

Approved: 2/22/94
Date

MINUTES OF THE SENATE COMMITTEE ON EDUCATION

The meeting was called to order by Chairperson Dave Kerr at 1:30 p.m. on February 21, 1994 in Room 123-S of the Capitol.

All members were present.

Committee staff present: Ben Barrett, Legislative Research Department
Carolyn Rampey, Legislative Research Department
Avis Swartzman, Revisor of Statutes
LaVonne Mumert, Committee Secretary

Conferees appearing before the committee:
Scott Hessell, Kansas Inc.
Mark Tallman, Kansas Association of School Boards
Gerald Henderson, United School Administrators of Kansas
Susan Chase, Kansas National Education Association

Others attending: See attached list

SB 725 - Kansas learning earning alliance development (Kan-Lead) program

Staff explained that the bill would provide for a program, to be administered by the State Department of Education, that makes available incentive grants to school districts that enter into a partnership with a business or industry for the purpose of development and maintenance of school-to-work projects. The amount of the grants would be subject to appropriation and would be a 60-40 state/local matching grant for a three-year period. Schools could work cooperatively to seek these grants. Program participants must be enrolled in grades nine or above, with the requirement that at least 25 percent of the participating students be eligible for free meals under the National School Lunch Act, and eligibility could be further restricted by project requirements. Those entities seeking grants would have to provide documentation that they had entered into a partnership with a business or industry or with some organization that was acting in a brokering capacity, and those entities must also show that their proposal includes procedures to ensure parental involvement. The State Board of Education would be directed to consult with persons knowledgeable in the field of workforce preparation and training in the evaluation and selection process. The State Board would also evaluate the program after the 1997-98 school year.

Scott Hessell, Kansas Inc., testified in support of SB 725 (Attachment No. 1). He said the program contained in the bill would work well with the federal school-to-work initiative currently underway. Kansas is in receipt of its developmental grant, under the federal program, and the governor is creating a commission responsible for designing a statewide school-to-work system. Mr. Hessell said the federal act includes the opportunity for states to compete for implementation grants which require that a certain portion of those funds go to local partnerships to implement the state plan. Mr. Hessell suggested that it might be useful to expand the definition of school-to-work projects to include eligible activities as described in the federal act. He also noted that the requirement that there be a minimum of 25 percent participants who are eligible for free meals could limit the number of students participating in a project because of the small number of eligible students in some districts. Senator Oleen suggested that Mr. Hessell might review the data on students who are eligible for reduced meals to determine whether that might a more appropriate definition.

Mark Tallman, Kansas Association of School Boards, testified in favor of the bill (Attachment No. 2). He said the bill will assist in the understanding and shaping of efforts to develop school-to-work projects. He said he especially supports the three-year duration for grants. Mr. Tallman suggested that perhaps the 25 percent free lunch eligibility requirement be changed to a requirement that there be a specific percentage proportionate to the number of students in the district who are eligible for free lunch participating in the

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON EDUCATION, Room 123-S Statehouse, at 1:30 p.m. on February 21, 1994.

program.

Gerald Henderson, United School Administrators of Kansas, testified in favor of SB 725 (Attachment No. 3). He said the apprenticeships programs included in the bill would be of great benefit to schools to allow them access to expensive equipment. Mr. Henderson said that his association has participated in a program for seven years which has the acronym KanLEAD (Leadership in Educational Administration Development) and there could be some confusion between the two programs if SB 725 is enacted as written.

Susan Chase, Kansas National Education Association, spoke in favor of the bill (Attachment No. 4). She expressed support for the change suggested by Mr. Tallman relating to the free lunch eligibility provisions of the bill.

A question was asked about what groups might provide input to the State Board in the evaluation and selection process. Connie Hubbell (State Board of Education) said that she would expect that Kansas Inc. would be involved as well as the Board's new Business-Education Coalition. Senator Oleen mentioned that other possibilities might include the Kansas Council on Employment and Training and the KanWork Interagency Council. It was noted that the School-to-Work team being formed by the governor would also be of assistance.

In response to questions about the \$50,000 fiscal note for the bill, Mr. Dennis said that the fiscal impact would depend on the amount of funding for the program.

SB 610 - School districts, pupil count for school finance computations

Senator Frahm made a motion that the Committee recommend that SB 610 be not passed. Senator Emert seconded the motion, and the motion carried.

