

Approved March 20, 1992
Date

MINUTES OF THE Senate COMMITTEE ON Economic Development

The meeting was called to order by Senator Dave Kerr at
Chairperson

8:00 a.m./~~pm~~ on March 19, 1992 in room 123-S of the Capitol.

All members were present except:

Senator Lana Oleen (Excused)

Committee staff present:

Lynne Holt, Legislative Research Department
Bill Edds, Revisor of Statutes' Office
LaVonne Mumert, Committee Secretary

Conferees appearing before the committee:

Dr. Charles Krider, Institute for Public Policy and Business Research,
University of Kansas
Duane Johnson, State Librarian
Robert Richmond, Friends of Kansas Libraries
Dee Baxter, Director of Continuing Education, Wichita Public Schools
Mary Ann Christensen, Butler County Community College
DorisAnn Brinegar, Little House Adult Learning Center, Salina
Allene Knedlik, Coffeyville Community College
Ferman Marsh, State Department of Education

H.B. 2680 - Volunteer adult literacy organization grant program

Dr. Charles Krider provided written testimony (Attachment 1) to support and explain the bill. He said the Institute for Public Policy and Business Research conducted a study on adult basic skills and HB 2680 was introduced by the Joint Committee on Economic Development in response to some of the findings of the study. Dr. Krider explained that workers must have basic skills before higher skills can be acquired and he noted that skill requirements in the work place are increasing. Dr. Krider stated that the study showed that volunteer literacy organizations cost very little but are very effective. He said that these organizations serve individuals with the most severe reading problems. He said that HB 2680 would allow these volunteer organizations to acquire needed equipment and materials. He suggested the Committee consider whether the bill should include provisions that the grants cannot be used for salaries and whether the program should be placed in the Department of Education, Adult Education Unit.

Duane Johnson spoke in support of HB 2680 (Attachment 2). Mr. Johnson discussed the effectiveness of one-on-one literacy programs to bring individuals to a level where they can pursue other educational opportunities. He noted that often individuals being served by volunteer literacy programs will not or cannot go to a formal education setting. Mr. Johnson talked about the need for these organizations to have assistance in obtaining materials and equipment. He stated that the State Library now administers a volunteer based literacy program.

Robert Richmond testified in support of HB 2680 (Attachment 3).

Dee Baxter said that volunteer literacy activities require constant maintenance and monitoring to remain effective. Mr. Baxter said that about 37.5% of his clients are below sixth-grade level and another 10% have limited proficiency in English. Mr. Baxter said it is more logical not to splinter the funding for literacy efforts and that the program in HB 2680 should be administered by the Adult Basic Education unit. He went on to say that it would be most efficient to utilize the existing structure in place in the Department of Education. In response to Chairman Kerr's question about the cost of the program in the Wichita school district, Mr. Baxter said that they have \$175,000 of state and federal money and almost \$300,000 of local funds.

CONTINUATION SHEET

MINUTES OF THE Senate COMMITTEE ON Economic Development,
room 123-S, Statehouse, at 8:00 a.m./~~pm~~ on March 19, 1992

Mary Ann Christensen described her activities relating to literacy efforts and said that almost 50% of the individuals served by the Adult Basic Education program have very low level reading skills. She said that it is imperative to have salaried volunteer coordinators. Ms. Christensen said the literacy programs of community colleges and public schools have materials, computers, equipment, etc. but their greatest need is for professional coordinators. She urged that the program in HB 2680 be administered by the Department of Education.

DorisAnn Brinegar supplied written testimony (Attachment 4). She urged that the program proposed by HB 2680 be placed in the Department of Education.

Allene Knedlik stated that she supports the bill but urged that the funding be placed under the Department of Education. Ms. Knedlik described the referrals and services of her office and said they make very effective use of the funds they receive. She noted that their average cost per contact hour is \$2.65. Ms. Knedlik said they already have the materials and equipment but need funds for coordination support.

Ferman Marsh provided written testimony (Attachment 5). He supports having the program based in the Department of Education. Mr. Marsh said that only 20% of their federal funds can be used for GED programs. Senator Salisbury asked whether the figures supplied in Mr. Marsh's testimony include local contributions. Mr. Marsh answered that they do not and that the local match varies from unit to unit. In response to Senator Feleciano's question, Mr. Marsh said he does not know the total sum of local funds but would try to obtain that information.

