

MINUTES

2010 COMMISSION

July 30-31, 2007
Room 514-S and 123-S—Statehouse

Members Present

Rochelle Chronister, Chairperson
Dr. Ray Daniels, Vice-Chairperson
Representative Clay Aurand
Representative Sue Storm
Carolyn Campbell
Barb Hinton
Dennis Jones
Emile McGill
Lee Urban
Don Jordan, ex officio (July 30)
Jim Redmon, ex officio (July 30)
Dale Dennis, ex officio (July 30)

Members Absent

Senator Jean Schodorf
Rod Bremby, ex officio (July 30)
Stephen Iliff

Staff Present

Sharon Wenger, Kansas Legislative Research Department
Michele Alishahi, Kansas Legislative Research Department
Theresa Kiernan, Office of the Revisor of Statutes
Dianne Rosell, Office of the Revisor of Statutes
Janet Henning, Legislative Educational Planning Committee Assistant

Others Present July 30

Gayle Stuber, Kansas State Department of Education
Bill Hagerman, Kansas State Department of Education
Norma Cregan, Kansas State Department of Education
Patty Gray, Kansas State Department of Education
Jodi Mackey, Kansas State Department of Education

Candy Shively, Department of Social and Rehabilitation Services
Linda Kenney, Kansas Department of Health and Environment
Tom Krebs, Kansas Association of School Boards
Mark Tallman, Kansas Association of School Boards
Joe Lawhon, Legislative Division of Post Audit
Melissa Doebelin, Legislative Division of Post Audit
Scott Frank, Legislative Division of Post Audit
Jill Shelley, Legislative Division of Post Audit
Justin Stowe, Legislative Division of Post Audit
Bobbi Mariani, Department of Social and Rehabilitation Services
Katie Firebaugh, Kansas Action for Children
Doug Bowman, CCECDS
Jennie Rose, Kansas Children's Service League
Jennifer Crow, Kansas Coalition for School Readiness
Bob Vancrum, Blue Valley Schools
Mark Desetti, Kansas National Education Association
Dodie Wellshear, United School Administrators of Kansas
Deb Voth, Rainbows United, Inc
Cindy D'Ercole, Kansas Action for Children
Anne Maack, Kansas Coalition for School Readiness
Mark Bozanyak, Capitol Strategies
Val DeFever, Schools for Quality Education

Others Present July 31

Scott Frank, Legislative Division of Post Audit
Angela Lawrence, Superintendent, Dighton USD 482
Michael Stewart, Director of Research and Analytics, Standard and Poor's
Paul Gazzerro, Standard & Poor's
Dr. Blake West, President, KNEA
Mike Reece, K-12, Inc.
Rod Mealy, Little Government Relations Consulting
Terry Forsyth, Kansas National Education Association
Mark Desetti, Kansas National Education Association
Val DeFever, Schools for Quality Education
Dodie Wellshear, United School Administrators of Kansas
Diane Gjerstad, Wichita Public Schools
Kathy Damron, Kathy Damron and Associates
Gina McDonald, Kansas Children's Service League
Joan Schultz, Kansas Children's Service League
Tom Krebs, Kansas Association of School Boards
Joe Lawhon, Legislative Division of Post Audit
Melissa Ness, Kansas Children's Cabinet
Jackie Counts, University of Kansas

**Monday, July 30
Morning Session**

The meeting of the 2010 Commission was called to order at 10:00 a.m. by Chairperson Rochelle Chronister. Also attending the meeting were the following members of the Legislative Educational Planning Committee:

Senator Roger Pine
Representative Deena Horst
Representative JoAnn Pottorff

Presentation of Performance Audit

Joe Lawhon, Senior Auditor, Legislative Division of Post Audit, gave an overview of the findings and conclusions of *Children's Programs: Reviewing Whether They Are Coordinated to Avoid Duplication and Maximize the Use of Resources*. (Copy on file in Legislative Division of Post Audit.)

Commission members were told there were three questions they were trying to answer:

- What government-funded programs serve children from birth to age five;
- To what extent do programs duplicate each other, and what is being done to coordinate services to make efficient use of resources; and
- Could federal funding be increased by consolidating some of Kansas' programs serving children under age five?

According to the 2008 children's budget, about 220 programs served children up to age 18 in recent years. Twenty state-administered programs and three federally administered programs focus primarily on serving children from birth to age five.

At the state level, agencies administer multiple programs that provide similar services to young children – particularly in the areas of preschool, home-visit, and child care services. Several education and social service programs also are being administered by agencies that do not have primary responsibility for those types of services. State-level coordination efforts primarily consist of the development of a strategic plan, the formation of groups to discuss coordination issues, and the use of interagency agreements. Areas where coordination efforts can improve or are lacking include developing a single vision for what children's programs are intended to accomplish, developing a single application for services, and reducing the administrative burden on local officials. At the local level, where most services are actually provided, representatives of three communities were visited – Holton, Salina, and Wichita – and discussed their individual programs.

