

MINUTES OF THE HOUSE COMMITTEE ON ECONOMIC DEVELOPMENT.

The meeting was called to order by Vice-Chairperson Gary Haulmark at 3:30 p.m.. on January 20, 1994 in Room 423-S of the Capitol.

All members were present except:

Representative Tom Bishop
Representative George Dean, excused
Representative Bob Mead, excused
Representative Rocky Nichols, excused
Representative Forrest Swall, excused

Committee staff present: Lynne Holt, Legislative Research Department
Bob Nugent, Revisor of Statutes
Ellie Luthye, Committee Secretary

Conferees appearing before the committee:

Scott Hessell, Kansas, Inc.
Jim Edwards, KCCI
Mark Tallman, Kansas Association of School Boards
Craig Grant, KNEA

Others attending: See attached list

Vice-Chairman Haulmark reminded the committee that Monday, the 24th of January, had been reserved for requests for bill introduction.

Vice-Chairman Haulmark opened hearings on HB 2607, providing for a Kansas mastery of basic skills program, and called on Lynne Holt, Research, to give an overview of the bill. She stated this bill was almost identical to House substitute for Senate substitute for SB 334 which was enacted by the 1993 legislature and was vetoed by the Governor. This bill provides for a certificate of mastery to be awarded to pupils who demonstrate attainment of the standards and outcomes of mastery of the basic skills to the extent necessary to enable the pupils to perform at high levels, as determined by the state board, in the basic skills domains and in the courses of study required for graduation from high school. (Attachment 1)

Scott Hessell was the first conferee to come before the committee. He told the committee Kansas Inc. supported HB 2607 and their Board of Directors adopted their 1994 Legislative Initiatives in December and one of the initiative stated that Kansas should implement in all Kansas high schools a comprehensive, performance-based student assessment that represents mastery of essential basic skills and competencies. He stated a high school diploma does not represent attainment of world-class skills and competencies; it simply represents the successful completion of courses. (Attachment 2)

The next proponent was Jim Edwards, KCCI. He stated the Kansas business community is facing competition as it has never faced before and the need for highly skilled workers is also in greater demand than ever before. He concluded that while this program is not a total solution to the development of a skilled workforce, it can assist the other programs that are already in place in accomplishing this task. (Attachment 3)

Mark Tallman, Kansas Association of School Boards, spoke in opposition of HB 2607. He stated the Kansas Association of School Boards believed that increase student performance and school accountability is already being addressed by Quality Performance Accreditation. He continued the Association agrees that the development of meaningful reporting methods on student and school performance is an important issue and KASB is committed to working with the Legislature and State Board to improve the reporting process. (Attachment 4)

Craig Grant, representing KNEA, next spoke in opposition to HB 2607. He stated KNEA opposes this bill as duplicative and possibly harmful to our process at this time and they believe we have sufficient assessment

CONTINUATION SHEET

MINUTES OF THE HOUSE COMMITTEE ON ECONOMIC DEVELOPMENT, Room 423-S
Statehouse, at 3:30 p.m. on January 20, 1994.

measures now to assist in a school reform process. (Attachment 5)

Written testimony in opposition of HB 2607 was presented by Jacque Oakes representing Schools for Quality Education. (Attachment 6)

Following questions to the conferees from the committee, Vice-Chairman Haulmark closed hearings on HB 2607 and adjourned the meeting at 5:05 p.m.

The next meeting is scheduled for January 25, 1994.

GUEST LIST

COMMITTEE: HOUSE ECONOMIC DEVELOPMENT DATE: January 20, 1994

[illegible]

72-6440

school year an amount of time equal to not less than three school days, for the purpose of engaging professional employees of the district in professional development programs related to implementation and effectuation of the provisions of this section. The amount of time scheduled by a district under the provisions of this subsection shall be considered an additional part of the school term.

(h) The provisions of this section shall take effect and be in force from and after July 1, 1992:

History: L. 1992, ch. 280, § 35; May 28.

72-6440. Severability. (a) If any clause, paragraph, subsection or section of the school district finance and quality performance act shall be held invalid or unconstitutional, it shall be conclusively presumed that the legislature would have enacted the remainder of the act without such invalid or unconstitutional clause, paragraph, subsection or section.

(b) The provisions of this section shall take effect and be in force from and after July 1, 1992.

