

Approved: BL

3/4/99

Date

## MINUTES OF THE SENATE EDUCATION COMMITTEE.

The meeting was called to order by Chairperson Senator Barbara Lawrence at 9:00 a.m. on February 23, 1999 in Room 526-S of the Capitol.

All members were present except:

Committee staff present:     Avis Swartzman - Revisor  
                                  Ben Barrett - Legislative Research  
                                  Jackie Breymeyer - Committee Secretary

Conferees appearing before the committee:   Senator Bond  
  Lisa Adkins, Executive Director, YouthFriends  
  Dr. Bob Watkins, Independence, MO School District  
  Kevin Rowan, YouthFriend Volunteer, KC, KS  
  Dr. Randy McDaniel, USD 257, Iola  
  Sandy Annabel, Lincoln Elementary, Independence  
  Mason Enterline, Principal, Caldwell Elementary, Wichita  
  Gerri Green, Caldwell Elementary, Wichita

Others attending:     See Attached List

The Chairperson called the meeting to order and asked the committee to turn its attention to **SB 8-special education services for exception children attending private schools**

She called for discussion.

Senator Downey spoke on some of the discussion that has been going on, specifically in relation to the Fowler case in Wichita. The district court ruled that the school district is responsible for the provision of the entire costs of services. On the appeal to the Tenth Circuit Court of Appeals, it was ruled the district was obligated to pay for the services at the private school in an amount up to, but not more than, the average cost to the district to provide that same service to hearing impaired (in this case) in the public school setting. The opinion that came from the attorneys that represented the Wichita school district talk about that the district court's absolute entitlement was an absolute entitlement reading of the law, but the Tenth Circuit gave something to each side. An individual entitlement to private school students, but one measured by average costs that cannot exceed the benefits received by the public school students.

While the Wichita district was not enamored of the court's opinion, the current interpretation does provide some benefits to school districts which further litigation amendments could erode. There is quite a bit of discretion to the school officials to decide allocation of resources. The district can provide these services directly on the private school premises, they can provide them in the public school, or they can pay that average per student cost to the parents for their use in the private school. The decision also confers broad discretion upon districts to determine average costs to which the courts must defer as long as the method has a rational basis.

In talking with some of the folks that represent school districts with these extensive costs, one of the issues is, the per student cost goes up if it is in a cluster at a public school and one of those children leave. Then the per student cost rises. This has to be a part of the computation. When a teacher is removed from the teaching pool for any reason, providing services to the private school, then the average per cost at the public school goes up. That has to be a part of the computation for public schools when they determine the average cost.

Senator Downey stated that, as a result of this discussion, some members have come to the conclusion that this is a middle ground between what **SB 8** does, which is basically capture the federal funds; the opposite position that would have been the district court, and that is the public schools are bound to provide the service no matter what the cost. This is a middle ground that could be considered codifying.

Senator Emert questioned whether it was wise to codify. There is a case which involves the Wichita

school district. It should be relatively easy for the Wichita school district to determine its average cost of  
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providing services. If this is codified, what does it do to the small school districts that may have nobody else with those handicaps. How will those costs be determined if they have never been provided. It is not a palatable situation. If it is codified, it will apply to every school district in the state.

Senator Bleeker stated the rationale seems to have been cost containment. In prior testimony, it told how much more efficiently those dollars were being used in the private schools. That raised a lot of questions as to what the costs really are in both the public and private schools that are providing those services.

Senator Downey responded that in the prior testimony, it was a unique instance where the parents were willing to have the service provided by a non-certified aide. That will be a much cheaper service. It would not be a good idea to base standard practice on the example that was heard because there are a lot of parents of children in private schools that need special education services that would not be content with a volunteer aide.

There are three choices. Services can be provided directly on the premises of the private school; the child can walk to the public school or they can pay that average cost of services on a cash basis to the parent for their use at the private school. This is all done in an IEP with the private school administrators and the public school providers of services, and the parents.

Senator Downey said that there is a question as to whether the bill is needed at all; the bill restricts it just to the federal dollars. Case law indicates this is not enough.

Senator Kerr commented that the main difference between what Senator Downey is suggesting and what the bill presently does is that the bill limits the required payment; a share of the proportionate share of the federal dollars. What is being suggested is a proportionate share of all dollars. The cost of a similarly handicapped student.

The response was the district average would be used for that particular disability.

Senator Kerr responded that what is trying to be done is to align the bill with the Tenth District Court of Appeals decision.

