

Approved: 1/18/94  
Date

## MINUTES OF THE SENATE COMMITTEE ON COMMERCE.

The meeting was called to order by Vice-Chairperson Pat Ranson at 8:00 a.m. on January 14, 1994 in Room 123-S of the Capitol.

Members present: Senators Burke, Downey, Feleciano, Gooch, Harris, Petty, Ranson, Reynolds, Salisbury Steffes and Vidricksen

Committee staff present: Lynne Holt, Legislative Research Department  
Jerry Ann Donaldson, Legislative Research Department  
Bob Nugent, Revisor of Statutes  
Mary Jane Holt, Committee Secretary

Conferees appearing before the committee: Dr. Charles Warren, President of Kansas Inc.  
Katie Krider, Director, Division of Employment & Training,  
Kansas Department of Human Resources

Others attending: See attached list

### **JOB TRAINING**

Dr. Charles Warren, President of Kansas Inc. informed the Committee the Kansas Vision for Work Force Training and Education calls for Kansas to have "a highly skilled work force that is internationally competitive". He outlined four strategic objectives, 1) A coordinated, seamless system of secondary and post-secondary education guides the development of strong work place skills and competencies, 2) Adults have higher educational achievement and work place skills, 3) Kansas youth is successfully prepared for high skill employment, and 4) A coordinated employment system trains and retrain individuals. He said these initiatives must be seen and acted upon as part of a comprehensive, systemic effort to reach the goal of a high skilled work force, see attachment 1. Included in his attachment is an "Executive Summary of The Kansas Labor Force Education and Training System"; and "A Kansas Vision" for Work Force Training"

Katie Krider, Director, Division of Employment and Training, Kansas Department of Human Resources, indicated her agreement with the initiatives defined by Kansas Inc., see attachment 2. The Kansas Council on Employment and Training (KCET) is charged with overseeing the programs funded by the Job Training Partnership Act, as well as making recommendations on the coordination of related employment and training programs, which will be focusing on several issues in particular. One-Stop Career Centers is now evolving into a Workforce Security Initiative which could include a new approach to Unemployment Insurance. The Council will take up the recommendation to redraw Service Delivery Area boundaries originally drawn a decade ago, to determine if the structure should be changed to reflect the current demands and configuration of Kansas labor markets; to explore the possibility of establishing regional employment and training councils to oversee a wide range of employment and training programs in the region, and provide local coordination for such State and federal initiatives such as welfare, youth work apprenticeship, skill certification and school-to-work; and to explore the feasibility of replacing a number of existing State advisory bodies with a single Workforce Investment Council which would oversee all the related but separately administered programs which prepare the Kansas workforce.

The Committee meeting adjourned at 9:00 a.m.

The next meeting is scheduled for January 18, 1994.

## GUEST LIST

COMMITTEE: SENATE COMMERCE COMMITTEE

DATE: 1/14/94

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# ***A Kansas Vision*** **for Work Force Training and Education**

*A Kansas Vision* states the following goal: "Kansas has a highly skilled work force that is internationally competitive."

We have outlined four strategic objectives and 13 specific strategies to achieve this goal:

**1. A coordinated, seamless system of secondary and post-secondary education guides the development of strong work place skills and competencies.**

*Restructure the governance and financing of post-secondary and higher education in Kansas.*

- ♦ Merge community colleges and area vocational technical schools.
- ♦ Create Colleges of Technology from free-standing AVTSs.
- ♦ Increase state funding of post-secondary institutions to 40% of annual operating expenditures.
- ♦ Develop formal relationships or alliances between selected two year institutions and regents universities.
- ♦ Increase the level and sophistication of technology and training equipment available for secondary and post-secondary skills training programs.

**2. Adults have higher educational achievement and work place skills.**

*Increase state support of, and ensure statewide accessibility to, adult basic education programs and adult literacy programs.*

- ♦ Increase the state support for the Adult Education Centers to provide literacy instruction to adults statewide.