History: L. 1992, ch. 280, § 36; May 28.

**Article 64a.—KANSAS COMMITTEE
ON SCHOOL DISTRICT FINANCE
AND QUALITY PERFORMANCE**

72-64a01. Establishment; composition; organization and officers; quorum; meetings; professional services; compensation and expenses; staff assistance. (a) There is hereby established the Kansas committee on school district finance and quality performance. The committee shall be composed of 16 members.

(b) The following members of the committee shall serve ex officio or shall designate a person to represent them on the committee: The chairperson and ranking minority member of the committee on education of the house of representatives, the chairperson and ranking minority member of the committee on education of the senate, the chairperson and ranking minority member of the committee on taxation of the house of representatives, the chairperson and ranking minority member of the committee on assessment and taxation of the senate, the chairperson and ranking minority member of the committee on appropriations of the house of representatives, the chairperson and ranking minority member of the committee on ways and means of the senate. The remainder of the members of the committee shall be representative of the general

public and shall be appointed as follows: Two members shall be appointed by the governor, and shall serve at the pleasure of the governor, and two members shall be appointed by the state board of education and shall serve at the pleasure of the state board.

(c) The committee shall organize annually and elect a chairperson and vice-chairperson from among the members of the committee. The vice-chairperson shall exercise all of the powers of the chairperson in the absence of the chairperson. If a vacancy occurs in the office of chairperson or vice-chairperson, another member of the committee shall be elected by the members of the committee to fill such vacancy. Within 30 days after the effective date of this act, the committee shall organize and elect a chairperson and a vice-chairperson in accordance with the provisions of this subsection.

(d) A quorum of the committee on school district finance and quality performance shall be nine. All actions of the committee shall be taken by a majority of all of the members of the committee.

(e) The committee on school district finance and quality performance may meet at any time on the call of the chairperson.

(f) In accordance with K.S.A. 46-1204, and amendments thereto, the legislative coordinating council may provide for such professional services as may be requested by the committee on school district finance and quality performance.

(g) Members of the committee on school district finance and quality performance attending meetings of the committee or subcommittee meetings authorized by the committee shall receive compensation, subsistence allowances and mileage provided for in K.S.A. 75-3223, and amendments thereto.

(h) The staff of the legislative research department, the office of the revisor of statutes and the division of legislative administrative services shall provide such assistance as may be requested by the committee on school district finance and quality performance and authorized by the legislative coordinating council.

(i) The provisions of this section shall expire on June 30, 1994.

History: L. 1992, ch. 280, § 37; May 28.

72-64a02. Duties. (a) The committee on school district finance and quality performance shall:

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(e) The provisions of this section shall take effect and be in force from and after July 1, 1992.

History: L. 1992, ch. 280, § 34; May 28.

72-6439. Quality performance accreditation system; goals; outcomes; standards; pupil assessments; school site councils; participation by districts required; professional development programs. (a) In order to accomplish the mission for Kansas education, the state board of education shall design and adopt a quality performance accreditation system for Kansas schools. The accreditation system will be based upon goals for schools which will be framed in measurable terms and will define the following outcomes:

(1) Teachers establish high expectations for learning and monitoring pupil achievement through multiple assessment techniques;

(2) schools have a basic mission which prepares the learners to live, learn, and work in a global society;

(3) schools provide planned learning activities within an orderly and safe environment which is conducive to learning;

(4) schools provide instructional leadership which results in improved pupil performance in an effective school environment;

(5) pupils have the communication skills necessary to live, learn, and work in a global society;

(6) pupils think creatively and problem-solve in order to live, learn and work in a global society;

(7) pupils work effectively both independently and in groups in order to live, learn and work in a global society;

(8) pupils have the physical and emotional well-being necessary to live, learn and work in a global society;

(9) all staff engage in ongoing professional development;

(10) pupils participate in lifelong learning.

(b) In designing the quality performance accreditation system, the state board of education shall incorporate a comprehensive outcomes process under which standards indicating an identified level of excellence will be established and shall provide a means of assessment for attainment by pupils in kindergarten through grade 12 of a minimum of three benchmark levels in the skills domains of mathematics, science, communications, including reading, writing, speaking and listening, and social studies, including American history and

geography. In order to ensure that the academic standards established under this subsection are equal to or greater than those in the rest of the United States and other parts of the world, and in order to ensure that the outcomes process, standards and assessments emphasize higher order thinking skills, the state board of education shall utilize the services of one or more consultants familiar with worldwide standards of education. The standards shall be established on or before July 1, 1993, and shall be reviewed not less often than every three years.