Chairman Kerr asked if any of the representatives of Adult Basic Education programs testified in the House Committee and was told that they did not.

The Committee also received testimony in support of the bill from Jim Yonally, Kansas Library Association, (Attachment 6) and Maryan Harder, State Library Advisory Commission, (Attachment 7).

Senator Salisbury moved that the minutes of the March 17, 1992 meeting be approved. Senator Feleciano seconded the motion, and the motion carried.

The meeting adjourned at 9:00. The next meeting of the Committee will be Friday, March 20, 1992.

Note: A letter was received from Dr. Krider subsequent to this meeting and is Attachment 8 hereto.

INSTITUTE FOR PUBLIC POLICY AND BUSINESS RESEARCH
UNIVERSITY OF KANSAS

Testimony on House Bill No. 2680

provided by

Dr. Charles E. Krider
Professor, School of Business
Director of Business Research

provided to

Senate Committee on Economic Development

March 19, 1992

Attachment 1
Sen. Eco. Dev.
3/19/92

Introduction

Mr. Chairman and members of the Senate Economic Development Committee, I appreciate the opportunity to testify in support of House Bill 2680, which would establish grants to volunteer literacy organizations in Kansas.

The Institute for Public Policy and Business Research at the University of Kansas, in conjunction with Kansas Inc., conducted a study on adult basic skills and their impact on the Kansas workforce. The issue of adult basic skills is critical to the economic growth of our state for two reasons:

- Kansas' state economic development strategy has taken an approach targeting the creation of high skill/high wage jobs. Current training programs, such as KIT and KIR, offer the Kansas workforce with opportunities to upgrade its technical skills. But in order to benefit from this training, adults must have basic skills.
- The workplace has changed. Advances in technology -- which continue at faster rates -- and production methods, such as Total Quality Management (TQM) have shifted more responsibility to the worker. The days of long assembly lines, with a worker focusing on a particular task, such as tightening a bolt over and over again, are rapidly disappearing. As a result, workers must have a greater array of skills, especially basic skills.

Adult Basic Skills Study

A portion of our study focused on surveying Kansas basic skills providers, including Adult Basic Education System (ABE) centers and independent, community-based organizations. The results of our study showed that:

- Independent community organizations do an excellent job with few resources. They represent a strong, grassroots commitment to raising adult literacy levels in Kansas, and their success is due to the dedication of volunteers;
- The types of instruction and skills taught by independent community organizations generally target very basic language skills such as learning to read;
- Training through independent community organizations tends to be on a one-on-one basis. This intensive training lessens any stigma that an adult may fear due to their illiteracy; and
- In sum, independent community organizations are a critical component of our overall basic skills system. Adults who finish instruction are able

to move on classroom instruction to prepare them for GED testing.

House Bill 2680

One of the policy recommendations in our study suggested that a pilot program be established to provide base grants to literacy programs state-wide. The grants, which would be matched locally, would represent funding for materials or any other resources. HB 2680 is similar to our policy option and contains these important elements:

- Grants may be given to new or existing adult literacy programs. There are currently 71 programs in the state. This bill, then, would allow them to purchase materials and/or resources or allow new programs to be created in needy areas. The creation of new programs is especially important in rural areas, which currently lack adequate access to instruction.
- Eligibility criteria and a selection process will ensure that the grants are awarded on a competitive basis.
- Grant recipients must provide \$1 -- in either cash or in-kind contributions -- for every \$3 of state money. This is important to show local support for the program and demonstrate that some level of local funding will be maintained over time. Funding requests will not necessarily be for large items, such as computers or software packages. Some programs may wish to obtain basic supplies, including workbooks and other materials.
- The mandated evaluation will be important in determining the impact and success of the program, especially in reaching areas which need programs.

March 19, 1992

To: Senate Committee on Economic Development
From: Kansas State Library
About: Speaking in support of House Bill 2680

I am Duane Johnson, State Librarian. Thank you for the opportunity to speak as a proponent of House Bill 2680.

HB 2680 would authorize a grant program to help local volunteer organizations to provide reading skills training to adult Kansans who cannot read, or who cannot read well enough to be effective as a worker, parent and informed citizen. The proposed grant program addresses the problem of adult illiteracy identified in the 1991 study, "Adult Basic Skills and the Kansas Workforce", by the Institute for Public Policy and Business Research, University of Kansas, which was contracted for by Kansas, Inc.