*Encourage private firms to increase the training and retraining of their workers ...*

- ♦ Enhance the use of 1993 Senate Bill 73, which provides incentives for high performance firms to invest in technology and their work force, by expanding its application to export-oriented service sector firms.

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Attachment 1-1

- ♦ Develop incentives to encourage individuals to pursue retraining opportunities through the use of unemployment insurance funds or other financing options. One option is to study the Job Service Employers' Committee (JSEC) proposal for using unemployment insurance interest earnings to fund training and implement, if feasible.
- ♦ Ensure adequate funding for state customized training programs, including the Kansas Industrial Training and Retraining programs.

**3. Kansas youth is successfully prepared for high skill employment.**

- ♦ Develop a strategic plan for the implementation of a statewide school-to-work transition system.
- ♦ Implement a certificate of initial mastery assessment procedure that would ensure competency in new basic skills for all high school students.
- ♦ Increase instruction in applied education programs and develop articulation agreements between community colleges, AVTSs, and the regents' universities that cover applied associate degrees.
- ♦ Develop innovative approaches, including alternative educational programs and youth centers, to reduce the number of high school drop-outs.

**4. A coordinated employment system trains and retrains individuals.**

- ♦ Create pilot projects in four or five geographical areas to consolidate training and employment services in one office under complete authority of a regional manager.
- ♦ Reorganize the JTPA's Service Delivery Areas (SDAs) and reconfigure all regional and service delivery areas to conform with these new boundaries.
- ♦ Fund the on-going development of state and regional employment projections.
- ♦ Establish a state human resource investment council and local work force boards, modeled after similar networks in other states, that can integrate all labor force training and employment programs as well as school-to-work initiatives.

- ♦ Require each KIT and KIR project to have a coordination agreement between the business and either a community college, AVTS, or regents' university.

These initiatives must be seen and acted upon as part of a comprehensive, systemic effort to reach the goal of a high skilled work force.

**Kansas Inc.**



**The Kansas Labor Force  
Education and Training System**

**An Analysis of Program and System Coordination**

*by*

**Scott Hessel**  
*Senior Policy Analyst*

*and*

**Suzanne Clarke**  
*Research Intern*

December 1993

**Charles R. Warren, President**  
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## Executive Summary

The purpose of this study is to provide an empirical examination of the state's major labor force training and retraining programs on which policy and statutory changes can be made to create a more coordinated and effective system. This study is not an evaluation of programs but rather an analysis of how programs function.

This initiative has as its foundation, Kansas Inc.'s updated economic development strategy, *A Kansas Vision*. This strategy states that one of its four goals is to have "a high skilled work force that is internationally competitive."

This study examines 14 state and federal labor force education and training programs or program areas. These are:

1. Kansas Industrial Training (KIT)
2. Kansas Industrial Retraining (KIR)
3. State of Kansas Investments in Lifelong Learning (SKILL)
4. Job Training Partnership Fund (JTPA)
  - a. Title II-A Adult
  - b. Title II-B Summer Youth
  - c. Title II-C Youth
  - d. Title III Dislocated Workers (EDWAA)
  - e. Older Workers
  - f. State Oversight and Administration
  - g. Incentive Awards
  - h. Education Coordination
5. Trade Adjustment Act Assistance (TAA)
6. Kansas Apprenticeship Council
7. Job Service
8. KanWork
9. Rehabilitation Services
10. Older Kansans Employment Program (OKEP)
11. Senior Community Service Employment Program (SCSEP)
12. Vocational Education Institutions and Programs
  - a. Community Colleges
  - b. Area Vocational Technical Schools (AVTS)
  - c. Carl Perkins Act
13. Adult Basic Education (ABE)

#### 14. Volunteer Adult Literacy Organizations Grant Program

The three month examination of these programs included collection and review of program literature including federal and state statutes and regulations, annual reports, and evaluations. The study team also conducted interviews with over 40 program and field staff.