If the contents of the bill are removed and put the language in, it will take a lot of explanation. The bill, as introduced, is on the extreme end of a continuum. The district court in the Fowler case was on the other end of the continuum, which basically gave no price tag to the cost. The Tenth Circuit Court of Appeals took the middle ground which is the average cost of the district to provide that same service to that same type of child in a type of disability. The issue is whether or not this is what is wanted to be placed in law rather than let the case law stand.

The Chairperson stated that one of the possibilities that the committee has is to ask to have **SB 129** rereferred to the committee and put whatever the committee wishes to do into that bill, which is the reconciliation with federal law which is where it was to begin with. This particular section was pulled out because it was so controversial that they thought it would sink the rest of the bill.

Senator Kerr asked staff if they knew of any points that this action could result in that the committee has not thought of.

The Revisor stated that the federal people do not care what is done; if we want to provide the services we can, but they aren't forcing us to.

Senator Emert stated that they would require us to give the federal dollars as **SB 8** now does; that is the maximum that we have to do. What Senator Downey is proposing is to do exactly what the Fowler case says we have to do under the present law.

Senator Downey stated that one of the reasons this came up as to why we should do this rather than something else is, reading from the attorneys from the Wichita district, "further litigation would create

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some risk that these favorable aspects of Fowler could be withdrawn by a decision construing the statute to be an absolute entitlement to services in all cases. While we believe such a construction would be erroneous, such a result is possible evidenced by the Fowler district court decision."

Senator Emert stated that it seems this issue is on the mechanics of the bill. A way to resolve this is that if the committee has a consensus, what could be done is to pull **SB 129**, which is the IDEA bill that is on the calendar, and have a meeting at the rail, if this is the desire of the committee.

Discussion centered on the cap on services, with Senator Downey commenting that the cap is established by whatever the district computes that service can be provided for in the public schools. When the IEP takes place, that is the pool that is out there. The needs of the student are supposed to be dictating this, as opposed to the dollars. Just because it costs \$15,000 in the public school to provide that service doesn't mean they have to use \$15,000. If the services they think are necessary for a child in a private school cost \$18,000, the cap is \$15,000. The private school and the parent pick up the difference if that is the need of the service. If the needed service is only \$12,000, they don't get \$3,000 in cash. The type of service and where it is provided drives the IEP and the cost containment is the cap of average services.

Senator Downey stated that the ultimate cap for the district to pick up is the catastrophic. After that, the state picks up 75% of that cost. That would be the absolute limit. If the school district is providing or could provide that service for 'x' amount of dollars, no matter what the disability or need, that becomes the cap, when one sits down with the IEP. It doesn't have to come up to the cap, but it can't go over.

Senator Emert asked staff if a child who was once a public school student goes to private school, who is on the IEP team. The response was that the child is still with the public school for IEP purposes. The private school teacher also becomes part of that team.

The comment was made that **SB 129** should be further amended to include services, as well as physical placement in the amendment that provided the 25% change.

The Chairperson said that some of the providers did not understand the compromise that the other members of the group came up with. That was their primary objection to the bill. They would be happy with this compromise. She read from a proposed balloon the language, "Material changes in services means increase or decrease of 25% or more of the duration or frequency of the service."

Senator Downey commented that one thing to think about is, do the changes the committee makes, make a substantial change in practice. This has been difficult to find out because of the extremes heard from parents and schools. After talking with the Department, it is their perception that there will be no substantial change in how people do business. Under current law, 100% of control has been provided on the consent issue. This is 100% access to parents on their consent, whether placement, time, duration, etc. The schools gain the freedom of making the decision change; they have a 24% gain of freedom or control. In this case, the parents are maintaining their participation. This is not going to make a substantial change in practice because most school districts are working to get parental response. There needs to be some actual tracking of what the actual practice is. This will be on the shoulders of the public schools. If there begins to be some very onerous types of requests, demands, objections, etc., then she would be willing to make the change that public schools have complete control.

Senator Oleen had a question in regard to the language following the comma, 'a related service or supplemental aid for service', what is the supplementary aid?

Mr. Bieker stated that it is the aid which will allow the child to remain in the regular education classroom.

Senator Lee stated that whatever can be done on both sides to help the parents understand what we believe is best and as a parent they are a part of that decision is very important to the education of that child. The parents must not feel estranged and we need to help the parents understand what we as an institution want for their child is what they would want also; parents must feel that they are part of the decision making as much as possible.



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The Chairperson asked if there was any objection to the process discussed to do this at the rail after **SB 129** will be pulled from general orders. There was a further question about the catastrophic aid cap. Staff was asked to provide that information to the committee.

