

Approved: 2-22-93  
Date

## MINUTES OF THE HOUSE COMMITTEE ON EDUCATION.

The meeting was called to order by Chairperson Duane Goossen at 3:30 p.m. on FEBRUARY 15, 1993 in Room 519-S of the Capitol.

All members were present.

Committee staff present: Ben Barrett, Legislative Research Department  
Dale Dennis, Deputy Commissioner, Department of Education  
Avis Swartzman, Revisor of Statutes  
Joyce Harralson, Committee Secretary

Conferees appearing before the committee: Connie Hubble, Kansas Board of Education  
Mark Tallman, Kansas Association of School Boards  
Rod Bieker, State School Board General Counsel  
Dr. James McHenry, Kansas Children's Service League  
Linda Kenney, Children & Family Services  
Jolene Grabill, Kansas Corporation for Change  
Rhonda Ismert, Wichita Public Schools(in writing)

Others attending: See attached list

A motion was made by Representative McKechnie to introduce the following bills by request:

1. Require a school district to be financially responsible for a student even if placed in a state institution.
2. Require school districts to report teachers that have been fired for sexual abuse and automatically revoke that teacher's certificate.
3. Set up a school finance formula that would basically track along the lines of the old school finance formula
4. Extend the notification date that school districts have to notify teachers that they will be released.
5. Prohibit an individual from serving on a school board if their spouse is employed by the district.
6. A constitutional amendment and bill that restructures the Kansas Board of Education.
7. Give Kansas Inc. the power to do research in educational areas.
8. Set up a commission to develop a coordinated plan for technical training.
9. Repeal a bill set up after the tornado in Andover which made special provisions there. The revisor would like to have some obsolete sections of the statute repealed

Representative Morrison seconded the motion. The motion carried.

The following individuals addressed the committee as proponents regarding HB 2057, dealing with school district bonded debt limitations:

Connie Hubble, Kansas State School Board (Attachment #1)  
Mark Tallman, Kansas Association of School Boards (Attachment #2)

## CONTINUATION SHEET

MINUTES OF THE HOUSE COMMITTEE ON EDUCATION, Room 519-S Statehouse, at 3:30 p.m. on February 15, 1993.

The following individual addressed the committee on HB 2059 and requested the repeal of the tuition protection fund:

Rod Bieker, Kansas State School Board General Counsel (Attachment #3)

The following individuals addressed the committee as proponents regarding HB 2060, dealing with Parent Education Programs:

Connie Hubble, Kansas State School Board (Attachment #4 & #6)  
Dr. James McHenry, Kansas Children's Service League (Attachment #5)  
Linda Kenney, Children and Family Services (Attachment #7)  
Jolene Grabill, Kansas Corporation for Change (Attachment #8)  
Rhonda Ismert, Wichita Public Schools - written testimony (Attachment #9)

Chairman Goossen reminded the committee that they would be having discussion and possible action on SCR 1609 dealing with Quality Performance Accreditation tomorrow.

The meeting was adjourned at 4:20 pm.

The next meeting is scheduled for 3:30 pm, February 16, 1993, in Room 519-S.

## GUEST LIST

COMMITTEE:

# House Education

DATE:

2/15/93

[illegible]

# *Kansas State Board of Education*

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

February 15, 1993

TO: House Education Committee  
FROM: State Board of Education  
SUBJECT: 1993 House Bill 2057

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

House Bill 2057 concerns the limitation on the amount of bonds that can be issued by school districts. Both under past law and under current law, the total amount of bonds that can be issued by a school district is stated as a percentage of the school district's assessed valuation. Prior to reappraisal, all districts' limit was fixed at 14 percent. Since reappraisal, each school district has a different percentage limitation which is determined under a complicated formula. Many school districts have experienced difficulty in determining the bond debt limitation for the district.

The State Board of Education believes it would be appropriate and would simplify state law if the limitation was again established at a uniform percentage of assessed valuation. Since the prior law established that limitation at 14 percent, the amendment includes that as the uniform percentage rate.

The State Board of Education encourages your support of the concept of returning to a uniform bond debt limitation for all the state's unified school districts.

