

MINUTES OF THE SENATE EDUCATION COMMITTEE

The meeting was called to order by Chairman Jean Schodorf at 1:40 p.m. on February 11, 2008, in Room 123-S of the Capitol.

Committee members absent:

Committee staff present: Sharon Wenger, Kansas Legislative Research Department
Carol Toland, Kansas Legislative Research Department
Theresa Kiernan, Revisor of Statutes Office
Matt Todd, Revisor of Statutes Office
Shirley Higgins, Committee Secretary

Conferees appearing before the committee: Rochelle Chronister, Chairperson, 2010 Commission
David A. Smith, Assistant to the Superintendent, Kansas City, Kansas
Marylee Griffiths, Early Childhood Coordinator, Kansas City, Kansas
Angela Lawrence, Superintendent, U.S.D. 482, Deighton
Mary Baskett, Executive Director, Kansas Head Start Association
Leadell Ediger, Executive Director, Kansas Association of Child Care Resource and Referral Agencies (KACCRRRA)
Tawny Stottlemire, Kansas Association of Community Action Programs
Katherine Kersenbrock-Ostmeyer, Northwest Kansas Educational Service Center
Doug Bowman, Kansas Interagency Coordinating Council on Early Childhood Developmental Services

SB 407 – Transfer of certain early childhood education programs to State Department of Education

SB 408 – Early childhood education programs; transfer of the administration of tiny-K early head start and the pre-K pilot to State Board of Education

Theresa Kiernan, Revisor of Statutes Office, explained that, last year, a task force on K-12 recommended a study on the possibility of consolidating all of the early childhood programs into one department. As the bill moved along during the 2007 session, it was amended into **HB 2310**, and the Legislative Educational Planning Committee (LEPC) and the 2010 Commission were directed to study the possibility of either setting up a separate department for all the early childhood programs or transferring certain powers. After studying the topic in conjunction with each other, both the 2010 Commission and LEPC recommended that early childhood programs be transferred to the Department of Education. **SB 407** transfers the pre-K pilot, which is now under SRS and the Children's Cabinet, to the Department of Education. Early Head Start is also transferred from SRS to the Department of Education. With regard to **SB 408**, Ms. Kiernan explained that, under federal law, the Governor designates the lead agency for the tiny-K program. The Governor designated the Department of Health and Environment to be the lead agency for administering the tiny-K program. With the changes under **SB 408**, the Governor still retains the power to designate the lead agency. The bill would make those changes if the Governor changes the lead agency to the Department of Education.

Rochelle Chronister, Chairperson of the 2010 Commission, distributed copies of the Report of the 2010 Commission to the 2008 Legislature, which included the early childhood education issues addressed in **SB 407** and **SB 408**. (Attachment 1) She noted that a Legislative Post Audit study determined that, although there was competition for children for the programs in some areas, combining the programs would not be cost saving. Post Audit also found that many of the early childhood programs have specific rules they must follow as a result of federal funding. She went on to say that, after studying the structure of early childhood programs, the 2010 Commission came to the conclusion that education ought to be under the Department of Education in order to provide continuity to the programs. She emphasized that this decision was not an attempt to reduce any programs, but was an attempt to put logic into how the programs work together. The

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2010 Commission then asked the groups involved in child care and day care programs for younger children that were not specifically education programs to meet with the Children's Cabinet and give them a suggested structure to work the programs into areas in the state where there are no programs. Both **SB 407** and **SB 408** address this issue.

David A. Smith, Assistant to the Superintendent of U.S.D. 500 (Kansas City, Kansas), testified in support of **SB 407** and **SB 408**. He commented that, in order to get all students to proficiency, it is critical that children get off to a strong beginning. His school district believes that the strongest early childhood education system emerges from a collaborative approach between the district, center-based providers, home-based providers, and other supporters of early learning. To that end, the district has developed a collaborative team over the years at the local level. The district strongly supports legislative efforts to consolidate early learning programs into the Department of Education because consolidation would eliminate duplication of efforts, and available resources could be used more efficiently. (Attachment 2)

Marylee Griffiths, Early Childhood Coordinator fo Kansas City, Kansas, public schools, testified in support of **SB 407**. She noted that Kansas City, Kansas, public schools became a recipient of a pre-K pilot grant two years ago and allowed several community agencies to collaborate in administering services to pre-school children. The schools have also been involved with the Kansas State Department of Education in the at-risk four-year-old program. She explained that funding for at-risk four-year-olds is verified by mid-June; however, funding for the pre-K pilot is verified in late July. The delay in notification creates difficulty in hiring qualified staff. However, collaboration between district and community-based sites has been united due to the pre-K pilot. In conclusion, Ms. Griffiths discussed positive results of placing the pre-K pilot under the Department of Education. (Attachment 3)

Angela Lawrence, Superintendent of U.S.D. 482 (Dighton), testified in support of **SB 407** and **SB 408**. She noted that recent brain research shows that children who attend high-quality pre-K programs are more likely to graduate from high school and less likely to require government assistance as adults. Believing that all children deserve to have an equal opportunity to an appropriate education regardless of their geographical location, her school district developed a comprehensive early childhood continuum of services. Because the schools are in a rural district, services for children ages 0-5 are not readily available. However, the district has made a conscious effort to provide and fund quality early childhood education services. In her opinion, both bills would provide better coordination of services and more equal opportunities for all children. (Attachment 4)

Mary Baskett, Executive Director of the Kansas Head Start Association, testified as a neutral conferee in regard to **SB 407**. She explained that the Kansas Early Head Start Program, which promotes healthy child development and family self-sufficiency, is a national model which has been frequently recognized for its quality, innovation, and impact on the broader early learning field. In considering a change in the lead agency, she urged the Committee to ensure that Kansas Early Head Start can maintain its comprehensive services, high-quality standards, strong relationships with child care programs and TNAF, and the ability to blend federal and state dollars effectively. (Attachment 5)

Leadell Ediger, Executive Director of the Kansas Association of Child Care Resource and Referral Agencies (KACCRRRA), testified as a neutral conferee in regard to **SB 407**. She discussed the following factors she felt should be considered when discussing the creation of a structure to meet the needs of Kansas children: (1) The Legislative Post Audit study which indicated that Kansas departments are generally coordinated, and there is no significant duplication, waste, fraud, and abuse; (2) Private early education providers were not included in the discussion regarding the change in governance; and (3) Added complexity will take time to understand and implement. In conclusion, she emphasized that, when considering a change in governance, legislators should not lose sight of making high-quality, voluntary, early childhood education available to every parent and child who wants to participate. (Attachment 6)

Tawny Stottlemire, Executive Director of the Kansas Association of Community Action Programs, testified in opposition to **SB 407**. She opposed the provision in Section 2 removing the Kansas Early Head Start Program from the Kansas Department of Social and Rehabilitation Services (SRS). She emphasized that Kansas Early Head Start already successfully coordinates and eliminates duplication of services, and she

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outlined several unanswered questions which she felt should be addressed before uprooting ten years of designed, intentional, and effective success in connecting Community Action programs with the Early Head Start Program and other SRS programs. (Attachment 7)

Katherine Kersenbrock-Ostmeyer, Director of Special Education and Coordinator for Part C Early Special Education for the Northwest Kansas Educational Service Center, testified in support of **SB 408**. In summary, she supported the bill for the following reasons: (1) She strongly believes in the education of all children within one system of education; (2) With the Kansas State Department of Education (KSDE) routinely working with the U.S. Department of Education on other issues, a duplication of service within Kansas can be reduced; (3) The depth of information from an agency whose main focus is education makes a difference; (4) As a lead agency, KSDE would ease some of the red tape in the program administration and workload for special education programs; (5) Funding for most special education flows through KSDE, and streamlining the funds for federal dollars would best be managed at one source; (6) Placing Part C with KSDE will assure its position as an important part of the overall education process; and (7) KSDE has proven to be a true collaborative partner from the state to local level. (Attachment 8)

Doug Bowman, Kansas Interagency Coordinating Council on Early Childhood Developmental Services, presented testimony on **SB 408** as a neutral conferee. He explained that the Council undertook an in-depth study on the topic of lead agency for Part C of IDEA in 2007 at the request of the Governor. The Council's recommendation to the Governor was to name SRS as lead agency, and federal law gives her the authority to designate the state lead agency for Part C of IDEA (tiny-K). The Council awaits her decision and stands ready to assist in any possible changes. In conclusion, Mr. Bowman noted that there is a strong consensus among Council members that the greatest challenge facing the state's tiny-K system continues to be inadequate funding. (Attachment 9)

The meeting was adjourned at 2:30 p.m.

The next meeting is scheduled for February 12, 2008, at which time the hearings on **SB 407** and **SB 408** will continue.

SENATE EDUCATION COMMITTEE
GUEST LIST

DATE: February 11, 2008

NAME	REPRESENTING
Bill Brady	SFFF
Roddie Weiskopf	USA/Kansas
Katherine Penbrock Osting	NKESC
Jennifer Crow	Kansas Coalition for School Reform
Cindy D'Ercole	Kansas Action for Children
Rochelle Chronister	2010
Leadell Ediger	KACCRA
Diane Gjerstad	Wichita - USD 259
KATHY COOK	KFE
Mark Tallman	KASB
Val DeFever	SQE
Angela Lawrence	USD 482 - Dighton
Downy Aculmare	KACAP
Mary Burnett	KNSA
Maulee Griffiths	USD 500 KCKPS
David A. Smith	USD 500 - KCKPS
Jerome Wright	KDHE
Bill Reardon	USD 500 KCKs Pub. Schls.
Jenni Rose	KCSL

Report of the 2010 Commission to the 2008 Kansas Legislature

CHAIRPERSON: Ms. Rochelle Chronister

VICE-CHAIRPERSON: Dr. Ray Daniels

OTHER MEMBERS: Senator Jean Schodorf, and; Representatives Clay Aurand, and Sue Storm

NON-LEGISLATIVE MEMBERS: Carolyn Campbell, Stephen Iliff, Dennis Jones, Barbara Mackey, Emile McGill, Barb Hinton, Post Auditor (or designee), and Attorney General's designee, Lee Urban

STUDY TOPICS

The Commission has authority to:

- Conduct ongoing monitoring of the school district finance act;
- Evaluate the school district finance act and determine if there is a fair and equitable relationship between the costs of the weighted components and assigned weightings;
- Determine if additional school district operations should be weighted;
- Review the amount of base state aid per pupil and determine if it should be adjusted;
- Evaluate the system of financial support, reform and restructuring of public education in Kansas and in other states to ensure that the Kansas system is efficient and effective;
- Conduct hearings and consider suggestions for improvements in the educational system ; and
- Make recommendations to guide the Legislature to fulfill goals established by the Legislature in meeting its constitutional duties.

LCC Referred Topics:

- Local School District Centralized Accounting and Reporting System - Study the possible development of a centralized local school district accounting and reporting system. Review the current accounting and reporting system that the Kansas Department of Education utilizes for local school district expenditures. Study the practices of other states in this area, especially Wisconsin and Minnesota. Review software programs that would facilitate centralized accounting, including building based budgeting. Examine how any such system could be implemented and coordinated with the new state accounting system.
- Efficiencies and Effectiveness of the School (K-12) Funding Formula. Study the efficiencies and effectiveness of the existing school (K-12) funding formula. Review the best practices documented in the most recent Standard and Poor's Efficiency Report. Also, review the budgetary inefficiencies as documented by the 2010 Commission and the Legislative Post Audit Committee.

December 2007

Senate Education Committee
2-11-08
Attachment 1

2010 Commission

REPORT

CONCLUSIONS AND RECOMMENDATIONS

The 2010 Commission spent the 2007 interim visiting school districts in central and northwestern Kansas, rounding out its tour of a number of school districts begun in 2006. These grassroots visits along with hours of testimony during the summer of 2007 can be grouped in two areas that appear to be of utmost importance to Kansas regarding public education. These two areas are:

Teacher Shortages, Retention, and Recruitment Issues

- Early Childhood Development
- Teacher Shortages, Retention, and Recruitment Recommendation Package

With an acknowledgment that more than one initiative will be needed to address the issues of teacher shortages that put public education in the State at risk, the 2010 Commission makes the following recommendation for State Fiscal Year 2009.

- Increase the Base State Aid Per Pupil (BSAPP) by \$100 in SFY 2009 to \$4,474 per pupil which would add nearly \$26.0 million in additional funding to the 2008-09 budgets of school districts. This \$26 million would be in addition to the \$34 million increase already appropriated for SFY 2009.

The 2010 Commission further recommends that this funding focus on increasing teacher salaries so that Kansas can become more competitive with surrounding states and states currently employing Kansas teachers.

A great deal of research both in Kansas and across the country recognizes the importance of mentoring and professional development programs in retaining both new and veteran teachers. The following recommendations would assist in this effort:

- Add \$2.250 million to the Professional Development Program, bringing the total funding to \$4.0 million in SFY 2009.

The law enacting this program provides 50 percent reimbursement to districts for actual professional development expenditures. If the State funded this program as current law states, the State aid would equal \$6,250,000 which is either one-half percent of a district's general fund budget or 50 percent of its actual expenditures, whichever is less.