### Summary of Findings

The general findings of this analysis are:

1. The state's labor force training programs are able to reach only a very small share of citizens needing education and training services.
2. There is a gap in services to individuals whose income is above poverty but not sufficient to pay for training activities that would move them to a self-sufficient level of income.
3. The design and mission of the labor force education and training initiatives create significant barriers to coordination. While training programs categorized as either "business" or "social service" oriented may not need to closely integrate their efforts, the delivery should still be coordinated to ensure smooth articulation of clients from one program to another.
4. Programs can be generally categorized as to their involvement in the funding, administration, and provision of training services. An understanding of this distinction is important in developing a more coordinated system.
5. Many programs have archaic managerial structures at the departmental and local level that negatively affect the overall effectiveness of service delivery and administration.
6. The community colleges are the principal providers of training and related services in the state.



7. While many agencies may have significant inter-program agreements, they are ineffective in creating efficient service delivery mechanisms for the client. One method to overcome this barrier is through one-stopping shopping. Some program staff members have indicated this would not work because of programs' complexities. This criticism is unfounded because it is based on the misperception that front-line personnel must know the answer to every possible question or circumstance.
8. The program delivery areas and natural labor markets are not compatible and fail to meet regional employment and training needs.
9. Funding and training administration programs, as opposed to those that principally provide services, have disturbingly few useful measures of program performance or competency attainment.
10. The skill and competency assessment procedures used by the various programs and educational institutions are extremely disjointed resulting in relatively little understanding of the contribution of training to clients' future employability.
11. State employment projections on which many agencies and educational institutions base decisions concerning appropriate course offerings and referral, are inadequate for today's labor market and employment characteristics.

## Policy Options for Consideration

These findings were used in developing a set of six basic policy options for consideration by the governor and the Kansas Legislature. These options are:

1. Create pilot projects in four or five geographical areas to consolidate training and employment services in one office under complete authority of a regional manager.

2. Reorganize community colleges and AVTSs into regional Colleges of Technology.
3. Reorganize the JTPA's Service Delivery Areas (SDAs) and reconfigure all regional and service delivery areas to conform with these new boundaries. New Regional Employment and Training Councils should be established to coordinate all applicable programs.
4. Create an Employee Skill Enhancement Incentives program.
5. Fund the on-going development of state and regional employment projections.
6. Require each KIT and KIR project to have a coordination agreement between the business and either a community college, AVTS, or regents' university.

"A Kansas Vision" for Work Force Training

by

Charles R. Warren, Ph.D.  
President, Kansas Inc.

Presentation To:

Task Force On The Funding of Community Colleges  
And The Kansas Postsecondary Vocational  
and Technical Training System

July 21, 1993

## The Kansas Inc. strategy for Education and Work Force Training

In February 1993, Kansas Inc. released an updated economic development strategy for Kansas entitled: "A Kansas Vision." The strategy was prepared with extensive participation of the state's leaders and citizens, and its goals and recommendations are based on a detailed analysis of the strengths and weakness, as well as opportunities available to this State.

The Strategy has two fundamental purposes:

- o to enable the citizens of Kansas to enjoy a higher standard of living and quality of life; and,
- o to ensure economic opportunities for all Kansas statewide.

Achieving these is to be accomplished by focusing precisely on "the development of high performance firms using high skilled workers to produce higher value-added products and services and to provide high wage employment."

Kansas Inc. has articulated four major goals for economic development:

1. Globally competitive Kansas businesses.
2. An internationally competitive high skilled work force.
3. A positive business climate and resources essential to economic growth.
4. Effective public-private partnerships.

The second goal of a high skilled work force is considered absolutely critical to the success of the Kansas economy today and into the 21st century. Unless this goal is reached, the remainder of the strategy will be impossible to realize.