SB 559 - School district finance, local option budgets, state prescribed percentage

Responding to a question, Dale Dennis (State Department of Education) advised that state aid within the local option budget equalizes up to 75th percentile of the assessed valuation. Above that level, there is no equalization. During discussion on the bill, concern was expressed that enactment of SB 725 can have significant long term effects on establishing whether the local option budget (LOB) is transitional or permanent. Senator Langworthy noted that the Committee on School District Finance and Quality Performance recommended this legislation and had been told that the legislation was not likely to have any effect on the school finance court case. She said that districts have never been kept at the same level of funding year after year. She noted that one district is currently at the 25 percent cap and several more will be within the next year or so. Senator Oleen suggested that the word "consecutive" be inserted before the word "days" on page two, line 20, if there is action taken on the bill. Senator Langworthy stated that the issue of the LOB cap and raising the base state aid per pupil should go in tandem. She requested that measures be taken to "keep SB 559 alive" past the deadline for bills in their house of origin.

HB 2188 - Establishing the KanLearn program of incentives for school attendance for certain recipients of aid to families with dependent children

Chairman Kerr brought the bill to the attention of Committee members for their consideration and possible action at a subsequent meeting.

Senator Frahm made a motion that the minutes of the February 16 and 17, 1994 meetings be approved. Senator Oleen seconded the motion, and the motion carried.

The Committee was provided with a letter from John Lind, Kansas City, Kansas Area Vocational-Technical School, in support of SB 586 (Attachment No. 5).

The meeting was adjourned at 2:30 p.m. The next meeting is scheduled for February 22, 1994.

SENATE EDUCATION COMMITTEE

TIME: 1:30 PLACE: 123-S DATE: 2/21/94

GUEST LIST

<u>NAME</u>	<u>ADDRESS</u>	<u>ORGANIZATION</u>
Merle Hice	Topeka	KACC
Mark Tallman	Topeka	KASR
Gerard Anderson	Topeka	USA of KS
Connie Hines	Topeka	St Bd of Ed
Charles Warner	Topeka	Kansas Inc
Scott Jessell	Topeka	Lansas Inc.
Loretta Shelley	Topeka	KDHR
Kathy Sexton	"	Division of the Budget
Jacquie Oakes	"	SDE
Ken Eubank	"	4th Enrollment USDO
Susan Chase	Topeka	KUFA
Lynne Lowery	Topeka	KHSB
Bernie Koch	Wichita	Wichita Chamber
Bob Elliott	Wichita	WFT
Joe Harder	Wichita	WFT
Brent Monroe	Wichita	KAAUTS
Barb Travis	Wichita	NEA-W
Louis Gylander	Wichita	NEA-W
Dana Lamm	Wichita	NEA-W

Senate Committee on Education

*Scott Hessel
Senior Policy Analyst
February 22, 1994*

Senate Bill 725 Kansas Learning Earning Alliance Development Program

Thank you Mr. Chairman and members of the committee for the opportunity to testify on Senate Bill 725. This bill would create the Kan-Lead program that would provide grants to school districts for the establishment of school-to-work projects. We believe that this program would complement federal and state initiatives that are currently underway and would provide an important financial mechanism to assist the implementation of related state school-to-work initiatives.

During the first week of the session, the committee heard testimony from Bill Hood of the U.S. Department of Labor on the federal program on school-to-work. This initiative, which is currently being debated in the Congress, is called the School-to-Work Opportunities Act. This act, the basic provisions of which are currently being implemented under existing authorities, will provide both development and implementation grants to states to create comprehensive school-to-work systems.

The development grants, which must be conducted through a partnership of business, government, labor, and education, have very specific allowable activities. These include identifying or establishing an appropriate state structure; promoting the active involvement of business; developing a marketing plan; and, developing a training and technical support system for teachers, employers, mentors, counselors, and related personnel.

Each state, as a result of their development grant activities, will design and submit a plan on how it will implement a statewide school-to-work system. Governor Finney is in the process of naming a Commission on School-to-Work Transition which will be responsible for developing a comprehensive school-to-work system. The commission's work should be completed by late summer or early fall. All of the state plans will be judged competitively by the U.S. Departments of Labor and Education. It is anticipated that 4 to 8 states will be selected in the first year of the program to receive "implementation" grants. It is unlikely that Kansas will be among those states. Within four or five years it is anticipated that all states will receive a grant.