According to the auditor, consolidating Kansas' programs will not increase federal funding coming into the state because most federal funding is either fixed or based on formulas.

A question and answer session followed the presentation.

Overview of Early Childhood Education Programs in Kansas

Jim Redmon, Executive Director, Kansas Children's Cabinet, told Commission members that a group of early childhood professionals has been meeting since 1999 to identify positive influences on early development to improve children's educational outcomes. The Kansas Early Childhood Comprehensive Systems Plan expands school readiness work done earlier in Kansas and is designed to coordinate existing early childhood programs and improve the reach and impact of public and private investments in early childhood.

This Plan was the result of two years of planning and collaboration between numerous organizations. The Plan is organized into five goals to provide children birth through five with the resources they need to succeed in school and life. Specific and achievable outcomes have been identified in each area:

- Access to health insurance and medical providers;
- Mental health and social-emotional development;
- Early care and education services;
- Parent education; and
- Family supports.

The Plan provides a roadmap for policy makers, state agencies, and local and regional communities to make programmatic and funding decisions in a unified manner. The Plan was designed to be a flexible and dynamic document that can be altered to reflect state priorities. It supports and links with existing efforts and integrates individualized agency plans and goals.

Using web-based technology, the early childhood community is able to contribute to the Plan, access reports, link to other programs, and learn about upcoming events ([Attachment 1](#)).

Mr. Redmon told the Commission that programs currently administered by the Children's Cabinet, such as the Pre-K Pilots and Smart Start, were "incubator" programs that could be moved elsewhere at some future date.

Dale Dennis, Deputy Commissioner, Kansas State Department of Education, gave a brief overview of the early childhood programs administered by the State Department of Education ([Attachment 2](#)) and introduced the following speakers from his department.

Dr. Gayle Stuber told Commission members the Four-Year-Old At-Risk Program is designed to provide a quality early childhood education program for four-year-old children who meet at least one of the following criteria:

- Poverty (free lunch);
- Single parent families;
- Referred by the Department of Social and Rehabilitation Services (SRS);

- Teen parents;
- Either parent is lacking a high school diploma or GED;
- Child qualifies for migrant status;
- Limited English proficiency; or
- Developmentally or academically delayed, based on validated assessments.

The objectives for the program are to:

- Help at-risk preschool children acquire the skills, knowledge, and behaviors that they need to transition successfully to kindergarten;
- Reduce the number of at-risk children who are retained in grades during their primary school years;
- Reduce the number of at-risk children who are referred for special education evaluations during their primary school years;
- Reduce the achievement gap between at-risk and non-at-risk primary age children;
- Increase the level of parent participation in the education of their at-risk children; and
- Provide information to policy makers to assist in planning programs and services for at-risk preschoolers (Attachment 3).

Bill Hagerman said the Kansas Parents as Teachers program is designed to give children, ages birth through three, the best possible start in life and prepare them for school success by supporting parents in their role as children's first and most important teachers.

The program is based on two philosophies, that babies are born learners and that parents play a critical role from the beginning in determining what their children will become. The Parents as Teachers program offers personal visits, group meetings, screening, and resource networking (Attachment 4).

Norma Cregan told Commission members the Migrant Family Literacy Program is a family focused program which offers promise for helping break the inter-generational cycle of poverty and low literacy by combining four core components which make up family literacy:

- Early childhood education;
- Adult literacy;
- Parenting education; and

- Interactive literacy activities between parents and their children.

The Migrant Family Literacy Program supports family literacy services for parents with low literacy skills or who have limited English proficiency, and their children, primarily birth through age seven. The program served 333 families through 13 projects during 2007-08. Those families were comprised of 384 participating adults and 584 children 0-7 years of age (Attachment 5).

Patty Gray told Commission members that the purpose of the Early Childhood Special Education Program is to improve outcomes for young children with disabilities through the provision of special education and related services for all identified children with disabilities, ages 3 through 5, through Child Find (a program designed to identify children with disabilities age 0-21), teacher, or parent referral. Children may be identified as "developmentally delayed" or by one of the 12 exceptionalitys under IDEA (Attachment 6).

Jodi Mackey explained the Child and Adult Care Food Program (CACFP) to Commission members, and stated it is a U.S. Department of Agriculture (USDA) program that reimburses child care providers for serving healthful meals and snacks to children and adults enrolled for day care. Because CACFP participants' nutritional needs are supported on a daily basis, the program plays a vital role in improving the quality of day care and making it more affordable for families. The vast majority of participants are children age 12 and under. A small percentage of participants are adults age 60 or older (Attachment 7).