## Kansas Inc. Studies of Work Force Training

Since 1988, Kansas Inc. has consistently believed that our highest priority for economic development should be placed on education and work force training. In 1989, we undertook with the University of Kansas a major study titled, Work Force Training: The Challenge for Kansas. That report documented with strong evidence the growing skills gap between Kansas workers and the demands of the work place. In 1991, again with the University of Kansas, we published a report on Adult Basic Skills Education, that documented the inadequacy of resources, the lack of access, and the need for greater attention to adult education

programs.

This Summer, we began a comprehensive study of the job training programs in Kansas, in conjunction with the Legislative Joint Committee on Economic Development. We are collecting data and information on 23 federal and state programs that are being managed by six separate state departments and boards. (See attached program list.) The total funding of these 23 programs approximates \$90 million. For a host of reasons, these job training programs are fragmented, duplicative and constitute a "non-system." Undoubtedly, the study will document that resources alone are not the answer to effective work force training. Without strong coordination, effective management, and an overall state framework, the goals we have set for training and educating our work force cannot be realized.

#### Work Force Objectives and Strategies

Attached to my presentation is the excerpted portion of the strategy addressing work force training. 13 specific strategies are identified that can lead to the achievement of four broad strategic objectives:

1. A coordinated, seamless system of secondary and post-secondary education guides the development of strong workplace skills and competencies.
2. Adults have higher educational achievement and workplace skills.
3. Kansas youth is successfully prepared for high skill employment.
4. A coordinated employment system trains and retrain individuals.

These statements do not characterize the existing systems of secondary and post-secondary education, adult education, and job training that operate in Kansas today.

In my opinion, the community colleges and vocational-technical schools of Kansas are critical to achieving our goals, and their redesign is essential. The Presidents and faculty of our community colleges and AVTS's are the most ardent supporters of economic development. I have the greatest respect and admiration of their work, and much sympathy for the barriers they face and the woefully inadequate resources they have been given to perform their role.

## Why A Skilled Work Force Is Critical

Our research has shown that many Kansas firms are mature, marginal in their profitability, and operating in declining, slow growth industrial sectors. Too many Kansas companies have not invested in new and advanced machinery and technology, nor have they invested in upgrading the skills and training of their existing workers. Unless this situation is reversed, we believe that many of these companies will become more vulnerable to foreign competition and face extinction.

Too many Kansas firms have adopted a low-skills, low-wages strategy. In 1990, the average manufacturing wage in Kansas was slightly higher than the U.S. at \$10.94 per hour compared to \$10.84 per hour. Yet, if we eliminate from that calculation the wages paid in a single industrial sector -- transportation equipment -- that includes Boeing, Cessna, Beech, Learjet, and General Motors, we see the average manufacturing wage drop to \$7.70 an hour. That hourly wage produces an annualized income of only \$16,016. Still, in our earlier study, almost 60 percent of Kansas firms reported a moderate to severe gap between the skill of new employees and the needs of the firms.

Our strategy recognizes that Kansas firms must be encouraged to increase their own investments in worker training. While part of the problem lies with business, a number of issues in the education and training system must also be addressed, including:

- 1) more information about available programs;
- 2) state assistance in reducing training costs;
- 3) scheduling flexibility;
- 4) greater relevance of training to firm's needs;
- 5) more up-to-date equipment; and
- 6) more highly qualified instructors.

The significance of educational preparation for the work force cannot be understated. The nature of work is changing and the skills required for jobs in the fastest growing sector is demanding more professional and technical training. 50 percent of the jobs created in Kansas from 1980 to 1990 were in occupations of a technical or specialized professional category. These jobs are not typically available to four year college graduates, but require associate degrees or certificates.

Kansas has fewer high school dropouts and more college graduates than the U.S. average, yet it lags the United States in associate degrees with 5.4 percent of Kansans over 25 having that level of educational attainment, compared to 6.2 in the U.S. Clearly, greater priority and resources have to be provided to two-year post-secondary institutions and programs.

## Goals For Post-Secondary Education

The report, "A Kansas Vision," explicitly states this objective:

Restructure the relationship between area vocational technical schools (AVTS's), community colleges, and the regents universities that create new systems of governance, finance, and organization.