The allowable activities under the implementation grants include recruiting and providing assistance to employers to sponsor work-based learning opportunities and conducting outreach activities to promote and support collaboration among key partners. States must also allocate a portion of their funds to local partnerships to

*Sen. Ed.
2/21/94
Attachment 1*

implement the state plan. In awarding such grants, states must use not less than 65 percent in the first year, 75 percent in the second year, and 85 percent in subsequent years for local partnership grants. These awards may be used for recruiting and providing assistance to individual businesses, developing programs to increase the involvement of at-risk and low-achieving students, and providing training to work-based and school-based staffs.

The Kan-Lead program could provide both a very useful financial leverage for the federal implementation grant as well as an early pool of seed money to school districts to implement the state's school-to-work system prior to Kansas' receipt of the federal award. The recruitment of businesses and the development of new school-to-work initiatives at the district and school level will require significant effort by local business-education partnerships. The funds available under the state program would be able to supplement the federal monies in support of these local initiatives. As well, since it is unlikely that Kansas will receive one of the early federal implementation grants, this program will allow the state to proceed with its state plan immediately rather than waiting for the federal award.

There are two provisions in the bill to which I would like to draw your attention. Section 1(d) provides a definition of "school-to-work projects." The definition enumerates fairly specific types of projects that would be eligible under this program. We believe that school-to-work should be addressed through systematic changes rather than new or expanded programs. This systemic concept would recognize other activities such as recruiting business involvement or instructing work-based and school-based mentors as important activities. It may be useful to expand this definition to include these types of items I have attached to this testimony the section in U.S. Senate Bill 1361 that describes the eligible activities for the local partnership grants. The addition of these provisions would allow these broader activities as well as provide greater coordination between the federal and state programs.

The second component is Section 3(b)(2) which states that efforts should be made to ensure that "not less than 25% of the pupils participating in a project must be pupils who are eligible for free meals under the national school lunch act." It is our interpretation that the purpose of this section is to target projects to youth who could be classified as at-risk students. School-to-work efforts, by definition, are designed to provide opportunities for students who are not college-bound and have traditionally received few real opportunities for academic and occupational instruction and opportunities. As such, I have no disagreement with the intent of this provision. My concern is that this may reduce the number of school districts or schools that can receive state support. According to the Board of Education, there are 180 school districts that have less than 25% of their students eligible for free meals. There are 115 districts with less than 20% eligible students and 65 districts with less than 15% eligible students. Under these circumstances there may be situations where districts would have to limit the number of students participating in a project because of the small number of eligible students. As stated above, we

believe that school-to-work should be a systematic rather than a programmatic change. Possible alternatives could be providing additional weight in the competitive assessment of projects or having a setaside in the state appropriation for projects that target at-risk students.

Thank you for the opportunity to testify on this bill and I would be happy to stand for questions.

1 (B) sets forth measurable program goals
2 and outcomes;

3 (C) describes the local strategies and time-
4 tables of the partnership to provide School-to-
5 Work Opportunities program opportunities for
6 all students in the area served;

7 (D) provides such other information as the
8 State may require; and

9 (E) is submitted at such time and in such
10 manner as the State may require.

11 (2) ALLOWABLE ACTIVITIES.—A partnership
12 shall expend funds awarded through grants under this
13 subsection only for activities undertaken to carry out
14 local School-to-Work Opportunities programs, and
15 such activities may include, for each such program—

16 (A) recruiting and providing assistance to
17 employers, including small- and medium-size
18 businesses, to provide the work-based learning
19 components described in section 102 in the
20 School-to-Work Opportunities program;

21 (B) establishing consortia of employers to
22 support the School-to-Work Opportunities pro-
23 gram and provide access to jobs related to the co-
24 reer majors of students;

1 (C) supporting or establishing
2 intermediaries (selected from among the members
3 of the partnership) to perform the activities de-
4 scribed in section 104 and to provide assistance
5 to students in obtaining jobs and further edu-
6 cation and training;

7 (D) designing or adapting school curricula
8 that can be used to integrate academic and occu-
9 pational learning, school-based and work-based
10 learning, and secondary and postsecondary edu-
11 cation for all students in the area served;

12 (E) providing training to work-based and
13 school-based staff on new curricula, student as-
14 sessments, student guidance, and feedback to the
15 school regarding student performance;

16 (F) establishing, in schools participating in
17 the School-to-Work Opportunities program, a
18 graduation assistance program to assist at-risk
19 students, low-achieving students, and students
20 with disabilities, in graduating from high school,
21 enrolling in postsecondary education or training,
22 and finding or advancing in jobs;