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

HE  
Attachment 1-1  
2-15-93





**Testimony on H.B. 2057  
before the  
House Committee on Education**

**by**

**Mark Tallman, Director of Governmental Relations  
Kansas Association of School Boards**

**February 15, 1993**

Mr. Chairman, Members of the Committee:

KASB supports H.B. 2057 as introduced, because it would simplify the process of State Board of Education review and approval of requests to exceed the school district debt limit. However, we believe the bill should be amended to go further.

KASB believes the process of review and approval by the State Board should be eliminated. A number of districts currently exceed the 14% ceiling. We are not aware of any requests to exceed this limit that the State Board has refused. We are not aware of any criteria the State Board would use if it did refuse a request. We are not aware of any significance to the 14% level. It appears to be an arbitrary figure; and in fact, any other level would be arbitrary.

In the past several weeks, this committee has heard considerable testimony about the need to reduce paperwork and unnecessary regulations and to allow decisions about school operations to be made at the local level. Removing the debt ceiling is a step in that direction. Allow local school boards, with the advice of bond counsels, and the ultimate approval of the voters, to make these decisions.

HE  
Attachment 2-1  
2-15-93

# *Kansas State Board of Education*

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

February 15, 1993

TO: House Education Committee  
FROM: State Board of Education  
SUBJECT: 1993 House Bill 2059

My name is Rod Bieker, General Counsel for the State Board of Education. I appreciate the opportunity to appear before this Committee on behalf of the State Board.

The amendments provided for in House Bill 2059 are an attempt to clarify the provisions of legislation which was adopted last year upon the recommendation of the State Board of Education. The legislation was designed to provide protection for students enrolled in proprietary schools, in the event that any such school ceases operation.

However, under brand new federal regulations, the need for the amendments and, in fact, the need for a state tuition protection fund appears to have been eliminated.

Under these new federal regulations, each proprietary school that is allowed to participate in the many federal student loan programs must provide protection for students enrolled in the school in case the school discontinues one or more of its courses or closes completely. Since this is provided for by federal regulations, the requirements apply on a nationwide basis.

In light of this new federal mandate, it appears the legislation creating the state tuition protection fund can, and should, be repealed.

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

HE  
Attachment 3-1  
2-15-93



# *Kansas State Board of Education*

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

February 15, 1993

TO: House Education Committee  
FROM: State Board of Education  
SUBJECT: 1993 House Bill 2060

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

House Bill 2060 expands the parent education law to include parents with children birth to four years of age. This would permit parents of three-year-old children to remain in the parent education program if they so desire. This program is not mandated and it is left to the parents as to whether they choose to participate in the program.

Currently, the state pays 50 percent of the cost and the local unified school districts pay the other 50 percent.

This bill developed following several months of review and study by the State Board of Education on early childhood education. Following review of numerous research projects, it was decided that the State Board of Education would recommend increasing the parent education program by adding the one additional year and to recommend a four-year-old, one-half day, preschool program be included in the School District Finance and Quality Performance Act.

We anticipate that implementation of House Bill 2060 would cost the State of Kansas approximately \$1,000,000.

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

HE  
Attachment 4-1  
2-15-93

Our best instincts to nurture, protect, and guide the young, when translated into policies, programs, and voluntary action, benefit society. Some of these benefits are easily measured--healthier, better-educated children; reduced public costs of health care and remedial education; decreased crime, violence, and their associated costs; increased tax revenues and lower welfare payments; improved productivity of American industry and labor. Others, while not as readily quantified, are equally significant--stronger families; more active, inclusive communities; a freer, fairer society; a more optimistic citizenry (The National Commission of Children, 1991, p. 12). # /

Not only do children and families profit from supportive community services, but the communities themselves reap numerous long-term benefits from each child who enjoys a successful start in school. Providing services to families while their children are young, reduces the costs of services in future years. For example, Kansas can choose to spend:

- \$1 on childhood immunizations, - or - \$10 in later medical costs;
- \$1 on comprehensive prenatal care, - or - \$3.38 in later health costs care for women through Medicaid;
- \$1 for quality preschool education, - or - \$4.75 for later special education, crime, welfare, and other costs;
- \$850 for one year of compensatory education, - or - \$4,000 for the cost of a single repeated grade;
- \$4,500 per family for family preservation services, - or - \$10,000 for one year of foster care for one child;
- \$800 for prenatal care, - or - \$8,000 to care for a low birthweight baby

(Children's Defense Fund, 1991).