(c) (1) On or before January 1, 1993, each school in every district which operates more than one school shall establish a school site council. The council shall be composed of the principal and representatives of: Teachers and other school personnel, parents of pupils attending the school, the business community, and other community groups. A school site council may be established in school districts which operate only one school or, in lieu thereof, the board of education of the school district shall serve as the council. School site councils shall be responsible for providing advice and counsel in evaluating state, school district, and school site performance goals and objectives and in determining the methods that should be employed at the school site to meet these goals and objectives.

(2) The state board of education will evaluate the work of the school site councils and the effectiveness thereof in facilitating educational improvement and restructuring. The results of the state board's evaluation will be contained in a report that will be published on July 1, 1995.

(3) The provisions of this subsection shall expire on June 30, 1996, unless extended by the legislature during the 1996 regular session.

(d) In the 1994-95 school year, at least one school in each district shall participate in the quality performance accreditation system.

(e) In the 1995-96 school year, every school in every district shall participate in the quality performance accreditation system.

(f) In order to be eligible for general state aid under this act in the 1996-97 school year and in each school year thereafter, each district will evaluate its progress toward achieving defined outcomes and submit an annual report thereon to the state board.

(g) Each district shall schedule in the 1992-93 school year an amount of time equal to not less than two school days, and in the 1993-94

House Committee on Economic Development

Testimony on House Bill 2607

January 20, 1994

Scott Hessel, Senior Policy Analyst
Kansas Inc.

I would like to thank the committee for the opportunity to testify in favor of House Bill 2607 which would establish a Kansas mastery of basic skills program.

The Kansas Inc. Board of Directors adopted their 1994 Legislative Initiatives at its last meeting on December 21, 1993. One of the Board's initiatives states that Kansas should:

implement in all Kansas high schools a comprehensive, performance-based student assessment that represents mastery of essential basic skills and competencies and constitutes a prerequisite for college preparatory and professional technical programs.

The Board has repeatedly stated over the past several years that a high skilled work force is the most important element in future business competitiveness and prosperity. We believe that this bill aids the realization of this objective.

Many Kansas high school graduates are not prepared to enter the work force or post-secondary education. They lack basic skills in areas such as reading, writing, and mathematics but also competencies that are becoming increasingly important in the work place such as problem-solving, teamwork, and goal-setting. These broader skills have been identified by many business and educational organizations including the Kansas Department of Education. The long-term competitiveness of business and the future prosperity of our youth is dependent on the ability of each student to reach their highest level of abilities.

In our opinion, the bill should outline an ambitious but attainable method of ensuring that students attain mastery of essential competencies, that they are assessed in a fair and thoughtful manner, and that every opportunity is provided to enable students to achieve the certificate. The opportunities and planning for remediation and reassessment need to be emphasized.

This certification process would also provide opportunities for students to succeed where past instruction and assessment procedures have failed. Some concern has been raised that a certificate of mastery would either provide an

*Economic Development
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Attachment 2*

additional barrier to success for some students or impede a school's or district's efforts to raise its overall standards. This initiative has been designed, as well as implemented in other states, as a remedy for existing inequalities in the education system. Its purpose is to provide students multiple opportunities over at least a two- to three-year period to demonstrate their competencies through various assessment procedures.

The philosophy that supports this certification concept is very similar to the state's Qualified Performance Accreditation (QPA) system. There are three important similarities with QPA. These are:

- ♦ a strong focus on skills that meet worldwide standards;
- ♦ a realization that instruction and assessment should relate to broad skills including communication, science, mathematics as well as problem-solving and teamwork; and
- ♦ the use of multiple assessments including criterion-referenced, performance-based, and portfolio assessments.

This certification program does provide additional steps to the QPA process. First, this certificate would indicate attainment of skills necessary to work or further education. QPA currently does not affect graduation requirements which still are based on inputs -- "seat time" -- rather than outcomes. The high school diploma does not represent mastery of skills and competencies; this proposed assessment and certificate could. Also, the state-level assessments that are administered during various grade levels are not a required element in high school graduation. Some school districts, including Wichita, have tied a satisfactory grade on the similar district assessment to graduation but this is a local decision.