- Add \$500,000 to the Mentor Teacher Program bringing the total funding to \$2.0 million in SFY 2009. These additional funds would fund the second year of mentoring for 500 new teachers.
- Fund leadership academies for principals and other administrators with \$500,000.
- Provide \$2.5 million to create a Teacher Retention Incentive Program. These funds would be used to encourage math, science, and special education teachers who are eligible to retire to remain in teaching by matching local school district funds up to \$2,500 per teacher placed into a savings plan for the teacher, outside of the current Kansas Public Employees Retirement Plan.

Early Childhood Recommendation Package

- The 2010 Commission recommended retaining current Department of Education early childhood programs in the Department and shifting the Infant-Toddler special education program (*tiny-k*) from the Department of Health and Environment to the Department of Education. In addition, the recommendation included shifting the Early Head Start Program from the Department of Social and Rehabilitation Services to the Department of Education and the Pre-Kindergarten Pilot Program in the Children's Cabinet to the Department of Education.
- The 2010 Commission recommended that the Children's Cabinet move forward over the next year leading the Early Learning Coordinating Council (ELCC) in improving coordination and expanding services in early childhood programs not included in the Department of Education. The Commission expressed the desire that these programs "cover all corners of the state."
- The 2010 Commission recommended providing \$15.0 million in SFY 2009 to fund all-day kindergarten.

In its 2007 Report, the 2010 Commission acknowledged the importance of early education and recommended that all-day kindergarten be expanded to include all Kansas children eligible to attend. In light of this, the 2010 Commission recommends the Legislature fund \$15.0 million in SFY 2009 to begin funding this effort. In order to fully fund all-day kindergarten across the State, \$15.0 million would be needed every year for five years.

Other Recommendations

- As part of its statutory responsibility, the 2010 Commission reviewed the various weightings in the School District Finance and Quality Performance Act (SDFQPA). Because of this, the Commission recommends that the second level of funding for at-risk students, the high-density formula, be based on the prior year's data and be determined using a linear transition calculation.
- In addition, the Commission recommends that the bilingual weighting in the school finance formula be changed from a full-time equivalent weighting with contact hours to headcount and adjusted to 0.2 from the present 0.395.

- The 2010 Commission recommends that the threshold amount per student of the Special Education Catastrophic State Aid Program for school year 2008-09 be increased from \$25,000 per student to \$36,000 and in years thereafter the base be increased by an amount equal to the percentage increase of the CPI (urban). For students meeting the qualifications of an exceptional child and for whom the district provided special education services, the state would reimburse the district 75 percent of the cost above \$36,000 per student.
- The Commission recommends:
 - The State Department of Education require every school district use the Kansas Accounting Handbook and require newly hired school district clerks be trained in a course using the Kansas Accounting Handbook; returning clerks should be required to complete a refresher course.
 - The State Board of Education should review annually the financial reporting system to determine if any alterations or additions are needed based on requests for accounting information.
 - Regarding vocational education, the Legislature through the House and Senate Education Committees requests an update of the State Department of Education's vocational education transition plan which will implement the changes taking place at the national level in this program.

Proposed Legislation: The Commission has no authority to introduce legislation.

BACKGROUND

The 2006 Legislature created the 2010 Commission, which is composed of eleven members, nine voting and two serving as *ex officio* nonvoting members. The statutory duties of the Commission include:

- Monitoring the implementation and operation of the SDFQPA and other provisions of law relating to school finance and the quality performance accreditation system;
- Evaluating the SDFQPA and determining if there is a fair and equitable relationship between the costs of the weighted components and assigned weightings;
- Determining if existing weightings should be adjusted;
- Determining if additional school district operations should be weighted;
- Reviewing the amount of BSAPP and determining if the amount should be adjusted;
- Evaluating the reform and restructuring components of the SDFQPA and assessing the impact thereof;
- Evaluating the system of financial support, reform and restructuring of public education in Kansas and in other states to ensure that the Kansas system is efficient and effective;
- Conducting hearings and receiving and considering suggestions from teachers, parents, the Department of Education, the State

Board of Education, other governmental officers and agencies and the general public concerning suggested improvements in the educational system and the financing thereof;

- Making any recommendations it deems is necessary to guide the Legislature to fulfill goals established by the Legislature in meeting its constitutional duties to: provide for intellectual, educational, vocational and scientific improvement in public schools and make suitable provision for the finance of the educational interest of the state;
- Examining the availability of revenues to ensure adequate funding of elementary and secondary education in the state;
- Examining voluntary activities, including extracurricular activities, which affect educational costs;
- Monitoring and evaluating associations and organizations that promote or regulate voluntary or extracurricular activities including, but not limited to, the Kansas State High School Activities Association; and
- Providing direction to the Legislative Division of Post Audit school finance audit team and receiving performance audits conducted by the team.

The Commission will sunset on December 31, 2010.

The Commission is to submit an annual report to the Legislature on the work of the Commission.

COMMITTEE ACTIVITIES

Early Childhood Programs

2007 HB 2310 directed the Legislative Educational Planning Committee (LEPC) in collaboration with the 2010 Commission to study and make recommendations related to early childhood education. Included among the directives were the following:

- Prepare a plan which recommends the establishment of the Office of Early Childhood Education by January 1, 2009, as well as the structure of the Office;
- Develop a coordinated and comprehensive system for the delivery of early childhood education services;
- Facilitate interagency and interdepartmental cooperation;
- Encourage and facilitate joint planning and coordination between the public and private sectors to better serve childrens' needs;
- Make recommendations related to design of a universal application form and single point of access which would better service families of young children;
- Evaluate and report on the performance and cost effectiveness of early childhood education services and make recommendations to ensure private and public entities are accountable for the progress of children; and
- Conduct hearings so that a wide variety of input is received.

The bill required that several *ex officio* members be added to the LEPC and 2010 Commission for purposes of this study. Those members are:

- Commissioner of Education;
- Secretary of the Kansas Department of Health and Environment;
- Secretary of the Kansas Department of Social and Rehabilitation Services; and
- Executive Director of the Kansas Children's Cabinet.

The bill required the LEPC to present a report of its activities to the Governor and Legislature on or before December 31, 2007.

A performance audit entitled *Children's Program's: Reviewing Whether They Are Coordinated To Avoid Duplication and Maximize the Use of Resources* provided a foundation for the Commission's review. Additional background information on the science of early childhood brain development was collected during a special meeting held with Dr. Jack Shonkoff, Director of the Center on the Developing Child at Harvard University. In addition, the Commission invited testimony on the early childhood program issue and heard from more than thirty individuals from every corner of the state. Presenters included representatives of pre-kindergarten, head start and early head start, *tiny-k*, Healthy Start Home Visitor, and Parents as Teachers programs, as well as family day care providers. The Commission also reviewed early childhood programs in other states with research provided by Dr. Lisa Klein, Director of Early Childhood Programs at the Kansas Health Institute. All state agencies involved in early childhood programming testified.

Monitoring of the School District Finance and Quality Performance Act

The Commission used a variety of methods to carry out its statutory responsibility of monitoring the School District Finance and Quality Performance Act (SDFQPA).

Commission members continued visits to local school districts in their ongoing effort to review the achievements accomplished with additional school funding across the State. Members visited Geary County, Salina, and Colby unified school districts in April.

The Commission heard several completed performance audits related to a variety of educational areas, including the review of the following:

- *The Cost of Vocational Education Programs;*
- *Alternative Models for Organizing Middle School and High Schools;*
- *The Research on Charter School Performance;*
- *Staff Recruitment and Retention Strategies used by Kansas School Districts;* and
- *Issues Related to Virtual Schools.*

At its July meeting, the Commission heard from Michael Stewart, Director of School Evaluation Services at Standard & Poor's, with the presentation of the Kansas School District Efficiency Study. The Study included efficiency measurement and improvement tools applied to all Kansas school districts. Twenty-one Kansas school districts were identified as "efficiency frontier" districts (those receiving efficiency scores of 100 percent) which could be viewed as benchmark districts for other districts to use as good examples.

In fulfilling its mandate to monitor the SDFQPA, the Commission received information on the academic progress of Kansas students, particularly students identified as at risk of failure, including students with disabilities, students who qualify for free lunches, and English language learners.

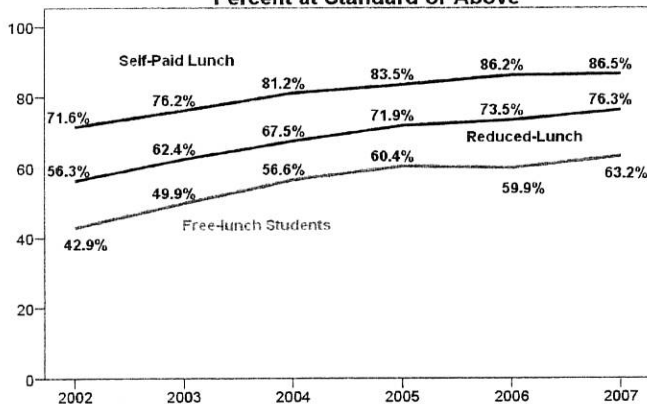
The following information was presented to the Commission in October 2007 by Dale Dennis, Deputy Commissioner of the Kansas Department of Education:

- Kansas students averaged a composite score of 21.9 compared to 21.2 nationally on the ACT;
- In Kansas, 77 percent of graduating seniors went on to post-secondary education; and
- On the National Assessment of Education Progress (NAEP), Kansas:

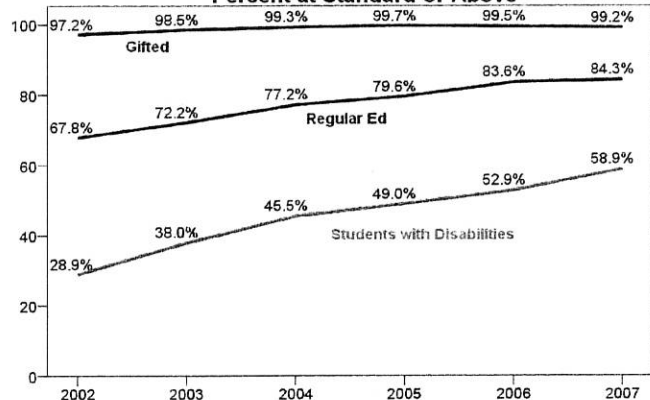
- 4th graders ranked 2nd in the nation on math;
- 8th graders ranked 2nd on math;
- 4th graders ranked 6th on reading;
- 8th graders ranked 6th on reading.

The charts below, provided by the Kansas Department of Education, show progress in math and reading for free-lunch students, students with disabilities, and English language learners.

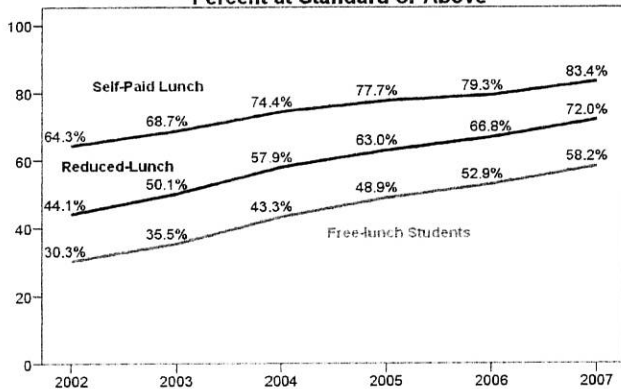
Kansas 8th Grade Reading Trends, Percent at Standard or Above



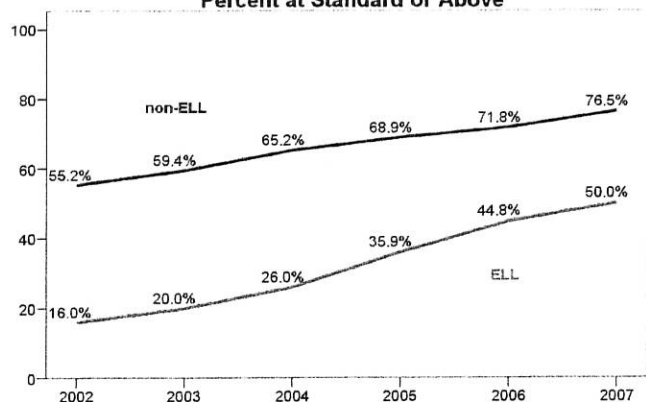
Kansas 8th Grade Reading Trends, Percent at Standard or Above



Kansas 7th Grade Mathematics Trends, Percent at Standard or Above



Kansas 7th Grade Mathematics Trends, Percent at Standard or Above



Teacher Shortage Issue

The Commission held a day of hearings on the issue of teacher shortages inviting participants to identify initiatives that could assist in alleviating this - one of the most critical education issues in the State.

Dr. Alexa Posny, Commissioner, Kansas Department of Education, set the stage for this discussion by highlighting the following statistics:

- Forty-two percent of Kansas teachers leaving the profession, leave after only seven years of teaching;
- Fifty-one percent of licensed personnel in Kansas schools are over age 45, and 36 percent are over age 50; and
- As of June 2007, there were 1,144 teacher vacancies in the State.