The Kansas State Board of Education has a strong commitment to ensuring that all young children in Kansas grow up in the best circumstances possible to enable them to become caring, competent, and contributing members of our society. The Board recognizes that in order to meet this commitment, all parties responsible for providing resources to young children and their families must come together around a unified vision that provides the focus for meeting the needs of families and children. The present document reflects this vision and commitment and is designed to provide a framework for the development of policies that support the well-being of the state's youngest citizens.





Testimony before the House Education Committee  
in support of HB 2060

February 15, 1993

By James McHenry, Ph.D.  
Associate Executive Director

I appreciate the opportunity to express the support of the Kansas Children's Service League for HB 2060, a bill designed to assist local school districts operating parent education programs.

KCSL's prevention division, formerly the Kansas Child Abuse Prevention Council, played a leading role in piloting the Parents as Teachers Program in Kansas and in the advocacy efforts that produced its enactment as a state program. We remain convinced that well-run home visitor programs are one of the best strategies available for preventing child abuse and neglect.

HB 2060 would permit local districts to extend the length of time parents and children can participate in the program. We support this change, realizing that the mentoring relationships that develop between parent educators and troubled families should be sustained as long as possible. One of our former parent educators put it eloquently when she spoke of the positive outcomes achieved when "caring people walk with fragile families."

We are not alone in our enthusiasm for the value of home visitor programs. In 1991, after a year of study on how we should respond to the national child abuse emergency, the U.S. Advisory Board on Child Abuse and Neglect declared that the single most important action would be to make available a voluntary program of home visits to new parents and their babies. Home visits uniquely provide access to isolated families, many of whom are too distrustful or too disorganized to make their way to a center based program. Also significant is the fact that a study by the National Committee for Prevention of Child Abuse found that 86% of respondents felt it was appropriate to offer home visiting services for first time parents.

The Kansas Children's Service League believes the Department of Education's interest in expanding home visitor parent education programs should be actively encouraged, and we hope the passage of HB 2060 will advance that cause.

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Attachment 5-1  
2-15-93

## Kansas State Board of Education

### Strategic Directions for Kansas Education

To prepare each person with the living, learning, and working skills and values necessary for caring, productive, and fulfilling participation in our evolving, global society.

We believe that the strategic directions for the structuring of Kansas education must be organized to:

- create learning communities
- develop and extend resources for parenting programs and early childhood education
- expand learner-outcome curriculum and learner-focused instruction
- provide inclusive learning environments
- strengthen involvement of business and industry in education
- provide quality staff and organizational development.

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# 1993

## State Board of Education Legislative Recommendations

Improved Student  
Outcomes  
Training-Retraining  
Work Force  
Financing Public  
Schools