No specific suggestions are made in the strategy to achieve this restructuring. We have not made any recommendations to change the system of governance or financing of post-secondary institutions. However, we do state support for the work of this task force.

We have identified some fundamental principles in the report that might guide this restructuring:

1. balancing the financial burden of the system between taxpayers and users;
2. creating a better balance between state and local resources;
3. recognizing the importance of the institution's economic development role; and,
4. formalizing better inter-institutional administration, planning, and oversight.

## Personal Observations On the Post-Secondary System

In the remainder of this presentation, I would like to offer my own personal observations and recommendations regarding the governance and financing of community colleges and vocational-technical schools. These views do not reflect those of the Board of Directors of Kansas Inc.

The existing collection of post-secondary institutions does not constitute the state-wide system of professional and technical education that we require to meet the goals of our strategy. We need a state system of "colleges of technology" that can only be created by merging the existing community colleges and area vocational technical schools and establishing alliances with the Regent's universities.

Creation of a statewide system can only be met by dramatically restructuring the existing institutions. Progress will be retarded if we continue to devise solutions to meet the needs of single metropolitan areas or regions of the state. A state of 2.5 million population does not need 32 separate post-secondary institutions, nor can it afford that number of schools.

A new system should meet the following criteria:

1. It should provide all residents throughout the state convenient access to vocational-technical training, professional degree programs, and two year liberal arts programs.
2. It should provide the framework for life-long learning by having a commonly agreed upon system of articulation and credit hour transferability among all Kansas post-secondary institutions.
3. It should provide a system of "colleges of technology" that can also serve as the focal point for adult education and job training programs in each region of the State.
4. It should be based on a system of funding that places the state in the dominant financial position providing at least 40 percent of total financial support.
5. It should achieve substantial economies of scale and efficiencies in administration and capital outlay for facilities and equipment over the present system.
6. It should enable the development of specialized training and educational programs that serve a state-wide clientele and require more costly training equipment and faculty expertise.

For purposes of discussion, I would offer the following suggested options for restructuring the remaining community college and vocational-technical institutions.

The basic problem in establishing a new statewide system of "colleges of technology" is that we have several different situations to cope with:

1. Counties with only a community college (13);
2. Counties with only an AVTS (3);
3. Counties with only a Regent's university (3);
4. Counties with a community college and an AVTS (4);
5. Counties with a Regent's university and an AVTS (3);
6. A county with a community college, an AVTS, and a branch campus of a Regent's university.
7. A county with a branch campus of a Regent's university and an AVTS (1).
8. A county with a state-supported university and an AVTS (1);
9. Counties with no post-secondary institution (76).



This confusing array of institutional arrangements is the core of the problem and has led to ad hoc service areas, and monopolistic, as well as entrepreneurial behavior on the part of the institutions. It has also produced unnecessary duplication, needless competition, and diseconomies of scale.

My major concern is that this task force will not make bold recommendations to create a new and more effective set of institutions. I am convinced that we have to do more than just "tinker with the system." I would like to propose that you begin to think of the possibility of more closely integrating the community colleges, the AVTS's, and the Regents Institution into a statewide system of "colleges of technology."

I looked at the set of institutions we have and their service areas and have put together on possible scenario for reform. Attached is a very rough proposal on how the current system might be restructured. This scenario is made to stimulate your thinking about what might be achieved through a bold proposal.

This scheme would create universal coverage in Kansas of the educational programs of the universities, community colleges, and vocational-technical schools. It would result in a total of 15 combined "colleges of technology" assuming the missions of the 33 colleges and vocational-technical schools. The existing campuses and branch facilities would probably be maintained to ensure that services are accessible. A great reduction in administrative and overhead structures and costs would be possible, allowing more resources to be devoted to instruction. It would provide the State a dozen focal points for the delivery of other job training efforts, including adult basic education, literacy training, Job partnerships Training Act services, Kan-Work, etc.