More than a dozen presenters discussed teacher shortages with Commission members. Superintendents and administrators from the following school districts presented concerns as well as recommendations for improvements. Those appearing included:

- Dr. John Morton, Unified School District (USD) 373, Newton;
- Dr. John Heim, USD 253, Emporia;
- Dr. David Brax, USD 313, Buhler;
- Gary Price, USD 250, Pittsburg;
- Dr. John Burke, USD 261, Haysville;
- Bill Hall, USD 214, Ulysses;
- Robert Scheib, USD 208, WaKeeney;
- Mike Wilson, USD 501, Topeka; and

- John Rios, USD 500, Kansas City.

Issues identified as contributing to teacher shortages included:

- A Kansas Public Employees Retirement System (KPERs) law that makes it difficult to rehire retired teachers;
- The fact that Kansas is 37th in the nation in teacher salaries when the salaries are not adjusted for regional cost differences (2005-06 school year); when adjusted for regional cost differences, Kansas ranks 31st in the U.S.
- Lack of students choosing teaching as a career; and
- Inadequate professional development and mentoring programs for current teachers.

Average Salary by Assignment for the 2006-07 school year		
	Average Salary with Fringes	Average Base Salary
Mathematics	46,325	40,466
Science	46,054	40,036
Special Education	47,041	42,663
* Information provided by the Kansas Department of Education		

School District Centralized Accounting and Reporting System

The Legislative Coordinating Council requested the 2010 Commission study the feasibility of development and implementation of a centralized accounting system for use by all school districts. A performance audit entitled *Comparing the Centralization of School District Accounting in Different States* described this issue as a long term concern of legislators who expressed difficulty in meaningfully comparing

expenditures across Kansas school districts. In 2005, the Department of Education created the Kansas Education Comparative Performance and Fiscal System, which allows on-line comparisons of a variety of fiscal and demographic data from Kansas school districts. However, even with this new system, some legislators have expressed concern that the system's information is not detailed enough and is not consistent across districts. These concerns led to introduction of House Bill 2175 in 2007, which would require the State Board of Education to develop an accounting and reporting system for all school districts that is maintained centrally, Internet based, and easily accessible. The Department of Education's fiscal note on such a system indicated an initial estimate of \$100,000 to conduct a needs assessment. No estimate was provided on the implementation of such a system.

In its review of this topic, the Commission heard from a variety of presenters including Representative Lana Gordon of Topeka, Dr. Brenda Dietrich, Superintendent of USD 437, Auburn-Washburn School District; Dr. Dale Rawson, Superintendent of USD 244, Burlington; Dr. Rob Balsters, Deputy Superintendent of Business, USD 345, Seaman, who also represented the United School Administrators; Mark Dick from the accounting firm of Allen, Gibbs, and Houlik; Representative Tom Holland, owner of Holland Technologies, Inc. (a firm that markets accounting software).

School officials, Mark Dick, and Representative Holland indicated that Kansas already has a centralized reporting system that has been used for many years. They also agreed that development and implementation of a new accounting system could be very costly and may not accomplish the goal of providing more uniform and consistent data.

The Commission considered this issue and made recommendations presented later in this report.

CONCLUSIONS AND RECOMMENDATIONS

The Commission's conclusions and recommendations are organized into two major categories:

- Teachershortages,retention,andrecruitment; and
- Early childhood development.

In addition, a section entitled "Other Issues" is included.

Teacher Shortages, Retention, and Recruitment Recommendations

Teacher Salaries. The issue dominating the Interim Session discussions regarding K-12 education was teacher shortages across the State. The Commission heard from Dr. Alexa Posny, Commissioner of Education; Legislative Post Audit performance audits entitled: *K-12 Education: Reviewing the Staff Recruitment and Retention Strategies Used by Kansas School Districts* and *K-12 Education: Reviewing Issues Related to Developing and Retaining Teachers and School Principals*, and dozens of school officials from across the State. In June 2007, there were 1,144 teacher vacancies in Kansas' school districts. By the start of the school year, in early August, there were 497 vacancies. If these vacancies, 105 were in special education and 45 were in math and science. These vacancies were dealt with in a variety of ways, including interactive video in rural districts and combining classes.

The performance audits indicated that 25 percent of the State's current teachers will be eligible to retire in the next five years while 33 percent are over the age of 50.

Other factors exacerbating the teacher shortage issues include the fact that Kansas ranks 38th in the nation in actual teacher salaries (31st in

teacher salaries when those salaries are adjusted for regional cost differences).

A survey of teacher working conditions presented to the Commission by Dr. Blake West, President of the Kansas National Education Association, showed that teacher salary levels was a critically important issue in retaining teachers.

Improving the Quality of Staff

A second theme heard by the Commission in its tours of the state was the importance of staff. Specific items relevant to staff include the following:

- Leadership Academies;
- Mentoring New Teachers;
- Professional Development of Current Teachers; and
- Attracting, Developing, and Retaining Teachers.

Leadership Academies. The Commission recognizes the efforts of the State Department of Education in providing small grants to school districts and service centers to fund a variety of leadership workshops and trainings. This type of funding was done on a statewide basis prior to this time.

In its tour of school districts, the Commission gained the impression that the skills, knowledge, commitment, and dedication of administrators to educational improvement is vital to improving student proficiency. To enhance the quality of leadership, the Commission supports statewide continued and improved leadership programs.

A July 2006 Legislative Post Audit report entitled *K-12 Education: Reviewing Issues Related to Developing and Retaining Teachers and School Principals* reviewed literature on attracting and retaining school principals. The report described three “best practices” for principal professional development:

- Provide practical training, such as training on budgets, case studies, and problem solving;
- Include opportunities for peer support and leadership coaching, such as support groups and training with peer principals; and
- Offer development through a variety of providers, such as outside agencies, university personnel, or national conferences.

The Commission believes that these academies are an efficient and practical way to provide good practices for present and future principals.

Mentoring New Teachers. The Commission notes input it received in the field from teachers who stressed the importance of mentoring. A Department of Education survey showed that new teachers with mentors were retained at a rate of 65 percent over a six-year period. Those new teachers not having mentors were retained at a 57 percent rate.

The performance audit report on developing and retaining teachers cited mentoring programs as one of the best strategies described in educational literature to retain new teachers. Through mentoring programs, such as the one in Kansas, new teachers are paired with experienced teachers to receive guidance and support.

The Kansas Mentor Teacher Program was established by the 2000 Legislature beginning with the 2001-02 school year. It is a voluntary program and provides probationary teachers with professional support and continuous assistance by an on-site teacher. A mentor teacher is a certificated teacher who has completed at least three consecutive school years of employment in the district, has been selected by the school board as having demonstrated exemplary teaching ability, and has completed training provided by the school district in accordance with Kansas Department of Education criteria. Each mentor teacher may receive a grant not

to exceed \$1,000 per school year for up to two probationary teachers. Fiscal year (FY) 2002 was the first year the Mentor Teacher Program was funded. That year, the Legislature limited grants to support only beginning teachers in their first year of teaching. No funding was approved for this program from FY 2003 through FY 2005. Subsequent years' funding was \$1,050,000 in FY 2006, \$1.2 million in FY 2007, and \$1.5 million in FY 2008. It would take \$3.0 million annually to fully fund this program.

Professional Development of Current Teachers. The Commission supports professional development efforts and believes these efforts must be related to the curriculum (job imbedded), be consistent, and be on-going. The Commission recognizes the importance of professional development in implementing reforms that have proven successful in improving student proficiency, such as the professional learning communities, noted above. The recent performance audit, *K-12 Education: Reviewing Issues Related to Developing and Retaining Teachers and School Principals*, noted that one of the overarching best practices for teacher professional development is the commitment of adequate resources to professional development by earmarking funds for training, paying advanced education training costs, and offering more time for professional development.

Legislation requires school districts to provide professional development programs. School districts may use local money and receive matching state aid for education approved by the State Board of Education. There is a limitation placed on the amount of state aid a USD can receive. The limitation is one-half of one percent of the individual school's general fund budget. For the current fiscal year and FY 2008, the Legislature appropriated \$1.75 million for professional development. Actual expenditures by school districts in the 2005-06 school year totaled nearly \$12 million in state and local funds combined. If the State funded this program as current law provides, the state aid would equal

\$6,250,000 which is the sum of either one-half percent of a district's general fund budget or 50 percent of its actual expenditures, whichever is less.

Attracting, Developing, and Retaining Teachers. The Commission reviewed the 2006 Teacher Working Condition Survey sponsored by Governor Sebelius, Kansas National Education Association, United School Administrators, and the Center for Teaching Quality. Approximately 22,000 teachers and administrators (53 percent of Kansas educators) responded to the survey. Among survey findings was the importance of adequate planning time for teachers as well as empowering them as decision makers in their schools.

The Commission supports activities intended to attract, develop, and retain high quality teachers and school principals as identified in the above-referenced survey as well as the Legislative Division of Post Audit performance audit report regarding teacher and principal retention entitled *K-12 Education: Reviewing Issues Related to Developing and Retaining Teachers and School Principals*.

The performance audit describes best practices for attracting and retaining teachers.

For attracting teachers, education literature includes:

- Improving compensation;
- Increasing recruitment efforts; and
- Reducing barriers to becoming a teacher.

For retaining and developing teachers, education literature includes:

- Establishing mentoring programs;
- Developing teacher preparation and transition programs;
- Improving working conditions;

- Increasing pay; and
- Dedicating adequate resources to training specifically targeted to teachers' needs.

The Commission heard from several school district superintendents that disincentives built into the Kansas Public Employees Retirement System (KPERs) law made it difficult for districts to hire retired teachers. Glenn Deck, Executive Director of KPERs, presented information and proposals for assisting with this problem.

Mr. Deck presented a proposal to temporarily eliminate the \$20,000 annual earnings limitation for retired teachers desiring to return to teaching in a public school district.

Proposal: Eliminating the \$20,000 earnings limitation.

Type of Exception: Eliminate the \$20,000 earnings limitation for retired teachers returning to work for the same employer when the criteria outlined below are met.

Length of Exception: Sunsets after a three-year period.

Eligible Retirees: Any teacher who retired from the hiring school district with normal (unreduced) retirement benefits.

Waiting Period: Must have a break of 30 days after retirement date before returning to any work with any KPERs employer.

Eligible Positions: Subject to the limitation below, the position to be filled is in one of the following categories: math, science, special education, and other individual positions approved by the State Board of Education.

The maximum number of positions in each school district to which the exception may be applied is the greater of the following:

- Five percent of total district teaching positions; or
- Five positions.

Proposal: Retention Incentive. Mr. Deck made a second proposal, a retention incentive for teachers about to retire. This incentive, related to retirement benefits, is the provision of an employer contribution to a deferred compensation plan on behalf of teachers who continue to work beyond the point at which they would otherwise be eligible to retire with full benefits. Whether structured as a one-year or multi-year plan, such a contribution could be made subject to a vesting schedule consistent with the period over which the employer is seeking to retain the employee before retirement. Furthermore, it could provide a significant incentive to employees who are eligible to retire while remaining cost effective for employers.

Recommendations arising from these conclusions begin below.

- Increase the Base State Aid Per Pupil (BSAPP) by \$41 in SFY 2009 to \$4,474 per pupil which would add a total of \$59.8 million to the 2008-09 budgets of school districts. (2006 Senate Bill 549 increased BSAPP \$59 in SFY 2009; this recommendation would add \$41 more per pupil in SFY 2009.)
 - The 2010 Commission further recommends that this funding focus on increasing teacher salaries so that Kansas can become more competitive with surrounding states and states currently employing Kansas teachers.

A great deal of research both in Kansas and across the country recognizes the importance of mentoring and professional development programs in retaining both new and veteran teachers. The following recommendations would assist in this effort:

- Add \$2.250 million to the Professional Development Program for a total of \$4.0 million.
 - The law enacting this program provides 50 percent reimbursement to districts for actual professional development expenditures.
- Add \$500,000 to the Mentor Teacher Program, bringing the Program total to \$2.0 million in SFY 2009.
 - These additional funds would allow 500 more new teachers to receive mentors in 2009.
- Fund leadership academies for principals and other administrators with \$500,000.
- Provide \$2.5 million to create a Teacher Retention Incentive Program. (This proposal is similar to the one proposed by Glenn Deck of KPERS, but not exactly the same because it targets particularly hard-to-fill positions.)
 - These funds would be used to encourage math, science, and special education teachers who are eligible to retire to remain teaching in their own districts by matching local school district funds up to \$2,500 per teacher placed into a savings plan for the teacher, outside of the current Kansas Public Employees Retirement Plan.
- Retain current Department of Education early childhood programs in the Department and shift the Infant-Toddler special education program (*tiny-k*) from the Department of Health and Environment to the Department of Education. In addition, the recommendation includes shifting the Early Head Start Program from the Department of Social and Rehabilitation Services to the Department of Education and the Pre-Kindergarten Pilot Program from the Children's Cabinet to the Department of Education.
- The Commission further recommended that the Children's Cabinet move forward over the next year leading the Early Learning Coordinating Council (ELCC) in improving coordination and expanding services in early childhood programs not included in the Department of Education. The Commission expressed the desire that these programs "cover all corners of the state."