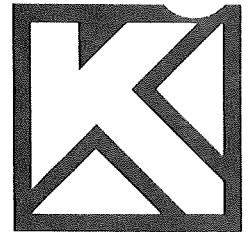
It is envisioned that such an assessment process would extend, as stated earlier, over at least two or three years. Through the use of performance-based, portfolio assessment, students would gather, synthesize, and demonstrate their abilities and competencies over a period of time. This would stand in stark contrast to current assessment procedures that are either administered on a class-by-class, subject-by-subject basis or on Saturday mornings in high school libraries and cafeterias across the state. A performance-based portfolio assessment, as the State Board of Education has indicated in its QPA documents, would remedy many of our current assessment methods. The satisfactory completion of this assessment process would provide the student, teacher, parent, and administrator a clear understanding that the student is prepared for more detailed instruction that could lead down many paths including college or professional technical institutions. In this capacity, the certificate becomes a vital component of a school-to-work system.

Second, and closely related to this first element, this system would provide a discernible demonstration of achievement of world class recognized skills and

competencies. A high school diploma, as stated above, does not represent attainment of world-class skills and competencies; it simply represents the successful completion of courses. We believe that students and potential employers would benefit if a student's mastery of basic skills and competencies were demonstrated and certified at a high level.

LEGISLATIVE TESTIMONY

Kansas Chamber of Commerce and Industry



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HB 2607

January 20, 1994

KANSAS CHAMBER OF COMMERCE AND INDUSTRY

Testimony Before the

House Economic Development Committee

by

Jim Edwards
Director, Chamber & Association Relations

Mr. Chairman and members of the Committee:

Thank you for the opportunity to appear before you today to express KCCI's support for HB 2607, a bill that would provide for a mastery of basic skills certification in Kansas public schools.

The Kansas Chamber of Commerce and Industry (KCCI) is a statewide organization dedicated to the promotion of economic growth and job creation within Kansas, and to the protection and support of the private competitive enterprise system.

KCCI is comprised of more than 3,000 businesses which includes 200 local and regional chambers of commerce and trade organizations which represent over 161,000 business men and women. The organization represents both large and small employers in Kansas, with 55% of KCCI's members having less than 25 employees, and 86% having less than 100 employees. KCCI receives no government funding.

The KCCI Board of Directors establishes policies through the work of hundreds of the organization's members who make up its various committees. These policies are the guiding principles of the organization and translate into views such as those expressed here.

The Kansas business community is facing competition as it has never faced before. The need for highly skilled and skilled workers is also in greater demand than ever before.

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Attachment 3*

Last year, when the House and Senate Education Committees heard presentations by Lionel Alford and David King, co-chairs of the Kansas Commission on Education Restructuring, they were told about the skills required of new employees hired by businesses in Kansas. Their comments echoed the information released by Kansas Inc. and the Institute for Public Policy and Business Research at KU. An attachment to this testimony outlines these agreed upon needs.

There will be questions as to what should be included in the definition of "basic skills." Since this would identify students who have mastered skills that enable them to perform at high levels, and since we have graduation certificates or diplomas that should already be doing that, we would suggest that the skills identified by the groups above be the criteria used to determine whether a student is awarded this certificate in addition to their diploma. While this program is not a total solution to the development of a skilled workforce, it can assist the other programs that are already in place in accomplishing this task.

Thank you for the opportunity to present this testimony. I would be pleased to answer any questions that you might have.

Kansas Adult Basic Skill Training System: Survey of Kansas Programs

Computation (Math) Skills

Includes: a) solving problems with emphasis on multiplication, division, measurements, percentages, ratios, elementary probability and statistics, basic algebra and geometry; and b) use of graphs, charts, tables, word problems, and calculators.

Language Skills

Writing - organizing and translating thoughts into coherent written form, writing a report based on information gathered from more than one source, and correctly filling out forms.

Reading - recognizing and understanding enough written words to comprehend complex instructions and use of a dictionary.

Listening/Verbal Comprehension - following directions given verbally and asking questions when clarification is needed.

Other Skills

Teamwork/Interpersonal - engaging critically and constructively in the exchange of ideas and communicating effectively with others.