In similar services throughout the U.S. and in more than 60 Kansas locations, literacy programs have proven to be cost-effective and education-effective when well trained volunteers are organized and equipped to work one-on-one with an individual who is motivated to learn to read. Volunteer-supported programs are not expense free, but they enable service to be delivered at a low and very reasonable cost. Many adults are able to learn to read in this secure and confidential circumstance even though they are unable to make progress in a traditional classroom environment. In addition, the volunteer-assisted training usually can be arranged to meet the schedule of a working adult. It has been proven time and again that volunteer literacy training is an effective way to address the problem of illiteracy.

Kansas needs more local literacy organizations through which to make this service available. A local organization of volunteers needs assistance in the purchase of literacy training materials, with the minimal costs of supplies for the organization's management and for promotion of the availability of the service. H. B. 2680 authorizes the program which would help in the support of these local needs. With this minimal support, we will receive many hours of otherwise expensive time of reading trainers who will work as volunteers in this action for literacy.

The volunteer literacy program provides the most basic reading skills training and frequently guides adults into a formal education program. The program is an uncertified service sponsored by any local agency which we can recruit to take responsibility for the ongoing coordination of the instructor training and instructor/learner linking and scheduling.

Attachment 2
3/19/92
Sen. Eco. Dev.

The Kansas Alliance for Literacy, a statewide organization of lay citizens and professionals, has organized to promote local adult literacy programs, to encourage public awareness of the problem of illiteracy and to promote state and local initiatives to address the problem. The State Library encourages the House Committee on Economic Development to identify in H. B. 2680 that the Alliance is authorized to provide policy oversight in the implementation and ongoing evaluation of the grant program.

The State Library works in the literacy effort with a state-funded volunteer trainer/program director because a public library frequently is a local agency which sponsors and assists the literacy program. The local library is an inviting, nonthreatening location for the one-on-one reader training to take place. Adult Basic Education programs also frequently sponsor; occasionally another community agency will agree to provide the sponsorship.

The State Library can administer the proposed grant program without additional staff and without an additional administrative expense. The Literacy Program Director will work with grant recipient groups for effective local projects. The staff person at the State Library responsible for administration of local library service grants will administer the grant documentation. Administration of state and federal grants is a customary part of the operation of the State Library, including a total of library service grants in FY 1991 in the amount of \$2,979,626.

Thank you for the Joint Economic Development Committee's recognition of the problem of literacy. And thank you for the committee's leadership in developing the volunteer adult literacy organization grant program proposal.

FRIENDS OF KANSAS LIBRARIES

Topeka Public Library
1515 West Tenth Street
Topeka, Kansas 66604

March 19, 1992

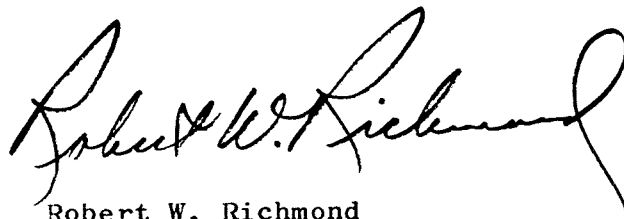
To the Senate Committee on Economic Development:

As the president of the Friends of Kansas libraries I am pleased to make a statement in support of House Bill 2680.

The grant program proposed in House Bill 2680 would be a positive step forward in the development of literacy skills among Kansas adults deficient in their abilities to read and communicate effectively. A literate citizenry is one of the greatest assets any society can have.

Kansas has literacy programs in place, served by dedicated volunteers, but more are needed. Credit for much of the success of past and present programs must be given to the Kansas Alliance for Literacy. A great many of the programs have been offered through the sponsorship of local public libraries which provide logical settings for such efforts. And, the State Library, which is familiar with literacy programs and has in place a staff member who is skilled in working with such programs appears to the Friends to be the logical agency to work with grant recipients.

As an organization dedicated to furthering the work of libraries generally, we support any program offered through them (and through the State Library) which is obviously beneficial to Kansas and Kansans. The Friends of Kansas Libraries are also friends of literacy and believe that House Bill 2680 warrants legislative support and that its provisions should be implemented.



Robert W. Richmond
President

Attachment 3
3/19/92
Sen. Eco. Dev.