Research has shown that full-day kindergarten, if appropriate scheduling and curricula are used, can boost academic performance and bring social benefits. This is particularly true when considering children from educationally disadvantaged backgrounds. Children with full-day kindergarten experience score higher on standardized tests and have fewer grade retentions and higher attendance rates. There is also clear evidence that participation in full-day kindergarten has a significant impact on classroom behavior.

School district officials recognized the importance of all-day kindergarten to the extent that it has been funded even when no specific state funding was available for it. (Beginning with the 2006-07 school year, school districts could use their state-provided at-risk funds to pay for all-day kindergarten.)

- Provide \$15.0 million in SFY 2009 to fund all-day kindergarten.

The total cost of all the above recommendations is \$31,250,000.

Early Childhood Program Recommendations

Following a comprehensive review of early childhood programs from a great variety of providers both at the state and local level, the Commission recommended a reorganization of early childhood programs as described below:

In its 2007 Report, the 2010 Commission acknowledged the importance of early education and recommended that all-day kindergarten be expanded to include all Kansas children eligible to attend. In light of this, the 2010 Commission recommends the Legislature fund \$15.0 million in SFY 2009 to begin funding this effort. In order to fully fund all-day kindergarten across the State, \$15.0 million would be needed every year for five years.

Information presented at the 2007 Governor's Summit on Early Childhood included estimates indicating that, for every \$1.00 invested in early childhood education, \$17.00 was saved later. A Federal Reserve Bank Senior Vice President, Arthur Rolnick, estimated a 12 percent public rate of return on quality early childhood programs.

Vocational Education

Staff from the Legislative Division of Post Audit presented the performance audit entitled *K-12 Education: Reviewing the Cost of Vocational Education Programs*. In consideration of the importance of vocational education to the economy of Kansas and the knowledge that a major overhaul of vocational education at the federal level currently is underway, the Commission concludes that attention to this important transition in vocational education should be monitored closely.

- The Commission recommends the Legislature, through the House and Senate Education Committees, request an update of the State Department of Education's transition plan to implement the changes taking place at the national level with the reauthorization of the federal Carl Perkins Act which significantly expands and reorganizes states' vocational education programs.

Other Recommendations

- As part of its statutory responsibility, the 2010 Commission reviewed the various weightings in the School Finance Act. Because of this, the Commission recommends that the second level of funding for at-risk students, the high-density formula, be based on the prior year's data and be determined using a linear transition calculation.
- In addition, the Commission recommends that the bilingual weighting in the school finance formula be changed from a full-time equivalent weighting with contact hours to headcount and adjusted to 0.2 from the present 0.395.
- The 2010 Commission recommends that the threshold amount of the Special Education Catastrophic State Aid Program for school year 2008-09 be increased from \$25,000 per student to \$36,000 and in years thereafter the base be increased by an amount equal to the percentage increase of the CPI (urban). Catastrophic aid was developed in 1994 when the Legislature provided that any student that met the qualifications of an exceptional child and the school district provided special education services that exceeded \$25,000, the state would reimburse the district 75 percent above the \$25,000. This program served 60 students in 2001 costing nearly \$1.5 million; in 2007 it included 185 students and cost \$3.3 million.

The number of students qualifying for this program is increasing substantially. The 2010 Commission may want to consider increasing the \$25,000 limitation.

If the consumer price index was applied to the \$25,000 each year since 1994, the limitation would be approximately \$36,000 in fiscal year 2007.

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The Commission heard the performance audit entitled *Comparing the Centralization of School District Accounting in Different States* as well as testimony from Representative Lana Gordon and school district officials.

The Commission recommends:

- The State Department of Education require every school district use the Kansas Accounting Handbook and require training

of newly hired school district clerks on the Kansas Accounting Handbook; returning clerks should be required to complete a refresher course.

- The State Board of Education should review annually the financial reporting system to determine if any alterations or additions are needed based on requests for accounting information.

The Following is a Minority Report Filed by
2010 Commission Member, Steve Iliff

2010 Commission

Minority Report to the 2008 Kansas Legislature

By Stephen R Iliff CPA, MBA, a member 11/28/07

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A vital part of achieving higher standards is effective resource management—attention to *what* to spend resources on, how to spend them, and how much to spend.¹

Introduction

This is my third year on the Commission. It has been enlightening. For fiscal year (FY) 2008, Kansas will spend almost 4 billion dollars on education. This represents 64% of the total State budget. Education dollars increased 7.4% over FY 2007 which increased 8.2% over FY 2006². The rate of increase is more than double the consumer price index. Education is critical to the well being of our State, but capital and labor are not unlimited resources. The legislature must be very careful to ensure that all money given to the State is used effectively.

Teacher Recruitment and Retention

My fellow commissioners and I have heard much testimony regarding the topic or recruitment and retention. There does appear to be a real problem that continues to grow. However we do not agree on the same solutions.

¹ Kansas Education Resource Managemnet Study, Phase iii Winter 2006 Standard & Poor's.

² Kansas Fiscal Facts August 2007

Should we Increase Base State Aid?

The 2010 Commission recommended 26 million more dollars by increasing the base state aid. This is in addition to the over 100 million dollars that is going to schools because of the Supreme Court Order. This is the third consecutive year that an additional amount of that magnitude has been distributed to school districts. We do not know how the money for the previous two years has been used and whether or not it has been effective. (See below for the new post audits reports the 2010 Commission requested.) As far as I can tell, adding another 26 million to what the Supreme Court required would not be responsible until you understand the impact of the previous increases.

Accountability and Effective Resource Management

The power to levy taxes and spend tax money is a sacred trust and should be treated as such. Tax dollars should be spent as wisely as any hardworking taxpayer would spend his/her own dollars. Before any more money is put into the system, we must institute a standardized accounting system consistently applied and enforced that will allow anyone who desires to be able to see the impact of new money on academic outcomes; teacher's salaries specifically (i.e math, science and special education) as well as in general; impact on property taxes and income taxes. We must have a system that will allow anyone to compare one school against another easily in outcomes, expenditures and demographics. Right now, the only way we can tell what is going on is to commission very expensive post audits, a year or two after the fact. Even these audits are hindered and rendered more time consuming because not every district or even schools within a district are accounting for expenditures the same way.

The tentative reason given by the Commission for increasing the money for education is to help recruit and retain teachers specifically in science, math and special education. But at our October meeting we all learned that:

1. The legislature has little or no say in where the actual dollars are spent.
2. Local control would dictate how this money would be used but subject to collective bargaining.
3. The collective bargaining unit does not allow pay increases to go to special subject areas or grades or even for high risk areas without special concessions and a majority vote which is only in rare circumstances.
4. There are no required measuring tools to follow this money to see if it, in fact, does what it is allocated to do.

In effect, giving more money in this fashion is not responsible resource management. Without clear instructions and control in distribution it could all go for retirement benefits or to more levels of bureaucracy.

Recommendations

The solution is to replicate the private market as much as possible and to free the local schools from the shackles of both bureaucratic state regulations and union rules that are outdated, restrictive and not in the best interest of each school district.

Encourage professionals to teach in their subject area. We all would agree that not every expert can teach just because they know a lot about a specific field. But we should also agree that a teaching certificate guarantees even less. At least the professional expert knows his subject by education and experience.

The market must be allowed to dictate the value of math, science, special education teachers and those who teach in high risk or underserved areas. We have heard many arguments for paying math and science teachers a wage competitive with private industry. It is a good argument. But you simply can't do it if you have to increase all teachers' wages by the same percentage. It would break the bank far sooner than salaries would become competitive. We do not have a shortage of general elementary or middle school teachers. We do have shortage of high school math, science and special education teachers.

Some schools are effective in recruiting and retaining teachers but some are not

As I have said in the past, the principal is the cornerstone to a well run school, whether the school is filled with at risk, English language learners or special education students.

According to the 2006 Teachers Working Conditions Survey:

Evidence throughout the survey data indicates that teachers with positive perceptions about their working conditions are much more likely to want to remain teaching in their current school (Table 3). Leavers are more positive than movers, most likely because those who are leaving teaching do so not just due to dissatisfaction, but other non-teaching related causes (retirement, personal reasons, etc.).

- Only one-third (35 percent) of movers agree that the faculty takes steps to solve problems, compared to 70 percent of those who want to stay. Agreement that these steps are taken are an important predictor of increased elementary achievement.
- The greatest differences between stayers and movers are in the areas of leadership and empowerment. Stayers are more than 2.5 times more likely to note the presence of effective and supportive leaders than their colleagues who want to teach elsewhere.³

³ A Report on the 2006 Kansas Teacher Working Conditions Survey
<http://www.kansastwc.org/twcks2006.pdf>

1-18

To interpret: Faculty enjoy working in a school where the leadership provides vision; is supportive and appreciative; won't tolerate slackers; enforces the rules equitably; will defend them against unreasonable parental expectations; and they feel empowered to make reasonable changes in their classroom for the better.

Let me give a real example of a new teacher I spoke to recently. She is a new elementary school teacher with a large number of high risk children in her class. She is high energy and very kind and though the large class provides a challenge to even a great teacher, she is not overwhelmed. She believes that she is connecting with most of the students and will have a positive impact. Her new principal doesn't *talk* to her or the other teachers but *yells* at her and has accused her of many things that are not true in front of the students. The principal obviously has had little training in basic people management and may be overwhelmed himself. If the principal is frightened that his new position may reveal his ignorance or incompetence, he may react in this classic manner. The young teacher has appealed over her principal's head as have many other teachers and as a result been not only accused of insubordination but racism. This principal is the 7th principal in about as many years at this school. There is a mentorship program at the school for new teachers, but this teacher has yet to see or hear from a mentor. As I relayed this example to the Commission, many in the room had heard of similar circumstances.

Conclusion:

1. As the result this teacher is biding her time to find a job opening outside the district.
2. This district will never be able to recruit or retain good teachers and almost no salary would make them stay. Money is not the key issue here.
3. Leadership is critical.

Recommendation:

There needs to be a mechanism for good teachers to report dire situations at their school without fear of retaliation.

All new principals should receive a boot camp type training and be closely monitored until they have proved themselves.

Are teachers leaving because of wages?

The main reasons teachers are leaving is due to working conditions not wages. Wages, of course, may be a factor, but it is not the most important or most frequently mentioned. Most teachers leave in the first 3-7 years because they are not trusted, have little support or just move to another location closer to where they live or want to live. In Kansas City the average teacher makes about \$30.00 per hour for which, according to the 2006 Post Audit report, is competitive with professions that have similar requirements.⁴ But good teachers will put in more hours and thus get paid less per hour and poor teachers will put in the bare

⁴ *K-12 Education: Reviewing Issues Related to Developing and Retaining Teachers and School Principals* July 2006 page 21

minimum and thus get paid more per hour. Thus good teachers will migrate to where they find better working conditions.

Are teachers leaving to go to other states that pay more?

Kansas teachers' average salaries are 38th in the United States if you don't take cost of living into consideration, but we jump to 32nd when adjusted for regional costs⁵. It is far more accurate to use the latter figure rather than the unadjusted. New York is not the Midwest. But honestly the difference between 32nd and 20th is only \$2,337 per year, which would not normally be a deciding factor. Many have said that we are losing teachers to Texas but Texas is ranked last in wages both actual and adjusted although their Metropolitan areas did pay more than Kansas. Kansas is behind only Nebraska and Colorado but not by enough to make a Kansan move for money.

More importantly, Kansas was ranked 6th in starting salaries according to the July 2006 audit⁶ while Texas was ranked 23rd in starting salaries in 2005-06.

Will increased wages influence teachers to stay?

According to the July 06 Audit re Retaining Teachers:

Researchers have found a positive relationship between salaries and retention, but not between salaries and student performance. *While increasing teacher salaries appears to increase teacher retention, those findings should be interpreted with caution because researchers also have found that other factors—such as working conditions—may have a stronger effect on retention, and using salaries to reduce attrition may be very costly. Researchers haven't found a strong association between teacher salaries and student performance, because of the complexity of the relationship and other methodological problems that make it difficult to study.*⁷

One reason that increased salaries could be costly is that it may influence the poorer teachers to stay while having less impact on your best quality teachers who may be more concerned with working conditions. That would also explain why increased salaries can't be associated with better student performance. It wouldn't be difficult to find a number of schools where a poor principal helps to cause low morale, poor student discipline and consequently low achievement; where your best teachers only wait for an opening in a better managed school; while the poor teachers are content to stay because they are not interested as much in student performance and not pushed to excel. The more you increase a poor or lazy teachers' salary the greater your chances of retaining them.

⁵ According to the Average Salaries for Public School Teachers prepared by the Legislative Post Audit

⁶ *K-12 Education: Reviewing Issues Related to Developing and Retaining Teachers and School Principals* July 2006 page 19

⁷ *K-12 Education: Reviewing Issues Related to Developing and Retaining Teachers and School Principals* July 2006 page 22

The goal should not be to retain all teachers but to retain the good to great teachers. Also it is very difficult to make decisions based on generalities. The general does not fit the specific. This is why local control is so important and principals should be free to negotiate with the individual teacher alone without interference from a collective bargaining group.

Recommendation

Each school principal should be free to reward his teachers based on merit. Each school would be given enough money so the average salary of all full time equivalent teachers would be a fair amount, but the principal would have full freedom to reward good teachers who get results with bonuses and larger percentage increases. This is how private industry works and why it does so much better than the socialist model. If collective bargaining is creating an environment that will prevent Kansas students from performing at their best then we must change the system.