I offer this proposal to stimulate thought and discussion on the range of alternatives that are available to restructure the existing system. As stated recently by one commentator, "Success in this new era will come to those who think beyond the boundaries."

I would pleased to answer your questions.

## Attachment

### A Proposed Restructuring of Post-Secondary Institutions

1. Create one "College of Technology" in Southeast Kansas by merging under a single administrative structure the following institutions:

- o Allen County Community College
- o Neosho County Community College
- o Fort Scott Community College
- o Labette Community College
- o Independence Community College
- o Coffeyville Community College
- o Southeast Kansas AVTS

The SE Kansas College of Technology would be allied with Pittsburgh State University. This new college would serve the counties of Franklin, Coffey, Anderson, Linn, Woodson, Neosho, Wilson, Crawford, Elk, Chautaugua, Montgomery, Labette, and Cherokee.

2. Create a "College of Technology" within Emporia State University, building on the Flint Hill AVTS, that would serve the following counties: Lyon, Morris, Chase, and Osage.

3. Create a "College of Technology" within Washburn University, building on the Kaw Area AVTS, that would serve the counties of: Shawnee, Wabaunsee, Jefferson, and Jackson.

4. Johnson County Community College would remain as it is with its relationship with the Johnson County AVTS, and would have a formal relationship the KU Regents Center. It would serve the Counties of Johnson, Douglas, and Miami.

5. Create a "College of Technology" in Wyandotte County merging Kansas City Community College with the Kansas City AVTS, and establishing a formal relationship with the University of Kansas, that would serve the counties of: Wyandotte and Leavenworth.

6. Create a "College of Technology" in Doniphan County by merging Highland Community College with the Atchison ATVS, and establishing a formal relationship with the University of Kansas, that would serve the counties of: Atchison, Doniphan, Nemaha, and Marshall.

7. Create a "College of Technology" by merging Cloud County Community College with the North Central (Beloit) AVTS and the Manhattan AVTS with an alliance with Kansas State University that would serve the following counties: Riley, Geary, Pottawatomie, Washington, Clay, Republic, Cloud, Ottawa, Lincoln, Mitchell, Jewell, Osborne and Smith.

8. Enlarge the mission of Kansas State University - Salina by merging with it the Salina AVTS and having its service area include the counties of: Salina, Dickerson, Ellsworth, Rice, McPherson, and Marion.

9. Create a "College of Technology" within Wichita State University by merging Butler community college with the Wichita AVTS that would serve the metropolitan counties of Sedgwick and Butler.

10. Create a "College of Technology" from the Hutchinson Community College with a formal relationship with Wichita State University serving Reno and Harvey Counties.

11. Create a "College of Technology" from Cowley County Community College allied with Wichita State University.

12. Create a "College of Technology" from Pratt County Community College allied with Wichita State University and serving the counties of Kingman, Harper, Barber and Pratt.

13. Create three Colleges of Technology serving the West Central, the Northwest and Southwest regions with Fort Hays State University:

The first would build on Barton County Community College and serve the counties of Ellis, Russell, Rush, Barton, Pawnee and Stafford.

The Second would merge Colby Community College with the Northwest (Goodland) AVTS and serve the counties of Cheyenne, Rawlins, Decatur, Norton, Phillips, Sherman, Thomas, Sheridan, Graham, Rooks, Wallace, Logan, Gove and Trego.

The Third would merge Garden City, Dodge City, and Seward Community Colleges with Liberal and Southwest (Dodge City) AVTS's and would serve the counties of Greeley, Wichita, Scott, Lane, Ness, Hamilton, Kearney, Finney, Hodgeman, Gray, Ford, Stanton, Grant, Haskell, Morton, Stevens, Seward, Meade, Clark, Kiowa, and Commanche.