Problem Solving/Analytical - recognizing and defining problems, utilizing problem solving strategies, and distinguishing between fact and opinion.

Personal Attitudes and Responsibilities - showing respect for others, having pride in one's work, demonstrating honesty and integrity, exhibiting punctuality and attendance, showing initiative, dressing appropriately for work, maintaining self-control, and having ability to work productively with minimum supervision.

Adaptability/Flexibility - having a positive attitude toward learning and being open to change.

Personal Computer Skills - care and use of disks, starting and rebooting, understanding applications and printing.



**Testimony on H.B. 2607
Before the House Committee on Economic Development
January 20, 1994**

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

Mr. Chairman, Members of the Committee:

We appear today in opposition to H.B. 2607. We recognize there is broad legislative support for the concept represented by this bill, reflected by the fact that it passed both the House and Senate last session and has been reintroduced by this committee despite the governor's veto. We worked with legislative leaders last year to address our concerns, and we believe this version of the bill is an improvement on the original bill introduced in the Senate last session. However, after continuing study over the summer and fall, we must conclude that this bill would not be a positive step for Kansas. Let me outline our concerns.

We believe that increased student performance and school accountability is already being addressed by Quality Performance Accreditation.

In the new QPA document, Student Outcome One requires that "All students will demonstrate in academic and applied situations a high level of mastery of essential skills as evidenced by the following standards:

- A. Read and comprehend a variety of resources.
- B. Communicate clearly, both orally and in writing, for a variety of purposes and audiences.
- C. Use mathematics and mathematical principles.
- D. Access and use information".

The QPA document requires that student achievement in these areas be measured by multiple assessments (or tests), which must be reported annually to the local school board. Schools must also "develop and maintain a student improvement plan through appropriate intervention strategies for individual students who are deficient in the mastery of areas related to school academic focus."

In addition, QPA requires that students be assessed through a variety of state and local assessments. The School District Finance and Quality Performance Act requires that the State Board of Education develop tests in communications, mathematics, science and social studies. These tests must be given to at least three different grade levels. In fact, the State Board is dividing the communications assessment into four different tests: reading, writing, speaking and listening. The act also requires the State Board to develop "benchmark standards" at so-called world class levels.

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Attachment 4*

Finally, the act requires every school have a site council to provide "advice and counsel" on how to meet state and local outcomes standards. The site council must include parents, business representatives and community representatives, as well as educators.

KASB has supported every one of these requirements. There are three important elements of the QPA system that are critical to our endorsement. First, QPA is not based on a "one size fits all" approach based on a minimum standard for all schools and districts. Instead, it requires every school and district to work for continual improvement on state and local outcomes. Second, school districts determine the curriculum and support programs best suited for the local community, with input from parents, business and community leaders at the local level. Third, student performance is measured by a variety of assessments, included both statewide testing instruments and multiple local assessments.

It appears to us that the "Kansas mastery of basic skills program" as defined in Section 1 (f) and required by Section 2 (a) of the bill is already contained in the QPA document. The State Board is already directed to determine student performance standards contained in Section 2 (b) by the School District Finance and Quality Performance Act. Boards are already required to develop assistance plans for students who are deficient in essential skills, as provided in Section 3 (a), by QPA.

If these portions of the bill are simply redundant of QPA and current statutes, then they are unnecessary. If they represent a whole new set of school district responsibilities, we are even more concerned, because of the enormous undertaking QPA already represents. The school finance monitoring committee, in its recommendations from the 1993 interim, said "The State Board of Education should endeavor, in the near term, to avoid making any further changes in the QPA document." We believe the Legislature should itself show restraint in imposing new requirements before the current QPA system is fully implemented.

(In fact, the State Board has not fully implemented the statewide assessment program it has proposed, and the Legislature has not yet provided funding to do so. The State Board has not yet finalized the curricular standards required by the school finance act. Since QPA was initiated in 1991, the Legislature has not once funded its share of the state inservice program to assist educators in implementing QPA reforms.)

Let me review the remainder of the bill. First, it provides that a certificate will be awarded to students who demonstrate mastery of basic skills on the state assessments. Second, students are to be given "numerous opportunities to demonstrate mastery of basic skills" until a student has completed grade 12. Third, the State Board shall "study, review and consider" school district data to determine whether students are demonstrating attainment of basic skills, and disseminate appropriate information to school boards, the governor and legislators and other interested parties.