Professional Development Program

The commission recommended 2.25 million for this program. In theory professional development is a very good idea, but all programs are not alike and before we recommend money, we should determine which ones are successful so we can reward success not mediocrity. We must also recommend tools to measure the effectiveness of the new dollars spent. We have not done that kind of research to determine the effectiveness of current program options.

Leadership Academies

Leadership academies could be a very effective method to development but again, not all training is effective. An academy must have a method for evaluating the amount of progress a principal is making during the seminar or course offered.

Cost Effective Training

The best course I have ever had was put on by a private national accounting firm that was training its newly hired accountants. It was taught by other accountants in the national company who were using the methods they were teaching and had excellent work experience. The new staff members flew from all over the country to Denver early one Monday morning. It was in this firm's best interest to get these new accountants working as effectively as they could in the shortest amount of time. We worked about 10 hours a day on a practice audit of a hypothetical company. We not only learned the best auditing techniques of the company but were tested to make sure we had, in fact, learned them and would use them in practice. The evenings were spent talking about what we did during the day and asking questions in a casual atmosphere. Not a minute of time was wasted; every thing presented was practical and we knew we would need it if we were going to succeed in our new jobs. We all flew out Friday afternoon and had no time the entire week to leave the hotel. This was similar to my experience in the Army Special Forces training experience and was probably set up by some in the Marines. But it was very effective and an excellent use of resources.

One principal I spoke to, who was highly regarded by parents and teachers alike, thought that much of the training he received was a total waste of time. Outside motivational speakers were brought in, who knew nothing about teaching or management. They were humorous, enthusiastic, expensive and very good speakers and story tellers, but after all the hype settled down, everyone would go back to work and be just as ineffective as before. If he was flown out of town for training, it often broke down into just an expensive junket at taxpayer expense with nothing to show for it.

Recommendation

Leadership academies must be cost effective and run like a serious private company would run them where every dollar counted. A report would have to go back to the school board (independence here is very important) and posted on line, on how well each principal did in the course and how their principals in their district did in particular. If the superintendent and board members don't take training seriously the principals won't either. The evaluations should be reviewed at the next board meeting.

Management is the key to success for individual schools and our educational system. In the book *First, Break all the Rules*, Buckingham and Coffman summarize the most critical element in every company.

We had discovered that the manager—not pay, benefits, perks, or a charismatic corporate leader—was the critical player in building a strong workplace. The manager was the key.⁸

It's not that employee focused initiatives (i.e. wage, vacation, daycare, profit sharing) are unimportant. It's just that your immediate manager is more important. She defines and pervades your work environment. If she sets clear expectations, knows you, trust you, and invests in you, then you can forgive the company its lack of a profit-sharing program. But if your relationship with your manager is fractured, then no amount of in-chair massaging or company-sponsored dog walking will persuade you to stay and perform. It is better to work for a great manager in an old fashioned company than for a terrible manager in a company offering an enlightened, employee-focused culture.⁹

"He's not a bad man," she admits, "He's just not a manager. He's insecure, and I don't think you can be insecure and a good manager. It makes him compete with his own people. It makes him boast about his high style living when he should be listening to us."¹⁰

⁸ *First, Break All the Rules* by Marcus Buckingham and Curt Coffman, page 32

⁹ *Ibid* page 34

¹⁰ *Ibid* page 35

Perhaps the best thing any leader can do to drive the whole company toward greatness is, first, to hold each manager accountable for what his employees say to these twelve questions, and, second, to help each manager know what actions to take to deserve “Strongly agree” responses from his employees.¹¹

While the Kansas Teachers Working Survey was very well done and reports were good, it was lengthy and a little complex with some questions worded ambiguous and it may take a long time to analyze¹² and be a bit lengthy for a board or superintendent to make effective use of.

The following questions were developed by the Gallup Organization and provided the key data for a mammoth research study over a 25 year period. They surveyed over a million employees in a wide variety of companies, industries and countries. The research was published in the book *First, Break All the Rules*, a study about management and managers.¹³ The answers could easily be answered online and summarized in a database and help pinpoint quickly the principals who may need the most help and training.

1. Do I know what is expected of me at work?
2. Do I have the materials and equipment I need to do my work right?
3. At work, do I have the opportunity to do what I do best every day?
4. In the last seven days, have I received recognition or praise for doing good work?
5. Does my supervisor, or someone at work, seem to care about me as a person?
6. Is there someone at work who encourages my development?
7. At work, do my opinions seem to count?
8. Does the mission/purpose of my company make me feel my job is important?
9. Are my co-workers committed to doing quality work?
10. Do I have a best friend at work?
11. In the last six months, has someone at work talked to me about my progress?
12. This last year, have I had opportunities at work to learn and grow?

Mentor Teacher Program

Again, all programs are dependent on the quality of the mentor. Just having a program on paper does not guarantee results. We don't have a system in place for measuring results that I know of. We want to fund success.

¹¹ Ibid page 36

¹² *Creating Conditions for Student and Teacher Success: A Report on the 2006 Kansas Teacher Working Conditions Survey* By Eric Hirsch and Scott Emerick with Keri Church, Cynthia Reeves and Ed Fuller

¹³ Ibid page 36

Early Childhood Recommendation Package

Thanks to Governor Sebelius and Speaker Neufeld, the most important research we heard this year was presented at the Governor's Summit on Early Childhood Education by Jack Shonkoff, MD. He indicated that the last 3 months of pregnancy and the first 18 months of life are the most critical in the formation of the brain. One businessman recommended taking money away from colleges, if necessary, to help this very special period of growth in the new baby. The data clearly indicated that the most important time to focus on was this critical 24 month period. One speaker went so far as to say, "If the brain was damaged or effected negatively by an overload of toxic stress during this period of time, then larger prisons will be the only way we can control the result". But here we are not educating children but mothers and fathers.¹⁴

Kansas Accounting Handbook¹⁵ and Chart of Accounts

The Commission recommended requiring training on the Kansas Accounting Handbook. This does not go far enough. The State of Kansas should adopt a detailed chart of accounts that is flexible enough that all schools and districts could use it. Training should be required and each school should be required to use the same chart of accounts. A system for measuring accuracy and consistency should be put in place to determine results. Each school's reports should flow into the internet so that data miners could be able to compare the financial expenditure with results and demographics to quickly see who is getting best results with the least expenditure. Currently this is done for teachers and principal salaries and the reports are very helpful. Why not allow all accounting to be included and accessible via Excel?

Post Audits re Financial Issues:

At the Chair's request the 2010 Commission was reminded of our duties to review financial data to see how efficient and effective our schools were in obtaining their outcomes. As a result we asked the Post Audit division to look into School District Efficiency to see how effective various districts were at handling the new money. This will be one of the most important audits we have requested.

Previous Minority Reports

Everything I have said in my previous reports still holds and all legislators should be advised to read them. Don't miss any of the exciting and instructional installments. They are free and online.

Finally:

Psychologist Ernest Becker¹⁶ stated that:

¹⁴ *Kansas Early Childhood Comprehensive Systems Plan*

¹⁵ *Kansas Accounting Handbook* Kansas State Department of Education June 2005

¹⁶ Quoted in the introduction to *In Search of Excellence* Thomas Peters and Robert Waterman, Jr.

He (the employee or teacher in our case) needs at one and the same time to be a conforming member of a winning team and to be a star in his own right.

Society...is a vehicle for earthy heroism...Man transcends death by finding meaning for his life...It is the burning desire for the creature to count...What man really fears is not so much extinction, but extinction with *insignificance*...

In other words, men willingly shackle themselves to the nine-to-five if only the cause is perceived to be in some sense great.

Kansas schools should provide this kind of environment for the teachers.



**Testimony on Senate Bills 407 and 408
To the Senate Education Committee**

**Presented by: David A. Smith, Assistant to the Superintendent
Kansas City, Kansas Public Schools**

February 11, 2008

Kansas City, Kansas Public Schools (KCKPS) serves more than 19,000 students from preschool through 12th grade. 80% of our students receive free/reduced lunch, 83% are members of a minority group, and 20% are English language learners. For the past 10 years, we have been engaged in a district-wide reform, First Things First, which has enabled us to raise reading proficiency on the Kansas Assessment Test from 11% ten years ago to 53%, and math proficiency from 3% to 53%. We are proud of our accomplishments to date, but not at all satisfied. Our goal for the year 2010 is 85% proficiency in reading, and 75% proficiency in math, for all of our students.

We believe our success to date is precisely because we have implemented reforms across the district, in all elementary, middle and high schools. We can see that as our elementary students get stronger and move into middle school, our middle schools get stronger, and our stronger middle school students are improving our high schools.

In order to get all students to proficiency, it is critical to make sure that children get off to a strong beginning. We know that the challenges of poverty frequently make it difficult for parents to provide their young children with the rich and stimulating environment necessary for optimal brain development. This presents particular challenges to districts that serve mostly poor students. We think that it is imperative that we take advantage of the window of opportunity we have to profoundly impact the brain development of our youngest children, by creating a strong, vibrant and coordinated system of early learning.

Our theory of action for continuing our improvement is to make sure that our students get off to a strong start. Our students must enter first grade at grade level, so we can move them forward toward proficiency on the state tests. For that reason, we are heavily invested in supporting early childhood education for our students.

We believe that the strongest system will emerge from a collaborative approach between the district, center-based providers, home-based providers and other supporters of early learning. To that end, we have been meeting with local early learning providers and supporters, and have been developing a strong collaborative team. Our efforts to collaborate at the local level will be strongly supported by a consolidation of early

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learning programs into a single state agency. This would help to ensure that we avoid the duplication of efforts, and make the most efficient use of the available resources.

We have had a strong history of working collaboratively with the Kansas Department of Education (KSDE.) They have provided a positive balance of pressure and support for our improvement efforts. KSDE has worked with KCKPS for a number of years to set goals for improvement, along with specific plans and objectives for achieving them. They meet with us on a regular basis, to make sure that we are doing what we have committed to do.

Kansas City, Kansas Public Schools strongly supports legislative efforts to consolidate early learning programs in the department of education. We believe that this would be the best way to support a strong early learning system, and to make sure that all students enter school ready to learn, thrive, and be successful.

Presented by; Marylee Griffiths
Early Childhood Coordinator Kansas City, Kansas Public Schools

Testimony February 12, 2008

Kansas Bill Subject No. 407

Transfer of authority of the Pre k Pilot Program from SRS to the State Board of Education (KSDE).

Background:

Two years ago Kansas City, Ks. Public Schools became one of six recipients to receive a **Pre K Pilot Grant**. It allowed several community agencies to collaborate to administer services to pre school students.

- Tri County Smart Start
- Head start
- Project Eagle
- The Family Conservancy

Kansas City, Ks. Public Schools has been involved with the **Ks. State Department of Education with the At Risk Four Year Old program for 10 years.**

We currently serve 510 four year old children in this program up from 200 preschoolers who received services ten years ago.

The WHO:

Currently between both of our grant programs we work with

- 750 District Students and 130 Community Agency Students
- 22 District Classrooms and 9 Community Classrooms
- 52 District Teachers and 17 Community Teachers

The HOW:

- Two grants written each year in late spring.
- Funding for AT Risk Four Year Olds is verified by mid June.
- Funding for Pre K Pilot is late July.
- This delay in notification creates difficulty in hiring of qualified staff.

The Collaborations between district and community based sites has been **united** due to the Pre K Pilot in these areas:

- Raising the qualifications of early childhood staff.
- Professional Development provided stressing research based strategies.
- Support by mentor coaches to follow up on the implementation of professional development in the classroom.
- Selection of Curriculum materials, classroom books, classroom materials

The Pre K Pilot is aimed at having **50% of the classrooms in school districts and 50% served through community agencies.**

- When we began we were 100% using Pre K dollars in the community.
- This year, we were able to braid some of our funding and this resulted in 2 classrooms that are at a school district site that are Pre K Pilots.



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Presented by; Marylee Griffiths
Early Childhood Coordinator Kansas City, Kansas Public Schools

The WHY? Best of Both Worlds

The addition of Pre K Pilot under the Department of Education

Pre K Pilot has additional criteria for children to qualify.

- Preschool children who have a parent who is active in the military
- Children who qualify for reduced meals.

Work Load/ Seamless Systems

- Streamlines the amount of paperwork/ monthly billing is time consuming.
- Year end reporting could be done as one report for the local area served.
- Communication with one source.

Professional Development

- Professional development is aligned to best practices that are researched.
- Job Embedded Coaching supports are averaging 18 – 20 hours a month at community sites.

Standards:

- Teachers working within the realm of early childhood can be teaching to a set of common standards such as (Ks. Early Learning Guidelines)

Staff:

- Educational Levels of staff will increase/ we need to look to the future to see how we can creatively assist and blend our resources to provide the best qualified staff for all of our early childhood centers.
- Some of the centers where the students are most in need are the ones with the lowest qualified staff members.
- It allows for creative staffing patterns (ex: hiring a person with a BS degree, but not necessarily a teaching license) **There are cost savings to this.**
- Provisional licensure/ or alternative routes to EC licensure

Assessments/ Short Term: Assessments for student/teacher observations are aligned.