Candy Shively, Deputy Secretary of Integrated Service Delivery, SRS, told Commission members the funding for early childhood services in SRS occurs primarily from two federal funding sources: the federal Child Care and Development Fund (CCDF); and the Temporary Assistance for Needy Families (TANF) block grant.

The CCDF funds Child Care Subsidy Assistance, Early Head Start and other programs, based on federal mandates concerning funding of infrastructure and quality initiatives. Child Care Subsidy Assistance is primarily a work support program and provides benefits to working families and families accessing work services in the state's TANF program for purchase of child care services for their children up to age 13.

Early Head Start (EHS) is a comprehensive program serving prenatal women and families with children ages birth to 4, whose income is at or below 100 percent of the federal poverty level (Attachment 8).

Linda Kenney, Director of the Bureau of Family Health, Kansas Department of Health and Environment, told Commission members it would come as no surprise that optimal health and development of young children during the first five years of life and prior to school entry is likely to pay large dividends in terms of school readiness and productivity, even over the course of a child's life. Public health plays a critical role in improving the health of young children, but one that is different from health insurance and medical homes (Attachment 9).

Commission members were told to access the website of www.NCCP.org for a review of statewide policy and strategy, compared to other states.

A question and answer session followed each presentation.

Afternoon Session

A Sample of Early Childhood Programs in the State

Jim Edwards, Kansas Association of School Boards, gave an overview of a survey sent to the 295 Kansas school districts that are part of the Kansas Association of School Boards ([Attachment 10](#)).

June Rempel, Pre-K Coordinator, Maize USD 266, gave a power point presentation outlining the Pre-K program in their district, which includes the Parents as Teachers, Eaglets, Pre-K Pilot, and Pre-Kindergarten Connection ([Attachment 11](#)).

A question and answer session followed the presentations.

Early Childhood Programming in Other States

Dr. Lisa Klein, Director of Early Childhood Programs, Kansas Health Institute, told Commission members that many states are working to find the best way to coordinate early childhood functions that fit their political, social, and economic context ([Attachments 12, 13, and 14](#)). Dr. Klein did state that Kansas differs from other states reviewed in that Kansas has a decentralized education system directed via an elected board.

There are three different methods to approach early childhood program organization in a state:

- Creating new departments/agencies that merge early education and child care functions;
- Creating a high-level, multi-agency coordination team promoting coordination among existing education and human service agencies; or
- Consolidating all early childhood education programs in one existing department.

A question and answer session followed the presentation.

Status of Attorney General's Opinion

Theresa Kiernan, Revisor of Statutes Office, gave a report to Commission members of the Attorney General's opinion regarding 2007 HB 2368 ([Attachment 15](#)). The Attorney General opined that this bill violated the *Kansas Constitution* (Article 2, Section 16) because it contained more than one subject.

Minutes from the previous meeting were approved by the Commission.

The Chairperson announced the next meeting of the 2010 Commission would be Tuesday, July 31, 2007 at 9:00 a.m., in Room 123-S of the Statehouse.

The meeting was adjourned at 3:40 pm.

Tuesday, July 31 Morning Session

The meeting of the 2010 Commission was called to order at 9:00 a.m. by Chairperson Chronister.

Chairperson Chronister introduced Angela Lawrence, Superintendent, Dighton USD 482, who told Commission members of the Early Childhood Special Education (ESCE) program which has been very successful in their district. The district has also added several components, including a peer-modeling program that was designed to integrate special needs students with regular education students.

The four-year-old at-risk preschool was added as a result of the private pre-school closing. The all-day kindergarten program was established due to the increased number of reading and mathematics standards for this level. The Kinderprep Program was designed to accommodate those students who did not obtain 80 percent or higher on the Kindergarten Readiness Assessment. The Parents as Teachers (PAT) program coordinator not only does an excellent job with the PAT program, but also is a strong advocate for all early childhood programs in the community. The coordinator also has started an Early Childhood Interagency Council that involves community members who advocate for early childhood services in the community (Attachments 16 and 17).

A question and answer session followed the presentation.

Kansas Education Efficiency Study – Standard and Poor’s

Michael Stewart and Paul Gazzo, Standard & Poor’s, gave a power point presentation on *Kansas School District Efficiency Study, Part I, Efficiency Analysis*. Commission members were told this study did not try to answer the question of how much money the state and individual school systems should spend on education, but rather provided a starting point to answer the question of how well or *how efficiently* school districts are spending the money already appropriated to them. The specific objects of the study included efficiency measurement and efficiency improvement (Attachments 18 and 19).

A question and answer session followed the presentation.