The Committee turned its attention to **SB 199**—development and operation of school-based mentoring program

Senator Bond explained the need for this type of legislation. He stated that this is a bill that came out of the summer interim committee. He distributed a page from the interim report that gave the conclusions and recommendations of the committee. (Attachment 1) He commented not to pay too much attention to the specifics and rely on Dale Dennis, KSDE, on some suggestions for funding.

The message that Senator Bond wanted to bring to the committee was about mentoring. In looking at society and the divorce rate, as well as families who are struggling, the only solution for some type of healing for kids is for adults to become involved in mentoring. He feels this strongly because of the role mentors played in his life. What is being spoken of here is the involvement of caring adults with children in the classroom. The issue is, should the state be involved in funding. What is being suggested in **SB 199**, is some kind of grant initiative whereby the state would assist school districts in providing coordinators who would identify those kids most in need of mentors. Private dollars will have to be involved, as well as community support for training and screening.

Senator Bond stated that he knows there is a lot of concern over what program to use. He is involved in a program in the metropolitan area of Kansas City called YouthFriend. In other communities there are other programs. He mentioned the Chairperson's involvement in the HOST program. Several other programs that are doing wonderful things were mentioned.

Senator Bond ended his presentation by stating, if we are going to make a difference in children's lives, it's not going to be done with just the teachers, no matter how good they are. The reality is that even kids with two-parent families who, by all appearances should be doing well, aren't and need help and other outside help. It's simple. He feels the state has a role in assisting communities in this regard. A lot of recruitment dollars will have to be raised privately through corporate, foundations, etc.

After answering questions, the Senator introduced Lisa Adkins, Executive Director, Youth Friends.

Ms. Adkins, in turn, introduced Dr. Bob Watkins, Independence, Missouri, who is very well acquainted with school-based mentoring and Kevin Rowan, Sprint, who is a mentor. She stated that school-based mentoring is typically one hour a week. It is a real entryway for potential volunteers that would otherwise never volunteer to work with children. Mentoring as a field is rather recent. What is lacking is a long-term longitudinal study on mentoring. A three-year evaluation on YouthFriend has been done by the University of Kansas and is ongoing. Children's attendance has been more regular; academic performance is better, and there has been improved academic outcome and improved behavior and interaction. These are the kinds of results that are being reported.

Dr. Bob Watson presented testimony (Attachment 2) and began his talk. He spoke of how a group in the greater Kansas City formed to develop a school based mentoring initiative for the youth in the community. Simply stated, they just wanted to get caring adults into the schools. They were not asking for any evening or weekend commitment; what they wanted was to talk with the youth, eat lunch or share recess. Interaction can be one to one or small group opportunities focused on mentoring, tutoring and reading, which typically occurs for one hour a week. The mission of YouthFriend is to connect young people with caring adults. The benefit to these young people, as Ms. Adkins, stated, shows up in many ways.

Dr. Watson stated that with the small degree of assistance the bill would provide, school districts will acquire the capacity to operate such programs. The investment is small when measured in terms of the benefits obtained. He believes in the power to change lives for the better through mentoring.

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Kevin Rowan, Sprint, and Volunteer YouthFriend, presented his testimony (Attachment 3). Through his company, he obtained the opportunity to play a part in making a difference in the lives of young people in his community. Children need to have adult models in their lives. It is changing the overall climate of the schools. Teachers see significant improvement in their students in the areas of academic performance, homework completion, behavior and attitude and peer interaction. He stated that effort is great, but if the attitude is not there, a student is setting himself up for failure.

Mr. Rowan feels like he has a lot to share with the community because he lives and works there and the students can look at him as a successful role model. Unfortunately, YouthFriend cannot survive on good intentions of volunteers, alone. Volunteers must be screened, trained and matched. Coordinators are needed in the school districts.

Ms. Adkins added that each participating district has a school district coordinator that is an employee of that district. The grants would be requested by the schools district for whatever program use is authorized.

The chairperson stated that last year the legislature allocated just under a million dollars for a structured mentoring program in schools. She thought this would be a good time to get a report on what has been going on. She asked the committee to read the FAX that had been sent by Dr. Thomas P. Jandris, Director Policy, Research and Implementation, Education Commission of the States. (Attachment 4) She had invited some people to the committee who are involved with structured mentoring programs in the schools in Kansas to speak.

Dr. Randy McDaniel, Iola, presented his testimony (Attachment 5). Iola received a sizable grant last year, about \$94,000. They are one of the poorest communities in the State of Kansas. They were very fortunate to receive the grant. The media coverage has been tremendous. One hundred volunteers serve over two-hundred fifty children. They have stopped other volunteer programs in the school because this one seems to make all their needs. The city has also allocated by resolution that any employee can go on company time to do mentoring. The school district has made the same resolution. The local community college has had a very successful program entitled America Reads that has been pulled into the program. As can be seen, there is quite a bit of positive feedback from the community.