Assessments Long Term: This would allow for follow up at kdg. 1st & 2nd grades to see how early childhood experiences are making a difference and where we need to make changes.

Transition:

- Family Service Workers become the transition agent to assist families with enrollment into their home school for kindergarten. This decreases lost time in the start up of the school year.
- Since USD 500 is on the receiving end of the new kindergarten students this transition step from a multitude of early childhood agencies is key.

Bottom Line:

- Children are receiving similar early childhood experiences whether they are in the school district or in a community agency.
- The parents have options; however the quality of the early childhood experience is leveled thus allowing new kindergarten students to be school ready.

Madam Chairman and Members of Senate Education Committee:

Thank you for allowing me the opportunity to speak to you today as a strong proponent in support of SB 407 and SB 408. I am Angela Lawrence, Superintendent of Dighton, KS USD 482. As a Superintendent in Rural Western Kansas there are many reasons why my district so strongly supports this proposal.

It is the philosophy of USD 482 that "All children can and will learn given the appropriate educational foundation." This foundation includes the opportunity to capitalize upon "windows of opportunity" as it relates to current brain research by the Kansas Action for Children Foundation that states: 1) 90% of a child's learning capacity is decided by age 5. 2) The intellectual, social and physical skills a child learns by age 5 are imperative for school readiness and lifelong learning. 3) Children who attend high-quality pre-kindergarten programs are more likely to graduate from high school and less likely to require government assistance as adults.

Knowing and understanding this research and believing that all children deserve to have an equal opportunity to a free and appropriate education regardless of their geographical location and the continual increased accountability as a result of NCLB led our district to develop a comprehensive Early Childhood Continuum of Services.

That Continuum in our district is comprised of an Early Childhood Special Education classroom that services 11 children with Individual Education Plans from ages 3 years to 5 years. This program was started in 1989 to identify, address, and educate individual students' with developmental delays. In 1991 our district began Parents As Teachers. This program provides parent education and developmentally appropriate services to children in our district ages 0-3. This program continues to grow and is very beneficial for our district in that it not only helps reinforce that a student's first and most valuable teacher is their parent/s, but it is an extremely valuable tool to the district because our PAT educator helps to identify those children ages 0-3 that may have

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developmental delays. This program is coordinated closely with services from Russell Childhood Developmental Center, which is able to provide extensive in home services to those children, and parents until they reach are eligible for Early Childhood Services as a three year old. We have offered all day Kindergarten since 2004. In 2005 after loosing our privately funded pre school in our community the district wrote a grant for the 4-year-old At-Risk preschool program. We were funded for seven slots. As a district, we opened this program up to all children ages 3-4 years charging a tuition rate comparable to the price of daycare to those children who do not meet any of the criteria of At-Risk. Three-year-old children attend three days/week and four-year-old children attend four days/week. This program has grown over the past three years and now provides developmentally appropriate skills to twenty-four students. Finally, our district offers a Kinderprep program to those students who are eligible for Kindergarten, but may not have the readiness skills necessary to successfully navigate their educational journey. These children attend a 1/2 day program with full day of Kindergarten the following year. The purpose of this program is to support the district philosophy that "Education is a journey; not a race." In addition to all of the services mentioned above for children ages' birth to 5, our district has an Interagency Early Childhood Council comprised of all the teachers of these programs and all the community officials that also provide services to children and their families. This council meets quarterly to efficiently coordinate efforts and ensure that services are being provided.

Because we are a rural district, services for children ages 0-5 are not readily available in our community. However, because we understand the importance of those years and how learning can be significantly impacted during that time we work diligently to identify needs and coordinate services among all children. We have made a conscious effort to provide and fund quality early childhood education services. The benefit to our community and to our children is evident through our continual improvement in test scores and AYP, certificates of Standards of Excellence, Challenge

Awards and a decrease in the number of identified special needs among students K-3rd grades.

In conclusion, by supporting SB407 and SB408, better coordination of services, more equal opportunities for all children and stronger alignment of future services for all children K-12 would substantially increase. Thank you for your time and consideration on these bills.

Respectfully,
Angela Lawrence
Superintendent USD 482
Dighton

Circle of Learning

ECSE
1989

Pre-Kindergarten
2006

PAT
1991

4 Year-Old
At-Risk
2005

All Day
Kindergarten
2004

Circle of Learning

**Birth to Kindergarten
Dighton, KS**

What We Believe

- All children can learn
- It is our responsibility to give every child the best possible educational foundation
- Education is a Journey-Not a Race
- We must continually develop hooks for children to hang their knowledge on
- As children get older, the window of opportunity closes ever so slightly

What We Believe

- High expectations for all students is the norm
- Communication at all levels is essential
- The proof is in the pudding-look at the data and let it drive decision making
- Collaboration among staff, parents, and community is vital to program success

What Does the Research Say

- Experience shapes the brain
- Memory is not stored in a single location in the brain
- When you recall memory, you must reconstruct it
- Multimodal instruction makes sense
- Hands on play is best
- The brain is innately curious and designed to learn
- There is a strong link between early exposure to books and success in school

What Does the Research Say

- Emotion is the primary catalyst in the learning process
- The environment must be physically and psychologically safe for learning to occur
- Teach students to construct graphics
- Offer opportunities to simulate events and concepts
- Provide opportunities for interaction
- Engage students in projects and problem solving
- Give students hands on concrete experiences
- Use music, rhyme and mnemonics

What Does the Research Say

- 90% of a child's learning capacity is decided by age 5
- The intellectual, social and physical skills a child learns by age 5 are imperative for school readiness and lifelong learning
- Children who attend high-quality pre-kindergarten programs are more likely to graduate from high school and less likely to require government assistance as adults
- Reading more to kids leads to kids reading more

What We Have

- Since 1989-Early Childhood Special Education for Developmentally Delayed Children 3yrs.-5yrs
- Since 1991-PAT-Parent Education for children 0-3 yrs.
- Since 2004-All Day Kindergarten
- Since 2005-4 Year-Old At-Risk Preschool
- Since 2006-Kinder Prep

In Addition... We Have

- Russell Child Development Center
- Lane County Library Child Services
- Lane County Health Department
- Lane County Early Childhood Interagency Council
- Early Childhood Leadership Conference Committee

ECSE

- This program was established for children 3-5years of age to address developmental delays
- Children were identified by offering community wide screenings
- Each child is given a comprehensive psychological evaluation
- If a delay is noted, an IEP is written

ECSE

- A language rich program that offers circle time, free play, story time, work time, role playing
- Offers a PEER modeling piece
- A child's time in program is determined by severity of need
- A full time paraprofessional works with classroom teacher
- Teacher works closely with Speech Pathologist
- Speech Pathologist is an integral part of the classroom as well as offering individualized pull out.

ECSE

- This program serves 7-15 children yearly
- This program is housed next to the 4 Year-Old At-Risk Preschool program
- Teachers from both programs collaboratively program plan and discuss individual's needs

PAT

- The main premise of this program is that parents are their child's first and most influential teacher
- It serves children 0-3 years old
- It offers home visits
- It offers organized play groups
- It offers developmentally appropriate educational material for parents
- It offers referral service if necessary

PAT

- Lending Library/RIF Grant/Free Books
- 6 Group Meetings Yearly
- Screenings for Developmental Delays
- 2006-07 program enrollment was 43 with a total of 37 families served
- Names of new families with children from 0-3 years are obtained through Lane County Health Department

PAT

- Home visits for children 0-18 months are scheduled monthly
- Visits for children 19-36 months of age are scheduled bi-monthly
- High risk families have the opportunity to receive monthly visits
- Developmental screenings are performed at 12 months, 24 months and 36 months

PAT

- The PAT Coordinator was invited by the Kansas Health Foundation to take a group of community members to a Leadership Conference which focused on the importance of the early childhood years
- The group was invited back again this year
- The PAT Coordinator also developed the Lane County Early Childhood Interagency Council

All Day Kindergarten

- Taught with newly adopted KS Standards for Kindergarten in 2002 half day only
- Spent 2003 researching All Day Kindergarten, Educating Community, Developing Screening Tool to assess Readiness Skills, Finding Resources to fund the other half day
- 2004 Implemented All Day Kindergarten and half day services to those who did not meet readiness skills as outlined by the screening tool

All Day Kindergarten

- The Kindergarten Round-Up is held annually in May
- All children of age are required to be screened
- 80% or higher is expected to qualify for All Day Kindergarten
- Those falling below 80% as a result of the screening are allowed to attend Kinder Prep

All Day Kindergarten

- Since the implementation of All Day Kindergarten, all children are reading readers by 1st quarter.
- By the end of school year, students are reading the first book of the first grade basal
- Animated Literacy is used to teach phonemic awareness and letter recognition
- Writing has improved greatly as students journal daily

All Day Kindergarten

- Cognitive Guided Instruction is being used to develop math skills-rich with a variety of manipulative and story problems
- A Science Backpack is sent home with a student weekly. On Friday the student shares and experiment with the class
- Songs and Movement are an integral part of the curriculum

All Day Kindergarten

- The screening piece for Readiness Skills makes this program different from other All Day Kindergarten Programs across the state
- It was developed by our Kindergarten Teacher and is refined each year
- The biggest impact of this piece is that so much more is accomplished in this program because all the children that are there are ready to be there

All Day Kindergarten

- Those children who are not quite ready are given extra time to mature, develop skills and be more successful
- The screening piece includes the following: areas Participation in Round-Up, Date of Birth, Self-Help, Cognitive, Personal/Social, Fine Motor, Gross Motor, Language, Preschool

4 Year-Old At-Risk Preschool

- Began in 2005 after loosing the private Pre School in our community
- Originally funded for 8 students
- This year 7 students qualified for At-Risk
- We offer this program to three year olds two days/week a.m. or p.m. who pay tuition
- We offer this program to four year olds who are not At-Risk four days/week a.m. or p.m.

4 Year Old At-Risk Preschool

- This program develops oral language, phonological awareness, concepts of print, alphabet knowledge, writing, and comprehension
- This program develops identification of, recognition of and reproduction of numbers and shapes
- Number sense, patterns and counting, calendar and problem solving are introduced and practiced

4 Year-Old At-Risk Preschool

- Curriculum for language includes letter recognition, writing letters, writing names, producing rhyming sounds and oral communication skills
- Gross motor skills are developed through running, jumping, skipping, hopping and galloping
- Fine motor skills are developed through muscle control development by cutting, writing, drawing, and other eye-hand coordination skills

Kinder Prep

- Was created out of the need to continue to help develop Kindergarten readiness skills for those students who did not qualify after being screened, or for students who move into the district and do not exhibit the readiness skills to be successful in an All Day Kindergarten Program
- Offered in the mornings only
- Served 9 students this year, but typically serves 5

Kinder Prep

- The focus in Kinder Prep is to develop the skills that are assessed on the Kindergarten Screening Tool
- Social Skills are also very important in this program
- This is a language rich environment that includes an emphasis on literature and number sense

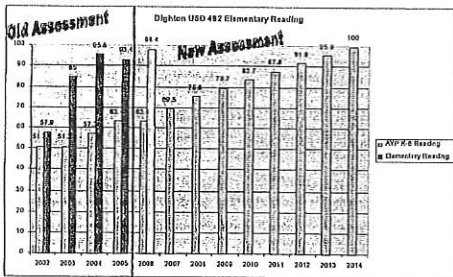
Proof This Works

- | | |
|--|---|
| ■ All Day Kindergarten Pre-Reading Scores for 2006-07 Class
Average was 28% | ■ All Day Kindergarten Post-Reading Scores for 2006-07 Class
Average was 95% |
| ■ All Day Kindergarten Pre-Math Scores for 2006-07 Class
Average was 41% | ■ All Day Kindergarten Post-Math Scores for 2006-07 Class
Average was 96% |

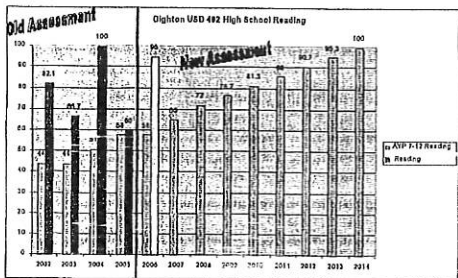
Second Grade Reading Diagnostic Results

- Results 2004-2005
 - Tested: 17
 - Above Grade Level: 12
 - At Grade Level: 2
 - Below Grade Level: 3
- Results of 2006-07
(The first class to have
All Day Kindergarten)
 - Tested: 16
 - Above Grade Level: 7
 - At Grade Level: 8
 - Below Grade Level: 1
- Results 2005-2006
 - Tested: 17
 - Above Grade Level: 4
 - At Grade Level: 8
 - Below Grade Level: 5

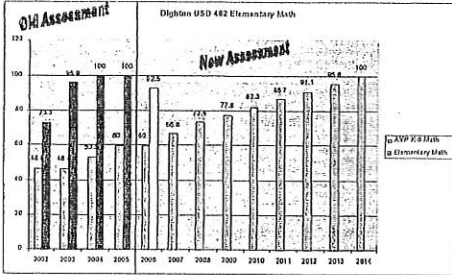
USD 482 Elementary Reading AYP Chart



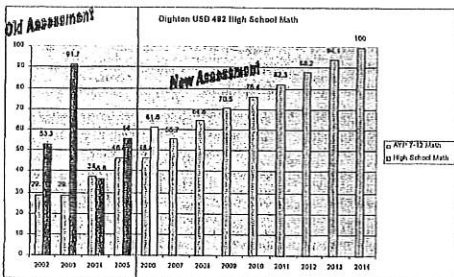
USD 482 High School Reading AYP Chart



USD 482 Elementary Math AYP Chart



USD 482 High School Math AYP Chart



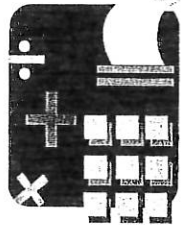
So What Does All This Cost?