Kansas State Board of Education

Kansas State Education Building  
120 S.E. 10th Avenue, Topeka, Kansas 66612

913-296-3871

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Attachment 6-1  
2-15-93



RECOMMENDATIONS OVER STUDENT OUTCOMES	THE STATE BOARD OF EDUCATION RECOMMENDS THAT	OUTCOMES	FY 1994 EST. INCREASE
Corporal Punishment	Kansas ban corporal punishment in public schools. Research has shown this to be an ineffective tool in the instruction of students.	Students who do not fear the school environment and thus able to learn.	None
Early Childhood Education	School districts be given permission to count four-year old preschool students in the enrollment under the School District Finance and Quality Performance Act.	Preparation of students for entering school, decreased dropouts, and increased graduation rates.	1st year (min.) \$ 19,440,000 2nd year \$ 38,880,000
Inservice Education Aid	The State fund the inservice education plan in accordance with Kansas statutes. This program was mandated for all school districts in 1992 House Bill 2664. This program provides teachers with the latest methods and techniques for improving instruction. The statutory responsibilities of this program are currently being funded at 82.5 percent of entitlement, which equates to 41.25 percent of total cost.	Improved teaching skills which are essential in implementing outcomes-based education program, ultimately resulting in higher student achievement.	\$ 1,025,000
Kansas Assessment Program	The State fund the mandated statewide assessment program. During the 1992 legislative session, a statewide assessment program was approved which includes three benchmark levels of assessment in the areas of mathematics, science, communications (reading, writing, speaking, and listening), and social studies (American History and geography). These assessments must be implemented during the 1993-94 school year. These assessments are essential if students are to acquire higher order thinking skills to meet future needs. The State Board further recommends that one-half of the required tests be administered each year to reduce time taken from classroom activities.	Remediation for students who cannot meet State standards and inservice to assist teachers in better preparing students for higher education and job skills.	\$ 102,000
Parent Education Program	The State fund the parent education program in accordance with Kansas statutes and change the definition of parents with children who are eligible for services from 0-2 to 0-3 years of age (current law is 0-2). This program trains parents as teachers for preschool children. This program has been successful in Kansas and the State Board believes it would have a positive effect on future costs for social programs as well as on student achievement.	Improved opportunities for students entering school and their subsequent success in school.	\$ 2,020,000
<b>TRAINING-RETRAINING WORK FORCE</b>			
Adult Education	State funds be increased to meet the matching requirements for receiving federal funds through the federal adult education program. The federal government is requiring that the State increase its percentage by 5 percent per year of the total cost until the State reaches a 25 percent match.	Preparation of students for GED test and greater opportunity for job placement in work force.	\$ 66,984
Area Vocational-Technical School Funding	State funds be provided to the area schools for instructional equipment. Appropriate training can only be provided through the use of up-to-date equipment.	Improved skill training of students entering the work force and expanded business and industry.	\$ 500,000
	State funds be provided to meet the needs of postsecondary students. Currently, several of the school districts are subsidizing postsecondary students/programs due to the limited resources available for postsecondary aid.	Trained workers for business/industry and improved economy.	\$ 1,247,700
Community College Funding	State aid for community college be funded at the statutory amount plus 3 percent for inflation. The State Board further supports the Legislative Educational Planning Committee's study on a new community college funding system to be considered by the 1993 Legislature.	Financial stability of the State community college system, trained work force, and improved economy.	Credit Hour State Aid \$ 1,150,121 Out-District State Aid \$ 358,925 General State Aid \$ 76,975
<b>FINANCING PUBLIC SCHOOLS</b>			
School District Finance and Quality Performance Act	The State authorize unified school districts to increase the budget base by 3 percentage points from \$3,600 to \$3,708 per pupil. Also, districts should be given permission to authorize the same percentage of the local option budget (LOB) in 1993-94 as 1992-93 without publishing the resolution and protest petition and raise the percentage of voters who protest the LOB from 5 percent to 10 percent and from 30 days to 45 days for collecting signatures.	Increased level of student achievement Competitive teacher salaries	\$ 54,408,429
Education	The excess cost above educating a nonhandicapped child be funded at 95 percent. If this mandated program is not funded at this level, it will have the effect of reducing funds available for the general operation of schools.	Equitable funding for handicapped students	\$ 27,202,484

6-2





## Department of Health and Environment

*Robert C. Harder, Secretary*

Reply to:

Testimony Presented to  
The House Committee on Education  
By  
Kansas Department of Health and Environment

HB 2060

### Summary/Background:

In 1981, the State of Missouri enacted a program in all public school districts throughout the state, entitled Parents as Teachers (PAT) to target parents as the first teachers of their infants and toddlers up to age 3. The rationale for the program was to enhance early life learning through the most natural teacher available to infants and young children, their parents. Further, the philosophy was that infants and young children whose learning opportunities were enhanced would be more likely to succeed as they became of school age and completed the formal educational process.

The Missouri program was evaluated in 1985 and 1991. Results of the combined evaluations showed that the PAT children performed significantly higher than national norms on the preschool language scale measure. Families with traditional characteristics of risk defied conventional opinion about the low expectations of children. More than 1/2 of children with observed developmental delays overcame them by age 3. Eighty-three per cent of the parents surveyed rated the program as very helpful and no participants rated it as not helpful.