Dr. McDaniel stated that the HOST people trained the mentors, with the Title I America Reads and the community college became heavily involved. They are seeing the mentors interact with the students outside of the classroom. The program is making a tremendous difference in Iola.

Sandy Annabel appeared next, stating that she is the HOST coordinator at Lincoln Elementary School in Independence. They started much smaller than Iola. They did not receive a grant, but the district thought it was such a wonderful structured program that they endorsed. She stressed the academic part of what HOST does and what she does. She trained the mentors. It is very much school based, with the community being very involved. The mentors work one to one with the students on academic areas. She knows that other mentoring programs such as Big Brother and Big Sisters are important also.

Ms. Annabel stated that their school-based program has encompassed the community. It has grown greater than she ever thought it could. She sees the mentored students' self-esteem rising. She thinks it would be good for all the schools.

Ms. Annabel stated that they did not have a HOST grant and she does not know the initial cost of the start up for the program because she was not involved in the planning part of it.

Mason Enterline, Caldwell Elementary School, Wichita, spoke next. Initially, as he became a principal, he started a mentoring program at his school with a grass roots approach. The approach of working one to

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one with kids could have a dramatic impact on those children. They struggled, but they managed to do it. They had no accountability and no money. When he was named Principal at Caldwell Elementary School, he realized that the school had a structured mentoring program that focuses specifically on reading skills. There are a number of children at Caldwell that have very difficult lives and really struggle.

With this structured mentoring program, it is known exactly where these students stand at the beginning of the year, and what needs to be taught through the mentoring program throughout the year. Recent research is proving with structured mentoring that it is one of the best practices that can be used in education today. He thanked the chairperson and the committee for allowing him to speak.

Gerri Green, HOST coordinator, Caldwell Elementary School, Wichita addressed the bill. She was one of the two teachers that started the HOST program at Caldwell. The children in their program are the lowest achieving children. They received six months of tutoring and have gained one year and asked months in reading, according to one measure that has been applied. In the MAT 7 test, which is the metropolitan achievement test, in fourth and fifth, the mentored lowest children are making about the same gains as the rest of the student population. In the first year, 86% of the HOST children made gains on MAT 7.

The Chairperson asked if the children in the HOST program would also be ones who would need the type of mentoring as far as social skills.

Ms. Green replied that she would say 'yes' because the reasons the children would need a structured mentoring is because they come from families of subcultures that do not stress education. She stated that nine languages are spoken at Caldwell school. There is also a high mobility rate. There is some falling back because most of the HOST children do not read in the summer, but they have not lost all their ground. The children love coming to the HOST room and they are really very well behaved.

Kristy McKechnie, Southeast Kansas Education Service Center, Greenbush, submitted testimony (Attachment 6) Greenbush is pleased to support **SB 199** which would assist in providing funding for school-based mentoring programs to school districts in Kansas.

Different funding methods that could allow money for mentoring programs was discussed. Dale Dennis stated that there is a line item called discretionary grants which includes agriculture, the environment, cultural heritage and others. The HOST program is separate and called structured mentoring. The bill discussed today would probably be a separate line item. That is a policy decision for the legislature to make.

The question was asked if there is any coordination between the JTPA program and mentoring. There might be funds available through this area.

The comment was made that different funds such as JTPA, At-Risk, DARE and the school-to-career programs draw their funding sources from different areas. Federal money has to be figured in on some.

After further discussion, the Chairperson adjourned the meeting.



# SENATE EDUCATION COMMITTEE GUEST LIST

DATE: February 23, 1999

NAME	REPRESENTING
Lisli Girard	Families Together
Josie Torres - Ks	Council on Developmental Disabilities
Brilla Scott	USA
Rod Bieker	KSPD
Kevin Rowan	Youth Friends
Bob Watkins	Youth Friends Program
Tori Johnson	Greenbush SEKESC
Kristy McKechnie	Greenbush SEKESC
Lisa Atkins	Youth Friends
Andy Kelly	KASB
Jacqueline Cole	Sen. Lynn - Intim
Jacquie Dubes	SQE
Diane Gjerstad	USD 259
Denise Aylt	USA / KCK
Chas G. Burnett	USD 501 #
Sheila Fraxon	KACCT
Bill Mardel	HOLTS Corp.
Randy McDaniel	USD 257
Mason Enterline	USD 259 Wichita







education because of the Comer Process. A budget of about \$36,000 from school district and Washburn University funds is used for training and supplies.