- The district receives 35% or about \$16000 from the state grant to help fund the PAT program. The district matches by 65% which is \$10,400 plus we supplement from General Fund approximately \$20,000



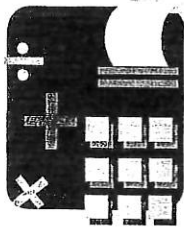
So What Does All This Cost?

- The ECSE Program costs the district approximately \$30,000 yearly. The teacher and paraprofessional's salaries are partially reimbursed by State Aid through SPED.



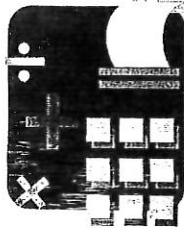
So What Does All This Cost?

- The 4 Year-Old At-Risk Grant provides the district with about \$15,110. The district receives approximately \$5000 in tuition. The district supplements from General Fund approximately \$40,000/yearly.



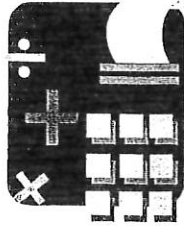
So What Does All This Cost?

- 100% of the Kinder Prep Teacher's Salary is paid from K-12 At-Risk Funds-\$30,000. 50% of the All Day Kindergarten Teacher's salary is paid by K-12 At-Risk and 50% by General Fund-\$45,000.



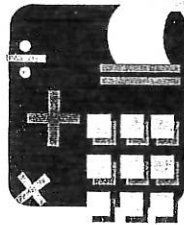
So What Does All This Cost?

- This year alone, we served 106 child between all five programs.
- We spent a total of \$175,400 on all five programs
- \$1654.72/child



So What Does All This Cost?

- Research states that for every \$1 spent on quality Early Childhood Programs, \$7 are saved on later services such as Special Education, Welfare, and Criminal Justice Expenses.
Kansas Action for Children-
Kansas Health Foundation

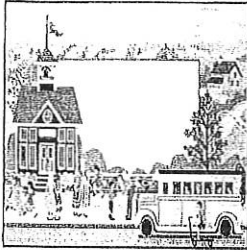


So What Does All This Cost?

- If the research holds true, and we did nothing to provide quality Early Childhood programs the cost to our society would be \$1,227,800.
- In comparison, \$175,400 is very cheap!!!



Added Benefits



- Our enrollment in Dighton was up by 14 students this year. It does not reflect in our FTE because these children landed in our Early Childhood Programs.
- One family drove 30 miles one way with their 3 year old to preschool, paid tuition and stayed in town while preschool was in session "just for the opportunity."

Added Benefits



- Our numbers for next year in four of the five programs are again going to be up by at least four.
- We are anticipating...
 - 40 PAT children
 - 25 Preschool children
 - 13 ECSE children
 - 4 *Kinder prep*
 - 28 Kindergarten

Added Benefits



- Two parents with three year old children enrolled in preschool wrote and were funded for \$10,000 from Smart Start to provide developmentally appropriate playground equipment for the Preschool.

Added Benefits



- The community donated in kind funds totaling over \$5000 to this project.
- This money was collected from the community before word of award was final.

Added Benefits



- The community is really beginning to understand and appreciate the benefits of the programs that we offer.
- The community is very supportive of our programs.
- Parents of small children are very interested in the development of their children and their future education.

Added Benefits



- Parents are getting involved earlier in the education of their children by volunteering and taking advantage of other school related activities and programs.

**So What Else Do We Have That
We Can't Put a \$ On?**

- Lane County Health Department
 - Does a great job helping people apply for WIC
 - Work closely with school to make sure all students' immunizations are up to date
 - Do Kindergarten and Preschool Physicals
 - Car Seat Program-Rental/Installation
 - Offer Health Education about Diet and Nutrition
 - Provide Hearing and Vision Screenings
 - Participate in the Kan Be Healthy Program
 - Stock and Operate Local Food Bank

**So What Else Do We Have That
We Can't Put a \$ On?**

- Russell Child Development Center
 - Serves children in our community, in their homes ages birth to 3 years who have been identified by our PAT Coordinator or County Health Nurse as having a developmental delay
 - They do more thorough screening and write an IFSP (individual family service plan) to address needs
 - They provide services to address these needs and referral for further medical attention if necessary-free of charge to all families who have a need

**So What Else Do We Have That
We Can't Put a \$ On?**

- Lane County Library
 - Offers Wee Readers-A weekly story time for children 0-3 years
 - » This program focuses on books, songs, and finger plays
 - » Parents and Caregivers must attend with their child
 - Kid Kapers
 - A weekly story time for preschool age children 3-5 years
 - This program focuses on literary experiences through stories, movies, flannel boards, role playing

So What Else Do We Have That
We Can't Put a \$ On?

■ Lane County Early Childhood Interagency
Council

- This council was started by our PAT Coordinator with the hopes that all agencies serving young children in our community could come together quarterly to plan and assist each other and to strengthen all programs
- The Councils is comprised of Building Principal, PAT Coordinator, ECSE Teacher, 4 Year Old Teacher, Kinder Prep Teacher, Kindergarten Teacher, Hospital Administrator, Librarian, Representative from Russell Childhood Development, Area Mental Health, Ministerial Alliance

So What Else Do We Have That
We Can't Put a \$ On?

■ Early Childhood Leadership Team

- This team was comprised of 7 community members who traveled to Wichita to learn more about the importance of Early Childhood.
 - » They came back to our community and met with me
 - » They Raised \$1150 which funded 7 second semester scholarships for 3 year olds who had a financial need
 - » They developed bylaws
 - » They elected officers
 - » They developed rotating terms for members

So What Else Do We Have That
We Can't Put a \$ On?

■ Early Childhood Leadership Team

- This year a newly formed team of 10 will be attending the Conference hosted by the Kansas Health Foundation
 - » This years conference agenda is"
 - "Early Childhood Development: Framing a Powerful Message for Your Community
 - I am excited to see what this group brings back

Long Term Goals

- Continue to Provide as much early education to parents and children as possible by finding and allocating funds
- Continue to have a systematic approach in identifying needs of individuals as well as district (data driven-
- Recommendations from PAT, 4-Year Old At-Risk, ECSE, KP, and K teachers)
- Continue to educate community and lawmakers on the importance of quality early childhood education to retain programs

Testimony to the Senate Education Committee on S.B. 407
Mary Baskett, Executive Director
Kansas Head Start Association

Thank you for the opportunity to testify today about Kansas Early Head Start, a program which promotes healthy child development and family self-sufficiency. Our association represents all 17 Early Head Start programs, serving over 1,700 families in 50 counties. Ninety percent of our families are at or below the federal poverty level—currently \$20,650 annually for a family of four. The families we serve face daunting challenges in raising their children while working to lift themselves out of poverty. Through Early Head Start, they set goals and learn skills in literacy, budgeting and good parenting.

We serve pregnant women, ensuring they receive regular prenatal care and the social supports necessary to prepare for parenthood. Families receive weekly 90-minute home visits when they are home with their children. When they are working or attending school, children are in child care that meets the same high Performance Standards as an Early Head Start program. Kansas Early Head Start has been instrumental in increasing the quality of child care in our state.

Kansas Early Head Start is a national model which has been frequently recognized for its quality, innovation and impact on the broader early learning field. We were the first federal state partnership in the country to provide Early Head Start services, and the first state to mandate child outcomes reporting.

In considering a change in lead agency, we urge you to ensure that Kansas Early Head Start maintains its:

- Comprehensive services, which include but go far beyond early childhood education into health screenings, referrals and followup for women and children, as well as extensive social services for parents to help them move into self-sufficiency.
- High quality standards for both the Early Head Start programs and their 150 child care partners.
- Strong relationships with child care programs and TANF which are critical to serving our children and families effectively
- Federal-state partnership and the ability to blend dollars from several federal and state sources effectively. Currently 70% of Early Head Start funding comes from federal dollars. Federal funding could be lost if programs are not held accountable to Early Head Start Performance Standards.

The Kansas Head Start Association is not advocating for a particular lead agency, but we want to ensure that its quality and effectiveness are retained. We urge that there be adequate time for all parties to consider the potential impact and implications of a change in lead agency.

Kansas Head Start Association

785-856-3132

February 11, 2008

*Senate Education Committee
2-11-08
Attachment 5*

Testimony of Leadell Ediger
Executive Director of
Kansas Association of Child Care Resource and Referral Agencies
Senate Education Committee
February 11, 2008

Good afternoon, my name is Leadell Ediger, I am the Executive Director of the Kansas Association of Child Care Resource and Referral Agencies. KACCRRRA is the network of child care resource and referral agencies that serves all 105 counties in Kansas. We work daily to ensure that families have access to affordable, high-quality child care all across Kansas. We are in a unique position within communities to not only work with parents, but also child care providers and state and local government to strengthen the quality of child care.

The early childhood community is pleased that the Senate Education Committee is researching the complex issue of governance. I hope I can provide some insights from the provider community regarding how Kansas can create a structure that meets our children's needs:

First, let's build on our strengths

- **The Legislative Post-Audit Report found no basis for radical changes**
 - In fact, the report was unambiguous – the departments in Kansas are generally coordinated, there is no significant duplication, and there is no waste, fraud and abuse.
 - Any new governance structure should recognize that Kansas is already building on several strengths and should not undermine the current, productive climate.
 - It takes time not only for planning, but for implementation of new governance structures. The more of a change it is from the existing structure, the more time it will take. The average is two years from planning to operation, but several states have taken three years. This is particularly the case when large systems such as child care subsidy are changed.
 - It strikes me that you may want to take a closer look at the Children's Cabinet Early Learning Coordinating Council (ELCC). That group, if given the latitude and resources, could relatively easily be utilized in this newly contemplated structure. I serve on the ELCC and have been impressed by the composition of that group. The representation from different disciplines would help to facilitate a more comprehensive conversation around early learning, truly helping children get ready for school – the intent of the legislation passed in 2007 to create an Office of Early Learning. The ELCC could serve as the body that supports creating the appropriate, non-duplicative and productive accountability lines in any new structure.
 - And, as we're thinking about reorganizing early education, I'd suggest that we leverage the strengths of agencies. SRS does a great job of distributing the subsidies for child care for children under five. Why would we change something that is working? It seems to us in the early learning community that you continue to look for a structure, similar to what has been proposed, which allows each State agency to play to its strengths, but creates a unified vision, and increases coordination and accountability.

Second, I would be remiss not to mention that there is a large group missing from the table

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- Although I was pleased to see the care and thought that has gone into some of the early discussions, I do want to caution one area that seems to be missing from the conversation – private providers.
- Private providers offer parents choice and flexibility in meeting the early education needs of their families. I do not believe it is your intent to limit parent choice, but private providers should be more directly involved in helping to facilitate any governance change.
- At least 50% of the Pre-K pilot sights are in community based programs, these sights are intentionally designed for optimum play and learning of young children.
- Early learning happens in all types of settings, first at home, then in a myriad of early learning settings: family child care homes, group child care homes, child care centers, Preschools, Head Start, and yes, school-based programs. I encourage you to embrace the diversity of settings that most meet a families needs.
- The bottom line is that we need to make sure that any new governance structure is inclusive of private providers so that the end goal of high quality early education extends to all families in Kansas who want it.

Third, let's learn from other states, but focus on Kansas' needs

- We've looked at many of the other states. Although there is no one size fits all solution, there are some good ideas from other states that we can customize for Kansas.
- Informal agreements, willing individual collaborators, and the right intentions are necessary but not sufficient for the kind of change it takes to better organize and manage a statewide early education system.
- States that have made progress have started by understanding that good will is not good enough—there must also be agreement and clarity about who has responsibility and authority to make decisions over program operations, policies, and budget. In short, leadership and accountability.
- Kansas has some unique agencies, in that many serve at the pleasure of the Governor, while others report to an elected body. This fact may present the legislature with challenges and opportunities in any restructure. What is sure is that the added complexity will take time to understand and implement.
- Making these changes is a mix of science and art. Developing new infrastructure and coordination for the early education system should always start with the best research evidence about what young children need to be successful.

Finally, and in conclusion, I just want to emphasize that any conversation about change in governance and structure not lose sight of the big picture – making high-quality, voluntary, early childhood education programs available to every parent and child in Kansas who wants to participate. To do this we need resources, we need high quality teachers, we need high quality curriculum and we need strong professional development for existing and new programs. We can give Kansas children the tools for success in school and beyond. If we stay focused on this vision, the structure will follow.