**Work Force Training and Retraining Programs**  
*State Fiscal Year 1993 (est.)*

<b>Program</b>	<b>Amount</b>
<b>Department of Commerce and Housing</b>	
KIT/KIR	2,249,995
SKILL	4,177,072
<b>Department of Human Resources</b>	
Title II-A	
Adult Youth	6,070,722
Education Coordination	622,638
Technical Assistance	466,979
Oversight	389,149
Older Workers	233,489
Title II-B	4,966,717
Title III- EDWAA	2,452,743
Trade Act Assistance	n/a
Kansas Apprenticeship Council	76,725
Job Service	6,911,767
<b>Department on Aging</b>	
Older Kansans Employment Program	147,392
Senior Community Service	864,380
<b>Department of Education</b>	
Community Colleges	
Voc/Tech Credit Hour Aid	19,445,139
Adult Basic Education	2,406,580
Carl Perkins Act	3,482,780
Post-Secondary Aid	20,295,000
Capital Outlay	880,000
<b>Department of Social and Rehabilitation Services</b>	
Rehabilitation Services	10,789,505
KanWork	4,087,574
<b>State Library</b>	
Literacy Grants	283,700
<hr/>	
<b>Total</b>	<b>\$91,300,046</b>

N/A: data not available

TESTIMONY

Senate Commerce Committee  
8:00 am, January 14, 1994  
Katie Krider, Director  
Division of Employment & Training  
Kansas Department of Human Resources

1/14/94  
Commerce  
Attachment 2-1

Thank you for this opportunity to address the Senate Commerce Committee, and I join Drs. Warren and Droegemueller in commending you for holding joint meetings during this opening week of the 1994 Legislature to discuss school to work issues.

On Wednesday, Commissioner Droegemueller opened his presentation by noting that never before have the respective visions and policy issues of economic development and education been so closely aligned. That sentiment was echoed yesterday by our US Department of Labor Regional Administrator Bill Hood when he testified that our economic future is dependent on our youth being prepared for high skill jobs. I would like to note that the policy congruency is even broader than education and economic development, because those of us who administer public employment & training programs are also discussing exactly the same issues, and are delighted that we are singing from the same workforce development hymnal as our distinguished partners in education and economic development.

All of us share enthusiasm for the development of a stronger relationship between what's taught in school and what's needed at work, a recognition that we must take a fresh look at how teachers teach and how learners learn, and a commitment to the development of a private/public partnership which will assure that our schools are relevant to students and the needs of business, and prepare students to be lifelong learners in this new day of constantly advancing technology.

Many of the State's job training programs have been called "second chance" programs which afford another opportunity for program participants to acquire the necessary skills to be successful in the labor force. We have learned in operating these "second chance" programs that an appalling number of those who participate in these programs - even many of those with a high school diploma - lack the functional reading and math skills to perform entry-level job requirements, or basic life skills such as reading a bus schedule or reconciling their checking account.

Those of us who operate these "second chance" programs have long seen the need for a meaningful school to work system which would focus serious attention on the needs of ALL students. Yesterday Senator Kassebaum brought US Secretary of Education Riley to Wichita for a Business/Education Celebration, and Secretary <sup>Richard</sup> Riley noted that our schools must combat the "conspiracy of low expectations" and set world class standards to be met by ALL students.

This committee is well aware of the vision and goals articulated in "A Kansas Vision", the State's new economic development strategy developed by Kansas Inc. Senator Kerr noted in his opening remarks on Wednesday that in planning for the future Kansas economy, nothing is more important than smoothing the transition from school to work. One of the four goals of the Kansas Vision calls for Kansas to have a highly skilled workforce that is internationally competitive. As Dr. Warren stated on Wednesday, one of the most important strategic objectives in the Kansas Vision follows that goal: Kansas youth is successfully prepared for high skill employment. That objective is at the heart of the school to work system which must be developed for our State.

As we discuss school to work issues, we are talking about SYSTEMIC change, rather than just making some changes in the margins of existing programs. This can seem a very daunting challenge, but, as the Education Commissioner pointed out on Wednesday, in Kansas we have some of the foundation already laid.