- Ogden Elementary School (USD 383, a school with a large number of low-income students that has combined state and federal funding for at-risk and educationally disadvantaged students to provide programs to deal with entire families. Special education, at-risk, and federal Title I-eligible students of varying ages all might be served in the same group. Among the programs successes is the fact that the number of students at the school who have been referred to special education dropped from 24 percent to 12 percent.
- The Family Resource Center, Pittsburg, a program developed by the Mt. Carmel Medical Center, Pittsburg State University, and USD 250 to provide childcare and preschool services and serve as a resource center for children and families. Services include after school and summer youth programs, services for children with special needs, family health care, and adult and parent education. The not-for-profit program is funded through grants and user fees.

### CONCLUSIONS AND RECOMMENDATIONS

The Committee is impressed by the variety of ways in which services are delivered to students and families who need help, the ingenuity with which services are provided, and the results the programs have achieved. It concludes that no one model is appropriate statewide and that, indeed, communities should be encouraged to develop programs that best fit their needs. Therefore, the Committee recommends that grants of \$15,000 each be made to 50 school districts (for a total of \$750,000) to assist participating districts in developing or enhancing mentoring programs for all interested elementary and secondary students. Funds could be used by school districts in-house to pay for program coordinators or could be used to contract with public and private organizations that bring young people into contact with caring adults, with the goal of reducing school absences, improving grades, avoiding involvement with drugs, and improving relationships with peers and parents.

To assist in the development of the program, the Committee requests that the State Department of Education consider how the program should be implemented, including how the 50 districts should be selected and how the programs should be monitored and evaluated, and make its recommendations available to the House and Senate Education Committees as early as possible during the 1999 Session.

*Senate Education  
Attachment 1  
2-23-99*

Testimony before the Senate Committee on Education  
By Dr. Bob Watkins, Ed.D., Superintendent, Independence, MO Public Schools  
Senate Bill 199  
Tuesday, February 23, 1999

Chairman Lawrence and Committee Members:

It is my pleasure to appear before you today as a proponent of Senate Bill 199. My name is Bob Watkins and I serve as the superintendent of schools in the Independence, Missouri public school district. I am here today to share with you a real success story. As public policy makers I realize you are confronted with a myriad of problems, each one demanding your attention. In responding to these issues you must prioritize needs and appropriately allocate resources to address those needs. In determining what the public policy of Kansas should be you no doubt ask yourself the same questions I often ask as a school administrator. Does a genuine need exist? Is there a response to the need that is cost effective, that enjoys community support and which can truly make a difference? I am here today to enthusiastically share with you how school based mentoring can change lives and communities. School based mentoring can make a difference in your communities and in your state just as it has made a difference in my school district.

Over five years ago a committed group of community leaders came together in Greater Kansas City to begin to develop a school based mentoring initiative for the youth of our community. The program emerged out of data collected in surveys of the youth of Kansas City. These young people indicated that what they most needed and wanted was more relationships with caring adults. YouthFriends was our response. Since 1995 the Independence School District has participated as one of the founding partners of YouthFriends. The mission of YouthFriends is to

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Attachment 2  
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connect young people with caring adults to encourage youth success, promote healthy behaviors and build strong communities. Over 200 school sites now participate in YouthFriends in Greater Kansas City. YouthFriends offers a range of one to one and small group opportunities focused on mentoring, tutoring and reading, which typically occur weekly for one hour.

My purpose today however is not to talk to you exclusively about YouthFriends. Although YouthFriends is a program I strongly believe in, I am interested in focusing your attention on how school based mentoring can be effective in enhancing the lives and futures of young people. Research has demonstrated that the formation of structured, supervised relationships among young people and caring adults leads to positive results for students. Students who are involved in such mentoring programs demonstrate a higher level of academic performance including enhanced school attendance, improved grades and improved behaviors. Additionally, students with school based mentors are far less likely to engage in unhealthy behaviors such as alcohol, tobacco or other drug abuse. The capacity to support and sustain a school based mentoring initiative is often a financial burden many school districts cannot meet. However, with a small degree of state assistance, such as that proposed in SB 199, school districts will have the resources to acquire the capacity to operate such programs. The investment required is small compared to the benefits to be obtained. School based mentoring will be successful only if school districts have the resources necessary to retain coordinators to assist in recruiting, matching and supporting mentor relationships. The funds made available through the grants proposed in this legislation will provide school districts with the resources necessary to fully embrace and implement effective school based mentoring.

As an educator I believe in the power to change lives through mentoring. Schools provide a safe, convenient and accessible venue to effectively unleash the power of mentoring in the lives of young people.