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Partners in America's Poverty Fighting Network

Legislative Testimony of TAWNY STOTTLEMIRE
Executive Director - Kansas Association of Community Action Programs

February 12, 2008

Opposing Senate Bill 407 – Specifically, Section 2, removing the Kansas Early Head Start Program from the Department of Social and Rehabilitation Services

- Community Action Agencies are comprehensive anti-poverty organizations addressing the myriad of causes and conditions that contribute to poverty in our State. Six of Kansas' eight Community Action Agencies offer Head Start programs and four operate Early Head Start programs. KACAP represents 40% of the families served in the Kansas Early Head Start program.
- Not enough information is known and sufficient plans are not in place to successfully realign the Kansas Early Head Start program. To protect the quality of the program, to protect the families and children served through the program, more detailed plans and answers must be obtained.
- The Kansas Early Head Start Program is far more than an early childhood education program. Early Head Start puts significant focus on family development and promoting economic self-sufficiency. It is closely tied to the mission of the Kansas Department of Social and Rehabilitation Services.
 - Three of the four outcomes goals established for this program focus outside of early childhood education. Two outcome goals focus on creating healthy, thriving families and a third focuses on building community partnerships and improving capacity of child care providers.
- Important and helpful connections have been made between the Early Head Start program and other SRS programs.
 - Information sharing between programs within SRS has had direct and positive impacts on recruitment and enrollment of low-income families into Early Head Start.
 - The federally funded Head Start Collaboration Coordinator is housed in SRS.
 - **Ask:** what specific plans have been laid out to protect, secure, or reinforce the existing, highly successful relationships, the vital information sharing about low-income families, and other formal connections outside of SRS?
- **Ask:** How will nearly \$8 million dollars currently used to provide Early Head Start services in Kansas will be replaced if the program is moved? 70% of \$11.4 million for this program come through the federal Child Care Development Fund. **Ask:** Will SRS guarantee that the Child Care Development Fund resources will be transferred with the program?

KACAP Member Agencies

Community Action, Inc.

East Central Kansas Economic Opportunity Corporation

Harvest America Corporation

Mid-Kansas Community Action

Northeast Kansas Community Action Program

Southeast Kansas Community Action Program

Senate Education Committee

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Attachment 7



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Testimony of T. Stottlemire, Continued, Page 2

- Plans are not in place to protect the quality assurances the program currently offers. The federal Head Start Performance Standards protect and ensure that Kansas children and families are getting quality, and that taxpayers are getting the maximum return on their investment. **Ask:** How would the Performance Standards continue to be safeguarded, particularly if the federal funding requiring those standards is no longer available to the Kansas Early Head Start program? **Ask:** How would high-quality, Early Head Start programs with a proven track record of success remain competitive and viable in a completely different and potentially reduced funding scenario? **Ask:** Will Kansas Early Head Start lose valuable training and technical assistance funding if the program no longer receives CCDF monies?
- The existing Kansas Early Head Start Program is *very* successful.
 - First in the nation to integrate state and federal funding to support quality early childhood and family development programming.
 - Kansas has a model program – other states have replicated our design and our partnerships. Researchers and family-focused foundations have lauded the program's accomplishments.
 - The National Center of Children in Poverty – Columbia University – NY recognized Kansas Early Head Start as a national model, focusing on partnerships within the community.
 - The David and Lucille Packard Foundation recognized Kansas Early Head Start as a national model
 - The Annie E. Casey Foundation highlighted Kansas' Early Head Start design and outcomes
 - Kansas Early Head Start already successfully coordinates and eliminates duplication of services.
- **More answers are needed. The member agencies of the Kansas Association of Community Action Programs request that you remove the Early Head Start program from Senate Bill 407 in order to provide for the planning necessary and to get critical questions answered before uprooting 10 years of designed, intentional, and effective success.**

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Southeast Kansas Community Action Program

Early Head Start Helps Families Achieve Self-Sufficiency

Case Study: Annie Henry

“SEK-CAP, Inc. Early Head Start has allowed me to work and not worry about the cost and quality of care for my children. I have been able to maintain my sobriety with help and emotional support through the Early Head Start Staff. Road blocks that were common in my life, such as affordable quality childcare (in a therapeutic environment), access to professionals (providing me with many opportunities for my abilities) and skills to be a better parent have been eliminated. I have been able to bond with my children through Early Head Start activities, prepare for job readiness, and attend the parent leadership conference to grow and develop skills I was unaware I had.”

Alone, homeless, addicted to drugs, the mother of a 14 month old child and pregnant. That is the situation that one Early Head Start parent found themselves in. Annie lost the security of the only home that she and her child knew and was on probation for a drug felony. At the Women’s Renewal Center for drug and alcohol treatment, Annie had the opportunity for treatment. Her long journey through extended treatment had little or no support from family or friends. Annie’s strict regimen consisted of back to back counseling sessions each day and attendance at the Narcotics Anonymous Meetings weekly.

Annie graduated from the Women’s Renewal Center in 2006. With the assistance of the Early Head Start family educator and SEK-CAP, Inc Housing Services she was awarded a HUD Section 8 Temporary Based Rental Assistance Coupon. At that time, her only income was general public assistance through Social Rehabilitation Services.

Heath, the father of her youngest child (Hayden) proposed to Annie and they decided that they would move into one household. Heath has assumed the father role to both children. He works in Fort Scott Kansas for Pro-Building Supply as a laborer.

Professional development and leadership have been a focus for Annie. She worked with the Early Head Start Employment Services Coordinator on developing her job skills through mock interviews, how to dress for success and resume writing. Annie was chosen to represent the Policy Council by participating on an Early Head Start Staff interview team with the Assistance Head Start Director, Joanie Burke. This experience provided Annie with another view of the interview process and offered a valuable piece of parent input to the interview team and was very helpful to the development of Annie’s interview skills. The main barrier to employment has been Annie’s felony conviction. The Early Head Start staff and Annie practiced appropriate dialogue and disclosure of the felony issue if a prospective employer brought it up in an interview. Annie was successful at getting part-time employment at Girard Medical Center in Housekeeping.

After four months of successful employment, Annie gave her notice to the part-time employer and went to work at Epixstar, a local telemarketing company. This was a full-time position. Unfortunately, 6 months later, they dismissed her due to absentee issues. Annie had been feeling ill while she was on the job and when discussing this with her, we discovered it was due to a lack of being challenged in her job and she simply didn't enjoy the work.

One week after being fired, Annie secured a job in Fort Scott at Pro-Building Supply as an office clerk. After four months, Annie contacted the Early Head Start Staff unhappy with that work situation. We discussed the pattern of three to six months job history and needing to work out conflicts that arise in the workplace. Annie was pro-active and used her conflict resolution skills to resolve the problems that were identified. Annie talked to the owner about her concerns and suggestions for resolving the conflicts and within a week she was promoted.

Annie, Heath and the children are currently renting a home in Uniontown, Kansas (close to her mother) and both working at Pro-Building Supply. This move has allowed them to expand their support system and reduce the cost of traveling to the workplace. They both work at the same location and share transportation expenses.

Annie currently serves in leadership the role of Secretary on the Policy Council. She was chosen to represent SEK-CAP at the national Parent Leadership Conference in Indianapolis. She has volunteered numerous hours during her involvement with Early Head Start and continues to maintain a healthy relationship with her fiancé while she has also managed to maintain her sobriety.

Testimony on SB 408
Before the
Senate Education Committee

By: Katherine Kersenbrock-Ostmeyer, Northwest Kansas Educational Service Center
Director of Special Education, Part C Early Special Education Childhood Coordinator

Madame Chairperson and members of the committee; thank you for the opportunity to offer comments and support on SB 408, which would transfer the authority of the Infant/Toddler (Part C) Children with Disabilities Services Program to the Department of Education. As an administrator working in both Part C (tiny k) and Part B Special Education programs, I have experience with many state agencies and truly believe the Kansas Department of Education (KSDE) best meet the needs of children and their families with disabilities.

In support of SB 408, I have compiled several supporting realities:

First, for the last decade a large amount of attention has been focused on a seamless education system.

Specifically in Kansas licensure for educators was redesigned to look at Birth to 8 initiatives.

At the national level--the **President's Commission In Excellence in Special Education** (2002) criticized Early Childhood programs and recommended a "seamless system for infants, toddlers, children and youth with disabilities birth through 21." The study further indicated that **State Education Agencies** would best monitor and enforce compliance for service as a part of the overall monitoring of the IDEA (Individuals with Disabilities and Education Act).

More recently, the Rocky Mountain Regional Resource Center has reviewed Federal compliance concerning Early Childhood Indicators in Special Education and found that Part C lead agencies housed within Education Departments demonstrated higher levels of compliance especially in early transition services.

Numerous articles within professional literature stress the importance that children with disabilities are children first, which entitles them to be educated within a general or natural environments education approach. Promoting separate systems for the education of children with disabilities inhibits the momentum towards continued reform in developing universally design programs.

I strongly believe in the education of all children and youth within one system of education. With this belief, only "one education agency" focusing on services to **all** learners including special education to our youngest and most vulnerable "makes sense to me." Dissecting one special education program (Part C) from the bigger education system will not encourage a seamless approach for all learners.

Second, the US Department of Education serves as the lead agency for Part C. Many of the newly authorized initiatives coming from the federal government are Birth to 5 oriented. With KSDE working with the US Department of Education routinely on other issues -- it seems likely a duplication of service within Kansas can be reduced.

Third, when dealing with special education and/or general education issues--KSDE has always provided guidance. As I work with both special education services under Part C (Birth to 3) and Part

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B (3 to 21), I can attest that KSDE promotes and ensures stronger programs and supports for children with needs. The depth of information from an agency whose main focus is education simply "makes a difference."

Fourth, KSDE as the lead agency for Part C would ease some of the "red tape" in program administration and workload. Currently, many special educators work in both Part C and Part B programs. Having one lead agency for all special education programs would ease some of the duplication in discussions that have to occur surrounding program improvement and service to children. At times, the information from separate agencies seems contradictory and confusing. Having one lead agency for both special education programs would smooth communications and reduce the need to attend one meeting for Birth to 3 children with one agency and another meeting with 3-5 year-old issues elsewhere.

Fifth, funding for most special education flows through KSDE. Streamlining the funds for categorical aid and other federal dollars would best be managed at one source. As an administrator working in both programs, KSDE has always provided stable, consistent, and timely figures that have allowed annual budgets to be built. Agencies who don't understand school district budgets are not always prepared for the needs associated with programs collaborating in local education arenas. Additionally, I have often wished that KSDE had control of all Part C funds to be assured all networks were following equitable and consistent procedures. Although no program likes to lose money in an audit, I can attest that in the last 14 years of which I have worked directly with KSDE auditors. I have never had issues with Part C funds.

Sixth, Part C is a relatively small program in the scheme of many programs administered by KDHE. As has happened in the past with KDHE, I believe this program will get lost in separate non-education focused bureaucracies. Placing Part C with KSDE will assure its position as an important part of the overall education process. Just as local school districts are realizing that to truly impact **annual yearly progress** the area to be addressed is strong early childhood programs.

Seventh, KSDE has proven to be a true collaborative partner from the state to local level. Within our local Northwest Kansas Interagency Coordinating Council (EC3), education serves as a major contributor. In Northwest Kansas, NKESC houses many early childhood programs—Part C *tiny-k /* special education, Parents as Teachers, Head Start and beginning this year Early Head Start. NKESC also collaborates (and was instrumental in the application to become one of states first) Smart Start grants. With this rich history and experience I can honestly say, "we work collaboratively." I can also with experience say that of the agencies we work with KSDE is the easiest to access for clear direction, guidance and availability for questions.

Once again, thank you for considering my thoughts and opinions on this important issue.

• MAKE A •
Difference

TESTIMONY BEFORE SENATE EDUCATION COMMITTEE – SB 408
February 11, 2008 – Doug Bowman

Madam Chairman and members of the committee, I thank you for the opportunity to provide you with information regarding SB 408. My name is Doug Bowman, and I am staff to the Kansas Interagency Coordinating Council on Early Childhood Developmental Services.

At the request of Governor Sebelius, the Council undertook an in-depth study on the topic of lead agency for Part C of IDEA which consumed most of the first half of 2007. We carefully examined proposals from both SRS and KSDE. Both agencies and their staff were very helpful in supplying answers to our many questions. We conducted numerous public hearings, took oral and written testimony, and heard from over a hundred persons interested in this topic. The Council created a six-page side-by-side comparison document exploring the various aspects of this public policy decision. We would be pleased to provide you with it.

In April of 2007, the Council voted on this matter. Our recommendation to Governor Sebelius was to name SRS as lead agency. Federal law gives her the authority to designate the state lead agency for Part C of IDEA, or *tiny-k*. We await her decision on this policy matter and stand ready to assist in any possible changes.

There exists a strong consensus among the Council members that the greatest challenge facing our *tiny-k* system continues to be inadequate funding. We will devote most our efforts towards rectifying this shortcoming. Inadequate funding may cause our local partners to abandon the public-private collaboration that has made this a successful program. These important, intervention services are vital to the well-being of our young families. The future success of these vulnerable young people is at stake. We must increase our investment in their lives.

Thank you for your time and attention. I will stand for questions.