HR 2680 - Volunteer Literacy

My name is DorisAnn Brinegar. I'm the Director of Little House Adult Learning Center in Salina and President of the Kansas Adult Education Association. I want to express my support of a modified version of the bill being discussed. I strongly support the importance of volunteers in the literacy effort. Little House has been serving literacy needs since 1979 and has had a literacy volunteer program since 1985. Currently we use 60 volunteers to teach reading and English as a Second Language. We also use volunteers to work with children in our family literacy programs in three outreach sites.

We believe that volunteers need support and, to that end, employ a full time literacy volunteers coordinator, who is also a certified teacher, to recruit, screen, train, and place volunteers. Even more important duties, according to effective schools research, are that she provides strong instructional leadership through guidance as to methods and materials that are most apt to be effective with a particular student. The coordinator also handles general troubleshooting, often reinforcing the volunteers when they get discouraged. A wide variety of inservice opportunities are made available to the volunteers through our resources. The center provides a safe learning atmosphere in which the volunteer and student can meet and handles all assessment of students and record keeping. We maintain a large variety of materials, a library, and instructional computers. We have sufficient resources that a student can still be learning on days the volunteer cannot come. The integrated program from volunteers with basic literacy students through independent GED studies allows for smooth transition by the student with the volunteer being involved as long as the student needs them.

Many people think of adult education as only the GED, but basic literacy is the bigger part of what we do. In my center this year, 73% of the students have skills below the 6th grade level and 15% are learning English as a Second Language so 88% of our 600 students are literacy students. Literacy may not be our name, but it is definitely the name of our game.

Because of my experience with literacy, I believe that the under-educated adults in Kansas would be best served through an expansion of the existing system rather than by creating a new one. Any educational program that measures the outcomes of its students must have a system in place to assess incoming students, monitor their progress, and evaluate their success. My center already has that system in place. Another provider would have to create that system or lose accountability. If it did create that program, it would be duplicating an already existing system.

My center offers beginning literacy students one on one tutoring. It also offers other services that the students can access at the same time. These include computer-aided instruction, trained professional staff, life skills classes, job readiness classes, and counseling. It networks with SRS to provide child care, transportation, and other support services. For a new system to equal these services would constitute a very expensive duplication of services, but do the students deserve less?

In Salina, we have four neighborhood outreach locations. They may not have access to all of the services of the main center, but do offer a way for students to enter the system and many find them adequate for all their needs. New outreach locations are set up whenever the need arises and funds are available. The additional funding in this bill would help expand this system. In conclusion, I support the funding of volunteer literacy programs, but believe that they can most effectively take place through the existing adult education system.

Attachment 4
3/19/92
Sen. Eco. Dev.

Kansas State Board of Education

120 S.E. 10th Avenue, Topeka, Kansas 66612-1182

March 19, 1992

TO: Senate Committee on Economic Development
FROM: State Board of Education
SUBJECT: 1992 House Bill 2680

My name is Ferman Marsh, Assistant Commissioner for Lifelong Learning. I appreciate the opportunity to appear before this Committee on behalf of the State Board.

House Bill 2680 provides grants to voluntary adult literacy organizations which would be helpful in the development and implementation of new adult literacy programs. The bill also provides funding for the acquisition of materials and resources for existing programs.

Any type of grant which would assist in resolving the adult literacy problem is always beneficial to Kansas schools.

The State Board of Education believes the voluntary adult literacy program would support its strategic direction to develop learning communities which involve educational institutions, public and private agencies, and community groups in more effective methods of meeting human resource development needs.

The State Board also feels voluntary adult literacy programs would assist school districts in involving parents in support of their education and improve the lifelong learning opportunities for these adults. It is very difficult for adults to assist students in the educational process if they are not literate and have the communication skills necessary to communicate with the school community and the student.

The State Board of Education supports House Bill 2680.

Dale M. Dennis
Deputy/Assistant Commissioner
Division of Fiscal Services and Quality Control
(913) 296-3871

Attachment 5
3/19/92
Sen. Eco. Dev.