If you knew of a quality, research proven tool which can cost-effectively enhance academic performance in students and which encourages healthy behaviors by youth, why wouldn't you chose to pursue the implementation of such an initiative? With the passage of SB 199 you can do just that. I urge your favorable consideration of this legislation. Thank you.



Testimony on Senate Bill 199  
Before the Senate Education Committee  
by Kevin Rowan, Volunteer YouthFriend, Kansas City, KS School District

It is an honor for me to appear before you today in support of SB 199 which, if enacted, would provide much needed resources to promote the development of school based mentoring initiatives throughout our state. I have served for the last four years as a volunteer YouthFriend in the Kansas City, KS public school district. As an employee of Sprint I work for an employer that is committed to making a difference in the lives of young people in our community. Over 200 Sprint employees have volunteered to participate as YouthFriends. Sprint, in addition to a number of other major employers and small businesses in Greater Kansas City, encourage their employees to volunteer to serve our community's youth. Although I have given many hours to my efforts as a YouthFriend in Kansas City, Kansas, I have received much in return. It is my hope that many other Kansans will come to learn as I have that school based mentoring makes a difference...in the lives of young people and in the lives of those who volunteer.

School based mentoring is a successful educational tool. Faculty in participating schools have reported significant improvement in their students involved in YouthFriends particularly in the areas of academic performance, homework completion, behavior and attitude and peer interaction. Very few programs have such wide ranging benefit at such a low cost.

Based on evaluations conducted by YouthFriends, volunteers who participated reported several measures of success in youth, including, creativity, discipline, having fun, improved confidence, enhanced leadership skills, listening skills, working together with others, and helping students understand how to relate to adults. These same measures of success were reported by school staff.

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Parents of students involved also reported success. They indicated their child was more confident, happier, enjoyed having a good role-model, showed improved interest in school and was less resistant to homework.

Throughout every evaluation both the students and volunteers reported that school based mentoring was fun. That such a satisfying experience could also produce such positive academic improvements is remarkable. YouthFriends is a positive way for the community to get involved in our schools. While it is important for us to support education with our tax dollars it is even more important that we provide ways for citizens to get personally involved in our schools.

Unfortunately, school based mentoring cannot survive on the good intentions of volunteers alone. For school based mentoring to work successfully, volunteers must be trained, screened and matched. Technical assistance must be provided to assure participating districts that their program is designed for maximum effectiveness. School district coordinators are needed to implement a program like YouthFriends and resources are needed to fund those positions. With the small amount of funds needed to provide district coordinators the state is able to access countless volunteer hours. By leveraging funds in this manner the state receives an excellent return on its investment. Senate Bill 199 is a much needed step forward in providing school districts in our state with funds targeted to support school based mentoring. The grants provided by this legislation will do much to ensure the viability and sustainability of new and existing programs.

School based mentoring has proven its worth...as a juvenile crime prevention program, as an educational program, as a drug abuse prevention program, as a community building program. The funds authorized by SB 199 represent an investment in our future. I urge you to adopt this bill and thereby provide the foundation for the benefits of school based mentoring throughout Kansas.

TESTIMONY  
of  
DR. THOMAS P. JANDRIS, DIRECTOR  
POLICY, RESEARCH AND IMPLEMENTATION  
EDUCATION COMMISSION OF THE STATES  
to  
SENATE EDUCATION COMMITTEE  
RE: Efficacy of Structured Mentoring

Let me start my comments on mentoring by expressing a strongly held position about education reform in general. There is significant evidence to suggest that policymakers and practitioners alike have passed legislation and implemented programs all across the country with no evidence that they will work and no effective monitoring to ensure that they will. One major, urban school district has implemented thousands of different reform initiatives in the last decade with minimal proven impact on student achievement to any scale. Programs that cannot be proven should not be imposed on our nation's children merely to support collective self-interest, patronage hiring or favorite son purchasing practices.

Mentoring works; it has been proven to work, and several enlightened states have legislation to support it. They include: Connecticut, Delaware, Hawaii, Michigan, Minnesota, North Carolina, New York, and Oklahoma.

Several other states and state leaders are drafting and proposing legislation to support mentoring this year, including: Ohio, Iowa, New Mexico and Wisconsin.

The chief reason these states are so bullish about the potential of mentoring and its positive effect on student achievement is because mentoring — whether it is adult: mentoring, peer tutoring, or cross-age mentoring — has proven to be a successful intervention for students at scale, including most categories of students — e.g., academically challenged, gifted, various SES categories, both genders and varying ages. In other words, mentoring works and it works at scale.