23 (G) conducting or obtaining an indepth
24 analysis of the local labor market and the generic

1 *and specific skill needs of employers to identify*
2 *high-demand, high-wage careers to target;*

3 *(H) integrating work-based and school-*
4 *based learning into existing job training pro-*
5 *grams for youth who have dropped out of school;*

6 *(I) establishing or expanding school-to-ap-*
7 *prenticeship programs in cooperation with reg-*
8 *istered apprenticeship agencies and apprentice-*
9 *ship sponsors;*

10 *(J) assisting participating employers, in-*
11 *cluding small- and medium-size businesses, to*
12 *identify and train workplace mentors and to de-*
13 *velop work-based learning components;*

14 *(K) designing local strategies to provide*
15 *adequate planning time and staff development*
16 *activities for teachers, school counselors, related*
17 *services personnel, and school site mentors;*

18 *(L) enhancing linkages between—*

19 *(i) after-school, weekend, and summer*
20 *jobs; and*

21 *(ii) opportunities for career explo-*
22 *ration and school-based learning; and*

23 *(M) providing career exploration and*
24 *awareness services, counseling and mentoring*
25 *services, college awareness and preparation serv-*

1 .. ices, and other services to prepare students for
2 the transition from school to work.

3 **SEC. 213. LIMITATION ON ADMINISTRATIVE COSTS.**

4 (a) **STATE SYSTEM.**—A State that receives an imple-
5 mentation grant under section 212 may not use more than
6 15 percent of the amounts received through the grant for
7 any fiscal year for administrative costs associated with im-
8 plementing the School-to-Work Opportunities system of the
9 State for such fiscal year.

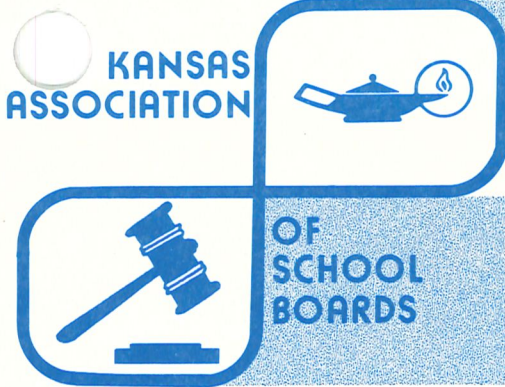
10 (b) **LOCAL PROGRAM.**—A partnership that receives a
11 grant under section 212 may not use more than 15 percent
12 of the amounts received through the grant for any fiscal
13 year for administrative costs associated with carrying out
14 the School-to-Work Opportunities programs of the partner-
15 ship for such fiscal year.

16 **TITLE III—FEDERAL IMPLEMEN-**
17 **TATION GRANTS TO PART-**
18 **NERSHIPS**

19 **SEC. 301. PURPOSES.**

20 The purposes of this title are—

21 (1) to authorize the Secretaries to award com-
22 petitive grants to partnerships in States that have not
23 received, or have only recently received, implementa-
24 tion grants under section 212(a), in order to provide
25 funding for communities that have established a



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913-273-3600

**Testimony on S.B. 725 Before the Senate Committee on Education
By Mark Tallman, Director of Governmental Relations**

February 21, 1994

Mr. Chairman, Members of the Committee

Thank you for the opportunity to appear today in support of S.B. 725. KASB has a long-standing position in support of financial incentives for important state educational objectives. At our Delegate Assembly this December, we adopted a new policy position in support of "programs to assist districts in developing collaborative efforts with business, social service agencies and governmental units in the community to help students meet learning objectives." S.B. 725 falls under both of these categories.

The concept behind "school to work projects" is clearly of interest to state and national policy-makers. But, like many education concepts, there is probably not yet a clear understanding of what exactly it means. This committee has heard testimony this session on why improving student readiness for the workforce is important. You have not heard as much on how school to work programs will really work to accomplish that goal.

A grant program such as proposed in S.B. 725 can help school districts, in partnership with business and industry, develop projects that can serve as models throughout the state. We believe that this is an appropriate way to proceed. In particular, we believe that the provision in this bill for grants of at least three years in duration will allow for better development and evaluation of programs than grants for a single year.

The foundation for improving student skills should be the successful implementation of Quality Performance Accreditation, with a commitment to high performance levels for all students. A school to work incentive program could be an effective supplement to that effort.