Teacher Working Conditions Report

Dr. Blake West, President, Kansas National Education Association (KNEA), gave an overview of *Creating Conditions for Student and Teacher Success; A Report on the 2006 Kansas Teacher Working Conditions Survey* (Attachments 20 and 21).

It was noted that while other states also were participating in a survey of teacher working conditions, Kansas had the highest rate of survey participation. Funding for the study was provided by the NEA, National Governors’ Association, and KNEA. Through a collaborative effort of KNEA,

Kansas Department of Education, the Governor's Office, and United School Administrators, a set of questions was developed and administrated in February 2006. At that time, by having a month-long window for an anonymous online survey, there was a 53 percent completion rate.

Some of the good news that immediately emerged is that teachers in Kansas, compared to other states, are probably more satisfied and more desirous to stay where they are as far as the teaching profession and the schools where they work. Eighty-six percent responded that they want to stay where they are; 79 percent said their schools were a good place to work and learn; and 87 percent of the Kansas educators believe their faculty was committed to helping every student learn.

At the state level, there are areas of concern relating to school quality, making sure the best learning environment is provided, as well as teaching environment and teacher retention.

The major findings regarding teacher working conditions included:

- Teacher turnover;
- Salary (critically important);
- Teachers and administrators viewing working conditions differently;
- Teachers want more non-instructional and collaborative time; and
- Improved leadership.

Survey results showed that Kansas teachers were more positive regarding their working conditions than other states' teachers. Kansas student achievement is higher than in other states, and achievement gaps are narrower in Kansas than in other states. Teacher working conditions translate to student learning conditions, and the essential message is "every student can learn."

The recommendations of the study are:

- Ensure the data is used by educators to develop assistance for working condition improvements;
- Invest in school and teacher leaders who can create positive teacher working conditions;
- Close the working conditions gap by targeting resources and engaging communities in schools; and
- Make teacher working conditions data a permanent part of any Kansas education reform.

A question and answer session followed the presentation.

Teacher Shortage in Kansas: Initiatives That Could Help

Dale Dennis, Deputy Commissioner, Kansas State Department of Education, said it was his belief that the Kansas teacher shortage is the most serious problem facing education in the state. He stated the number of teachers eligible to retire and the number of potential teachers in the colleges/universities is out of balance. The areas where vacancies are most serious include special education, math, science, vocational-technical, foreign language, music, and counseling. The Department of Education conducted an informal survey of all districts, requesting the number of vacancies they had as of June 4, 2007. Districts responded with a total of 1,144.4 vacancies for certified teachers.

Options for discussion which may be helpful in resolving this problem include:

- Fund Teacher Mentor Program and professional development;
- Increase the base state aid per pupil;
- Implement a student loan cancellation program;
- Deal with KPERS issues related to rehiring retired teachers; and
- 'Grow Your Own' programs ([Attachment 22](#)).

The following possible recommendations were presented by various Commission members related to the teacher shortage issue. These recommendations will be discussed in greater detail following the public hearing at the August meeting on this issue.

Any recommendation regarding teacher shortages might include any or all of the following:

- Multi-faceted approaches, including mentoring, professional development, and leadership academies assisting not only teachers, but principals and other administrators;
- Proposals regarding hard-to-fill teaching positions could include matching funds from the state;
- Proposals to change or modify KPERS requirements regarding hiring retired teachers, including issues related to private contractors;
- Grow-your-own programs designed to attract career changers or non-teaching school district employees (similar to the USD 501 program);
- Initiatives to increase Kansas' teachers' salaries to a higher level compared to other states;
- Funding the school finance formula for more than one year at a time; and
- Considering alternative teacher licensure initiatives (or await the State Board of Education's action on this).

A question and answer session followed the presentation.

Afternoon Session

Discussion Regarding Early Childhood Education Review

Chairperson Chronister congratulated the Kansas Early Learning Coordinating Council on the fine job they had done in developing the Kansas Early Childhood Comprehensive Systems Plan. She announced that the August 2010 Commission meeting would include a public hearing, when conferees could present information related to possible reorganization of early childhood programs, and specifically, a proposal she developed for discussion purposes and presented to Commission members (Attachment 23).

Discussion Regarding the School Finance Formula

Dr. Daniels requested Department of Education staff provide a summary of the impact by district of the additional school district funding, specifically describing accomplishments with the additional moneys.

Dennis Jones expressed interest in considering recommendations for longer funding horizons, such as 18 months.

Chairperson Chronister suggested Commission members consider focusing recommendations on such items as at-risk funding, or increasing base state aid to assist in increasing teacher salaries.

Future meetings are scheduled for:

August 20-21
September 13-14
October 22-23
November 13

The meeting was adjourned at 2:00 p.m.

Submitted by Janet Henning, Committee Assistant
Edited by Sharon Wenger

Approved by Commission on:

August 20, 2007
(date)