The Quality Performance Appraisal system, mandated several years ago by the Kansas Board of Education in its infinite wisdom, puts Kansas miles ahead of many States who have not yet grappled with the issues of establishing measurable outcomes for K-12 education programs. The possibility of transforming our community colleges and AVTS' into a system of colleges of technology is being seriously discussed, as well as new financing mechanisms. With the Kansas Competency System, we have in place in the State's public employment & training programs a functional literacy assessment and curriculum management system based on those basic skills identified by Kansas employers. A great deal of collaborative work lies ahead in order to develop all the necessary elements of an entire

school to work system, but Kansas has taken several steps in the right direction.

The issues involved in the school to work policy area have been getting increasing attention over the past ten years - such national reports as "A Nation at Risk", "Workforce 2000", "The Forgotten Half", "America's Choice: High Skills or Low Wages", and the series of SCANS reports: "What Work Requires of Schools", "Skills and Tasks for Jobs", "Teaching the SCANS Competencies", "Building Community Coalitions", "Learning a Living", and on and on through the latest eyebrow-raiser (for those who haven't been paying attention to labor force development issues) - "The National Adult Literacy Survey".

Many of the issues raised in these reports were confirmed at the State level in the series of Institute for Public Policy & Business Research studies for Kansas Inc.: "Workforce Training: The Challenge for Kansas", documenting the growing skills gap between employer needs and worker abilities in Kansas; followed by "Adult Basic Skills and the Kansas Workforce", documenting the inadequacy of existing programs in meeting the needs of adult workers needing remedial education, and "The Kansas Labor Market: Challenges and Implications", which concludes that Kansas should pursue a high wage/high skill strategy as the basis of its economic development initiatives.

Dr. Warren has just described to you the analysis done by Kansas Inc. of the public employment & training programs in Kansas, and this committee in November referred the policy options outlined in that study to the Kansas Council on Employment & Training (KCET). That Council, which is charged with overseeing the programs funded by the Job Training Partnership Act as well as making recommendations on the coordination of related employment & training programs, will be focusing on several issues in particular.

The Council, which is chaired by Senator Janis Lee, will take up the recommendation to redraw Service Delivery Area boundaries originally drawn a decade ago, to determine if the structure should be changed to reflect the current demands and configuration of Kansas labor markets. The Council will also explore the possibility of establishing regional employment & training councils to oversee a wide range of employment & training programs



in the region, and provide local coordination for such State and federal initiatives such as welfare-to-work, apprenticeship, skill certification, and school-to-work. And the Council will also explore the feasibility of replacing a number of existing State advisory bodies with a single Workforce Investment Council which would oversee all the related but separately-administered programs which prepare the Kansas workforce.

There are several major federal workforce development initiatives which are in various stages of evolution: a Worker Adjustment Strategy with One-Stop Career Centers which was floated around the country for comment last summer is now evolving into a Workforce Security Initiative which could include a new approach to Unemployment Insurance. The Goals 2000: Educate America Act proposes a system for national skill standards, and yesterday Bill Hood described to you the School-to-Work Opportunities Act. The passage of these federal initiatives could facilitate and provide additional funding, for State initiatives which have been discussed these past three days.

All of us are well aware of the need to change the "pre-eminent preoccupation" with going on to college as the only worthy goal for a high school student, and we know the great challenge we face in changing that mindset, which is shared by the vast majority of parents, teachers, counselors, and school administrators. Senator Downey noted Wednesday, however, that this country can market anything it wants, and if we decide we need to enlighten the populace that many well-paying jobs do require post-secondary education, but not necessarily a college degree, then marketing that message is certainly possible. It is a message that must be conveyed. Yesterday Secretary Riley summed up the challenge very well: *Nothing can be done to end the anger, violence, and spiritual numbness which plagues our nation until we all commit ourselves to quality education. The American people must make a commitment to putting our children and their education first, and setting world class standards for that education. Our national survival depends on it.*