Some examples providing evidence of the efficacy of mentoring are:

1. A study of mentors and their mentees done last year by the Princeton Survey Research Association resulted in:
  - 62% improvement in self-concept
  - 49% improvement in relationships to family
  - 42% improvement in grades
  - 41% reduction in gang activity
  - 36% decline in disciplinary referrals at school.
2. A Washington, DC study conducted by researchers at Howard University used an experimental design with control groups of second, third, fourth and fifth graders. The study analyzed achievement gains for those students in math, reading, language arts and spelling, and also provided some interesting results as measured by nationally normed tests:
  - Significantly higher GPAs and test scores for mentored students

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Attachment 4  
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- 85% of the boys in the mentored group were achieving at grade level in ALL subjects, while those who were not mentored had the opposite pattern - 85% were below grade level in ALL subjects.

There have been other statewide studies of mentoring that have demonstrated a high correlation between mentoring and achievement, including in Virginia and Idaho. In fact, metaanalysis of 45 studies across the nation revealed among other things:

- Significant academic achievement by mentored students
- High vocabulary gains by mentored students
- Improved social skills for mentored students
- Substantial cost-benefit of such programs.

It is important to note, however, that although most mentoring programs do pay dividends, "Structured" mentoring programs not only build on relationships between the mentor and the student, but have at their core a focus on academic achievement with tailored instructional resources and strategies, supplemented by mentor training and accountability.

In fact, there is data from a wide range of states that structured mentoring works, including: Washington, California, Ohio, Montana, Arizona, New Mexico, Kentucky, Michigan, Texas, Mississippi and Delaware. These data clearly demonstrate that structured mentoring clearly supports valid and reliable gains for students reading below grade level that are commonly 2 - 2.5 years of growth in a single school year.

So, as you consider what policies and practices to implement for the children of this great state, I would strongly recommend the following:

1. Be sure that whatever mentoring program you use, it is structured in the way I have described.
2. Be sure that its structure and content are research based.
3. Be sure it is replicable and has evidence of effectiveness over time and to scale.
4. Ensure that it includes high quality training, development and monitoring for teachers and mentors.
5. Be sure its instructional components are aligned to district, state and content standards.
6. Be sure it produces data that allows for monitoring success and correcting failure.

I strongly endorse legislation that supports and funds mentoring programs — they work for kids.



# BOARD OF EDUCATION

## Unified School District 257

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February 23, 1999

**To:** Senator Barbara Lawrence, Senate Education Chair  
and other Members of the Senate Education Committee  
**From:** Dr. Randy G. McDaniel, Superintendent USD 257 Iola, Kansas  
**Re:** Structured Mentoring Programs

Senator Lawrence and members of the Senate Education Committee, it is a privilege for me to be invited here to speak with you today. First of all, thanks to all of you for your efforts last year to allocate education funding for the structured mentoring programs. We were one of the fortunate districts that received a rather sizable grant and utilized those funds to work with Bill Marshall and the HOSTS Corporation to incorporate their structured mentoring program in USD 257, Iola, KS. To say that this program is off to a great start would be an understatement! I personally mentor and the time with my student is priceless to me. We have received tremendous positive local media coverage and the response from our community has been powerful and truly invigorating. We have over 100 volunteers serving over 250 children and growing every day. Our local community college, city government and numerous businesses and civic organizations have chosen our HOSTS program as a full-blown community service project.

We decided, in order to maximize the benefits of this program and to send a clear message to our volunteer community members, to suspend several other volunteer programs. Now, that is not to say that those programs had no merit. We simply felt that the structured mentoring program had most of the other benefits built into the program plus many new components. This allowed us to specifically recruit and train our volunteers and to provide a clear picture of what they could do to make a difference for our students. We have found this to be a very successful strategy. In fact, it has been noted by many of our mentors that this is the first volunteer program that they felt "useful" in doing. They knew they were making a difference and the evidence was right in front of them on a regular basis! Also, our local higher education institution, Allen County Community College (ACCC), decided to totally fold their highly popular America Reads program into our structured mentoring project. This was a big boost to

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our endeavor. The America Reads coordinator from ACCC was a tremendous asset as we worked through our initial setup.

Following a presentation by our elementary principals at a city council meeting, the city commissioners passed a resolution that any city employee wishing to donate time to be a mentor could do so on company time. Our school district made a similar decree. Additionally, 100% of the students in our new alternative high school program for dropouts and many students from Iola High School have chosen to serve as mentors.