KANSAS STATE BOARD OF EDUCATION
 COMMUNITY COLLEGE/COMMUNITY EDUCATION SECTION
 ADULT EDUCATION UNIT
 LITERACY EFFORTS

In fiscal year 1991, the adult basic education centers in Kansas served the following populations:

Beginning ABE (0 - 5.9 grade level)	3,880 students
Intermediate ABE (6 - 8.9 grade level)	3,257 students
Adult Secondary (9.0 - 12 grade level)	2,302 students
Beginning English as a Second Language	1,145 students
Intermediate English as a Second Language	378 students
Advanced English as a Second Language	187 students
Total number of students served	11,179 students
Number of ABE centers	36
Outreach locations of ABE centers	111
Total identified locations for ABE	147
State ABE funds for FY 1992	\$ 500,000
Federal ABE funds for FY 1992	1,835,718
Total ABE funds for FY 1992	\$2,385,718

In addition to these figures, the ABE centers work closely with local volunteer literacy organizations such as the Literacy Volunteers of America and Laubach Literacy volunteers, furnishing them with materials, training, and a site for tutoring.

ABE centers also work closely with KANWORK, JOBS, and JTPA clients who are referred to them for adult basic education, adult secondary education, English as a Second Language, and literacy skills for the workplace.

This office also administers the SLIAG (States Legalization Impact Assistance Grant) program which offers English as a Second Language and civics instruction to legalized aliens who want to become citizens.

TESTIMONY ON HOUSE BILL 2680

Jim Yonally

Kansas Library Association

Mister Chairman, and members of the committee, my name is Jim Yonally and I am pleased to appear today on behalf of the Kansas Library Association in support of House Bill 2680.

It might have been true, at one point in our history, that libraries were little more than a place to check out books. That, as you know, certainly is not the case today. Many public libraries in Kansas now have programs to address the problem of adult illiteracy. However, with the budget crunch that most libraries are now under it is more and more difficult to begin new programs of this type.

Grants, such as those proposed in HB 2680, might well be the difference between starting, or not starting, programs in some of our locations throughout the state. The Kansas Library Association has this item as one of our legislative priorities this year and strongly urge your favorable consideration of House Bill 2680.

Thank you for your time.

*Attachment 6
3/15/02
Sen. Eco. Dev.*

KANSAS STATE LIBRARY ADVISORY COMMISSION
Capitol Building, Third Floor
Topeka, Kansas 66612

March 19, 1992

To: The Senate Committee on Economic Development
From: Maryan L. Harder, Moundridge
About: Speaking in support of House Bill 2680

I am Maryan Harder, a member of the State Library Advisory Commission. Thank you for the opportunity to speak for the Commission as a proponent of House Bill 2680. The Commission has voted to endorse the bill.

The Commission recognizes the problem of illiteracy and encourages local libraries to sponsor or otherwise participate in local literacy programs. We have seen that the local library can be an effective sponsor or supporter of volunteer literacy education.

While literacy education is an appropriate service for a library to support, frequently the limitation on involvement is the library's lack of funding to buy the materials necessary to establish a program which would be delivered by volunteers. The grant program identified in HB 2680 will help local programs get started.

We urge your support for HB 2680, and we urge you to see that the grant program is funded before this Legislative session is concluded.

*Attachment 7
3/19/92
Sen. Eco. Dev.*

The University of Kansas

Institute for Public Policy
and Business Research

March 19, 1992

Senator David Kerr
Chairman, Senate Economic
Development Committee
Room 120-S, State Capitol
Topeka, Kansas 66612

Dear Senator Kerr:

I would like to thank the committee for the opportunity to testify in support of House Bill 2680 today.

There are two points that I would like to clarify regarding the bill. First, the intent of the policy option from our report on *Adult Basic Skills and the Kansas Workforce* was to provide small grants to independent, community-based organizations which are not part of the Adult Basic Education (ABE) system. The rationale for the policy option stemmed from the fact that many of these literacy organizations are strapped -- in terms of financial resources -- and any assistance which the state may offer may have very beneficial results. The funding of the ABE system is a separate issue and was covered by another policy option within the report.

Additionally, the purpose of the grants was to assist independent, community-based organizations in obtaining additional resources, such as computers, workbooks, or other supplies. The results of our study suggested that these organizations did not have as great a need for funding for staff; rather, additional resources for their clients was a greater concern.

Once again, Senator Kerr, thank you for allowing me to testify. If you have any questions, please feel free to contact me immediately.

Sincerely,



Charles E. Krider
Professor, School of Business
Director of Business Research