The Kansas Parent Education Program, modeled after the Missouri PAT program, got underway in the 1990-91 school year. Currently 160 public school districts participate in the program. To date, program evaluation data are not available except for parent satisfaction information. Parent satisfaction surveys in the Kansas program showed a 98% rating of "very helpful" with the home visit being the most popular component of the program.

The Kansas Commission on Education Restructuring and Accountability, in its December, 1992 report to the Governor, recommended that pre school educational services be made available through public school districts to all 3 year olds in Kansas. HB 2060 seeks to fulfill this recommendation, in part, by including families who have children age 3 in the Parent Education Program. The bill is consistent with the philosophy of prevention, early identification of problems, and interventions that will enable young children to enter school ready to learn. Entering school ready to learn, as Headstart has so clearly demonstrated, pays big dividends in childrens' overall success in school.

Testimony presented by:

Linda Kenney  
Director, Children and Families Section  
Bureau of Family Health  
February 15, 1993

HE  
Attachment 7-1  
2-15-93



# THE CORPORATION FOR CHANGE

*A Partnership for Investing in The Future of Kansas Children and Families*

TESTIMONY OF  
JOLENE GRABILL, EXECUTIVE DIRECTOR  
**THE CORPORATION FOR CHANGE**  
*A PARTNERSHIP FOR INVESTING IN  
THE FUTURE OF KANSAS CHILDREN AND FAMILIES*  
BEFORE THE HOUSE EDUCATION COMMITTEE  
REPRESENTATIVE DUANE GOOSSEN, CHAIRPERSON  
FEBRUARY 15, 1993

The Corporation for Change is a public private partnership for investing in the future of Kansas Children and Families. By statute, we are charged with implementing a comprehensive, coordinated strategy for investment in Kansas Children and Families. The overriding goal of the Corporation is to coordinate and implement reform of children's services in Kansas.

The Board of Directors of the Corporation for Change voted unanimously at its February 5th meeting to endorse House Bill 2060 which would allow the highly successful Parent as Teachers program to serve children up to the age of four. Currently services cease at age three. This program provides home visitation, parental support groups, and when appropriate, referrals to needed services.

The reason for our testimony today has to do with coordinating two exemplary programs. Head Start provides a comprehensive early education for many children who need additional support to prepare for a successful educational experience. Most of the Head Start programs in Kansas serve at-risk children only during their fourth year. We believe it important to fill the existing gap that currently occurs when these children turn three. This bill would allow for a smooth transition from Parent Education programs to Head Start for those children most in need of additional preparation for school.

Thank you for the opportunity to visit with you today and to provide support to House Bill 2060.

EXECUTIVE DIRECTOR  
Jolene M. Grabill

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Topeka



February 15, 1993

My name is Rhonda Ismert, and I'm from Wichita. I am here speaking to you today both as a parent and professional educator, and I wish to address HB 2060 recognizing the positive and needed change in expanding the parent education programs to include children up to age four.

Everyday in the United States:

17,000 women get pregnant

2,795 of them are teenagers

689 babies are born to women who have had inadequate prenatal care

1,849 children are abused or neglected

34,285 people lose jobs

Each of us, everyday, is affected by these statistics, some indirectly, and for others directly. We all have an understanding of the daily stressors of life and how they impact parenting. While we ordinarily think high risk individuals and families are in greater need of parenting skills, parenting skills are not inherited only by the elite, and contrary to some beliefs, parenting is not basic instinct. In Wichita, there are 400 families from all walks of life who are involved in the parent education program.

Unlike school programs which prepare the individual child, parent education programs help parents truly understand the developmental stages which their children go through. When these parents plan to have more children, they are able to provide more effective methods of communicating and interacting with their children so as to foster the development of self esteem, and structure their home environment in which children are encouraged to be successful and productive learners.

The challenge of raising a child in a productive and positive environment is difficult for many; the benefits of the parent education program are long term and more cost-effective. Because kindergarten programs do not exist in every school district in the state of Kansas, placing emphasis on a three-four year old preschool program instead of expanding this program to include four year olds would have inconsistent results.

James Agee wrote: In every child who is born, under no matter what circumstances, and of no matter what parents, the potentiality of the human race is born again.

We have not only an opportunity, but an obligation, to expand these services to include children of age four so that our children will succeed.

HE  
Attachment 9-1  
2-15-93