAL CENTER, TOPEKA 66612-1597

ROBERT T. STEPHAN
ATTORNEY GENERAL

MAIN PHONE: (913) 296-2215
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February 25, 1991

Senator Joe Harder, Chairperson
Senate Education Committee
State Capitol, Room 143-N
Topeka, KS 66612

RE: Support for Senate Bill 191

Dear Senator Harder:

On behalf of my Victims' Rights Task Force, I encourage your support of Senate Bill 191 which allows additional funding for a school district that provides a preschool program for at risk pupils who have attained the age of four years.

Every child deserves the best possible education we can provide. We know that 25% of our children are from homes with income below the poverty level and one in six has no access to health insurance. Children come to school poorly prepared for classroom learning. Some are not ready developmentally for formal education. Some of their parents may be indifferent to their education needs. They may be children of children who are ill-equipped.

These children need our attention. Kansas must make the investment in helping these preschool children get off to a good start in their schooling. This investment most likely will save us money in the long run.

I encourage you to support this program by passing Senate Bill 191. Thank you.

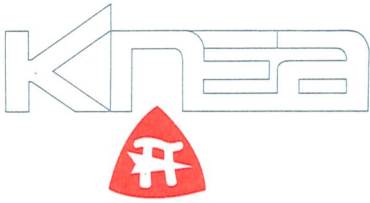
Very truly yours,

A handwritten signature in cursive script that reads "Robert T. Stephan".

Robert T. Stephan
Attorney General

RTS:nl

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Craig Grant Testimony Before The
Senate Education Committee
Wednesday, February 13, 1991

Thank you, Mr. Chairman. I am Craig Grant and I represent Kansas-NEA. I appreciate this opportunity to visit with the committee about SB 47.

Kansas-NEA supports SB 47 and its intent which would allow districts to more easily move to a trimester or quarter term schedule. The mechanism seems straightforward as to the counting which would take place to determine the correct student count.

There are concerns about which I should visit with the committee. Nothing in lines 42 and 43 of the first page or lines 1 through 10 of page two guarantees discussion with the educational employees of the district. With every piece of reform movement literature stressing educator involvement in the process, one would think that this decision should be made after consultation with the educators in the district. I believe that eventually each building should decide what schedule would best fit the students attending that building. I suppose that sounds a bit radical, but true reform takes bold steps.

The second concern expressed to me was that, since the topics of assignment and transfer are not negotiable, boards would assign teachers to work schedules which might not coincide with family members attending the same system. A teacher might be assigned the third quarter off while his or her children were attending school. It sounds a bit far-fetched, but stranger and more capricious things have been done.

We do support the concepts embodied in SB 47 and would hope that some input into the schedule would be guaranteed to the educational employees in the district.

Thank you for listening to the concerns of our members.

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Testimony on S.B. 47
before the
Senate Committee on Education

by

Mark Tallman
Coordinator of Governmental Relations
Kansas Association of School Boards

February 21, 1991

Thank you for the opportunity to appear today to testify on Senate Bill 47. The Kansas Association of School Boards strongly supports S.B. 47. We have identified greater flexibility for districts in scheduling the school year as one of our association's priorities for the current session.

The 180-day school year and use of September 20 as the date to count pupils for state aid and budget purposes encourage districts to operate under the traditional nine-month calendar, running from approximately late August to late May. We should stress that S.B. 47 does not extend the instructional day requirement for students; nor does it address free-standing summer programs. These are separate issues.

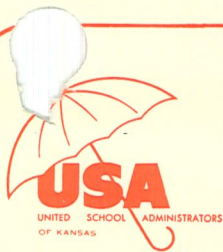
Instead, S.B. 47 speaks to the fact that districts may have severe over-crowding in its buildings, yet those same buildings stand idle for one fourth of the year. This bill would allow districts to operate on a trimestral or quarterly calendar, subject to State Board of Education approval. By counting pupils twice a year to determine an unduplicated

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enrollment, districts would be able to spread student courses over the full year, without necessarily increasing the number of days for individual students or losing funding for students "on-break" on September 20.

Obviously this would provide greater management flexibility for schools, which should also allow greater flexibility in academic programs and course offerings - both at no additional costs.

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SB 47

Testimony presented before the Senate Education Committee

**by
Brilla Highfill Scott, Associate Executive Director
United School Administrators of Kansas**

February 21, 1991

SCHOOL DAYS/HOURS ON TRIMESTRAL/QUARTERLY BASIS

Mister Chairman and Members of the Senate Education Committee:

United School Administrators of Kansas supports SB 47. Our association appreciates the committee's willingness to study alternative schedules and your ability to recognize the need for allowing flexibility in Kansas school calendars.

As our state educational system progresses toward competency- or outcome-based education, it will be increasingly necessary for our laws to reflect alternative forms of scheduling.

Thank you for your attention to my remarks.

(t:sb47)

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