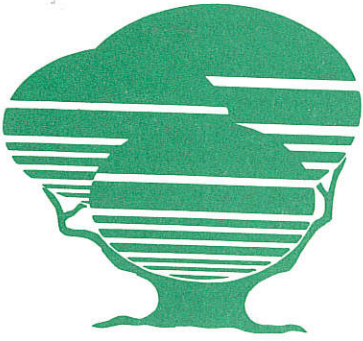
As you can see, the structured mentoring program is off to a very positive start. Much of the credit for creating the positive environment must go to the excellent staff of USD 257. Following our notification of award of the grant, the team of Title 1 instructors, elementary principals, and classroom teachers worked together to create an environment where the structured mentoring program could succeed and where our other efforts could be supported and not duplicated. Here in USD 257 we take our mandate to have every student reading at grade level very seriously. Our efforts to accomplish this task are noteworthy. We remain committed to the concept of "inclusion" and went to great lengths to preserve the components of that philosophy as well as supporting our other strategies in reading support such as after school programs, summer school and our "Jump Start" program in August. My major point here is that even though this is a "structured" program it is not inflexible.

My final point is to inquire regarding the possibility of another round of funding to support other schools that might wish to implement this program and for schools that might want to add other disciplines such as mathematics. We as educators know that when students get individualized specific support they will show improvement. The trick has been finding a way to make that happen. The structured mentoring program has been that method for us. I realize the clamor for funds is never ending, but you can be sure that this program is making a difference here in Iola, Kansas.

Sincerely,



Randy G. McDaniel, EdD  
Superintendent of Schools, USD 257 Iola, KS



**Presentation to the Senate Education Committee  
on Senate Bill No. 199**

**Tuesday, February 23, 1999**

**Kristine McKechnie  
Southeast Kansas Education Service Center - Greenbush**

Good morning. My name is Kristy McKechnie and thank you for allowing me the opportunity to testify on behalf of the 79 school districts served by the Southeast Kansas Education Service Center at Greenbush.

The primary service area of the Educational Service Center at Greenbush includes 125,000 students, 10,000 teachers and administrators, and 79 school districts in 29 counties of southeast, east central, Flint Hills, and Northeast regions of Kansas.

There are 4 Greenbush locations for providing its services to school districts. We are located at our central office in Greenbush, Greenbush North in Paola, Emporia, and in Highland at our Wolf River office. Greenbush also administers the operation of special alternative schools in Parsons and Topeka, as well as provides special education services for the State Department of Corrections, juvenile detention centers, alternative and charter schools, and low incidence special education programs.

After reviewing Senate Bill 199, Greenbush is pleased to support this Bill which continues to assist in providing funding for school-based mentoring programs to school districts in Kansas.

Greenbush school districts are continually looking for ways to collaborate and share costs with each other. Many of the school districts we serve are rural districts which prefer to link their programs together. In addition, these school districts would be interested in the opportunity to enter into cooperative or inter-local agreements with one or more other school boards. Not every school district provides the same programs, and a majority of rural school districts do not provide school-based mentoring at this time. They would be interested in pursuing school-based mentoring with the opportunities and assistance that Senate Bill 199 offers.

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The Bill's creation of the school-based mentoring program fund is highly supported as it will allow for the sharing of resources in many of our school districts. This fund would provide a source of funding for supporting collaboration among school districts as they begin and continue to focus on providing school-based mentoring opportunities to youth and caring adults. It will also allow for some schools to provide a menu of potential mentoring opportunities for youth and caring adults through the use of one coordinator.

Mentoring can make a difference in our youth. The formation of structured, supervised relationships among young people and caring adults leads to positive outcomes for young people and for communities. In a literature review prepared for the National Prevention Network's Research conference in 1998, Dr. Jim Kooler, noted that in such mentoring efforts as the Career Beginnings Project, **"the key element in youth success lies in a caring relationship between youth and adult."** This mentoring effort found that half of the participants reported that they learned to succeed, improved their grades, avoided involvement in drugs and had better relationships with peers and parents.

School-based mentoring also overcomes the seven common barriers associated with lack of volunteer participation in mentoring programs as identified by the President's Summit for America's Future . These barriers include: time, fear/identity, duration, safety/liability, convenience, time lag and lack of information. The flexibility of school-based mentoring, combined with the convenience and security of the school setting and the conscientious attention of central and school-based staff, reduces the magnitude of these obstacles.

If caring adults are successful in a school-based mentoring environment, we might also see them become interested in additional mentoring opportunities and expand the mentoring continuum from the school to the community.

School districts should have the opportunity to receive support for school-based mentoring opportunities. So that each school district may have the opportunity to receive funding for support of school-based mentoring, a formula based on the number of pupils enrolled in a district would be supported by Greenbush.

I appreciate the opportunity to testify before you today on behalf of Senate Bill 199 and am available to answer any questions.