A major concern is that the state assessments are given only once a year; it is likely that they will be given at different grade levels for different content areas; and it is unclear if every test will be given every year. As a result, it is difficult to see how "numerous" the opportunities to take such tests could be.

Proponents of the "certificate" concept have said it will help assure employers that students have the basic skills needed for the workforce. But it is important to note that if students currently are not receiving these skills, then denying them a "certificate" will not give them these skills. Some advocates say such a certificate would be more meaningful than a high school diploma. But if an

employer wants a clearer picture of a student's abilities, asking for a copy of the high school transcript would be even more meaningful. Everything we know about testing argues against reliance on any single type of assessment to evaluate individual students.

Finally, we do agree that the development of meaningful reporting methods on student and school performance is an important issue. KASB is committed to working with the Legislature and State Board to improve the reporting process. At this point, we do not believe legislation is either required or appropriate.



KANSAS NATIONAL EDUCATION ASSOCIATION / 715 W. 10TH STREET / TOPEKA, KANSAS 66612-1686

Craig Grant Testimony Before
House Economic Development Committee
Thursday, January 20, 1994

Thank you, Mr. Chairman. I am Craig Grant and I represent Kansas NEA. I appreciate this opportunity to visit with the committee about HB 2607, which would establish a mastery of basic skills program in Kansas.

Our teachers have had a couple of years to review this concept as it was also contained in SB 334 last year, which was passed and vetoed by the Governor. As the school finance and quality performance monitoring committee visited schools this summer and fall, the one consistent message heard and reported was this: Please do not change the Quality Performance Accreditation Program again. We just got started down one path and the focus was changed. Leave it in place for a while and let us work on it.

HB 2607 starts schools down a separate road--a road which duplicates our present QPA program. The goal of this program is to provide children with quality education which prepares them for work or for continuing education. Each school will have goals and standards based on that school's population. We also have required assessment tests which will be given at the elementary, middle, and high school years. These assessment measures give schools knowledge as to where our students are, what further measures need to be tried to move the student. What more assessments are necessary?

I have heard arguments for this bill which say that businesses do not know what a high school diploma really means. I believe that if businesses take the time to get involved with our schools they will know what that diploma means. If they look at transcripts and see a D average for a student, the business ought to know what that means.

HB 2607 appears to offer one more test, a single test to make a major determination about the future of a child--a program which most experts, Dr. Poggio of Kansas University included, have a great reluctance in utilizing. This single test may in fact be the cause of more children dropping out of high school. We have tried hard to increase graduation rates, but a failure on a test as important as this may well negate our efforts.

Kansas NEA opposes HB 2607 as duplicative and possibly harmful to our process at this time. We believe we have sufficient assessment measures now to assist us in our school reform process. Thank you for listening to our concerns.



Schools for Quality Education

Bluemont Hall Manhattan, KS 66506 (913) 532-5886

January 20, 1994

TO: HOUSE COMMITTEE ON ECONOMIC DEVELOPMENT

SUBJECT: HB 2607--PROVIDING FOR A KANSAS MASTERY OF
BASIC SKILLS PROGRAM

FROM: SCHOOLS FOR QUALITY EDUCATION

Mr. Chairman and Members of the Committee:

I am Jacque Oakes representing Schools For Quality Education, an organization of 100 small schools.

We submit written testimony to the Committee in opposition to HB 2607.

We believe that having a Kansas mastery of basic skills program would be a repetition of what all schools are already starting to accomplish with QPA. We expect to have standards and outcomes that will show mastery through the state based assessments. We already must have strategies, techniques, and procedures to assist students in reaching QPA skills.

QPA is a giant task, and we hear everyday that teachers are overloaded and extended. This would certainly mean one more set of standards and one more test for districts to complete. One of the outcomes of QPA that may be as important as testing is the portfolio. This will be an individualized file that will follow the student giving a true picture of what that student has accomplished.

The School District Finance and Quality Performance Committee recommended that there be no more changes in order that school districts can proceed forward with QPA. We believe, that given some time, districts will be able to prove that their goal, the business communities' goal, and the goal of HB 2607 will be the same.

Please give us time to do our work, and oppose HB 2607. Thank you for your time and interest.

"Rural is Quality"

*Economic Development
January 20, 1994
Attachment 6*