Thank you for your consideration.

Sen. Ed.
2/21/94
Attachment 2



SB 725

Testimony presented before the Senate Committee on Education
by Gerald W. Henderson, Executive Director
United School Administrators of Kansas
February 21, 1994

Mister Chairman and Members of the Committee:

United School Administrators of Kansas is in support of the provisions of **SB 725** which provide for all sorts of "school to work" initiatives. We are especially pleased with the language which refers to apprenticeship programs. It is our belief that education needs to borrow the model long practiced by other professions which provide for clinical experience on the job rather than trying to establish training facilities including all necessary equipment on the school site. Schools can not afford to "keep up" with all the changes to equipment used by business and industry. The business-education compacts spoken to in this bill along with a good apprenticeship program could go a long way to solve the problem of high equipment expenditures for school districts and vocational schools.

On the other side of the ledger, USA has a concern with this bill. In 1986, USA along with a consortium composed of the Kansas State Board of Education, all six regent universities, and all major education associations applied for and received a federal grant under the sponsorship of the Leadership in Educational Administration Development program. USA has managed the program for the past seven years which is directed at providing quality workshop and seminar opportunities for school administrators, especially building principals. Unlike most federal grant programs which cease when the funds are terminated, the Kansas Leadership in Educational Administration Development program has been fully institutionalized within our association.

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Attachment 3

During the 1992-93 school year, during which no federal funds were received, over 2000 administrators and teachers were trained in USA/KanLEAD workshops. While we do not have the acronym registered, nor do we plan to, the possibility exists for confusion when school people talk about KanLEAD or Kan-Lead in the future. I have brought a copy of the current USAKanLead project catalog for your information.

Again, we support the ideas incorporated in **SB 725**, and we especially like the acronym chosen for the program. We have liked it for seven years.

LEG/SB725



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

Susan Chase Testimony before
Senate Education Committee
Monday, February 21, 1994

Thank you, Mr. Chairman. I am Susan Chase and I represent Kansas NEA. I appreciate this opportunity to address the committee regarding SB 725 which establishes the Kansas learning earning development program.

Kansas NEA strongly supports this legislation. We believe that schools must provide a transition for their students into today's workforce. This bill provides incentives for districts to implement one part of that process. It also encourages schools to further develop the business partnerships that are needed to support the education system. We applaud the committee for introducing this bill.

We also feel it is important to follow through with this concept and work to see that there is adequate funding for the project. We do have one minor concern and that is the provision that requires a minimum of 25% of the students participating being eligible for free lunch. We understand and support the attempt to ensure participation by students who are at-risk. We are concerned that this may discourage districts from participating, or may pressure districts to track students into this program who have different aspirations. We would like this provision made somewhat more flexible.

We urge you to pass this bill favorable. Thank you for listening to our concerns.

Kansas City, Kansas
Area Vocational Technical School

February 8, 1994

Senator David Kerr
72 Willowbrook
Hutchinson, KS 67502

Dear Senator Kerr:

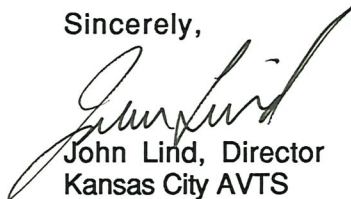
I encourage your sponsorship of Senate Bill No. 586. This bill would permit area vocational technical schools to become technical colleges. Of course, this action would be approved first by their local school board and then by our State Board of Education.

We serve over 2000 day and evening students each year at Kansas City, Kansas AVTS. Currently none of our students can benefit from having their classes reported as "credits" on an official college transcript. This denies them the opportunity of universally transferring their academic accomplishments to other educational institutions. Our current delivery system expects our day students to commit to six hours of instruction daily for up to eleven months before they receive their vocational certificate. Many of our adult students need to continue working while retraining for a better job. If we could deliver our training on a class by class basis for college credit, we could better serve our adult population.

Every year we serve several hundred students through customized industry training. Many firms are requesting that their students show them a "transcript" of their "credits" and then they reimburse their tuition. We could better serve Kansas business and industry if we could provide college credit for the classes taken by these business and industry students.

Senator Kerr, your support of this legislation would enhance the prospects of this bill becoming a law. If this bill does become a law it will provide a greater return on the investment of private citizens as well as Kansas businesses in occupational training in Kansas.

Sincerely,


John Lind, Director
Kansas City AVTS

