

SENATE COMMITTEE ON EDUCATION

March 19, 1991                      Hearing Room 343 3:00 p.m.                      Tapes 41- 43  
MEMBERS PRESENT: Sen. Shirley Gold, Chair Sen. Bill McCoy, Vice-Chair  
Sen. Joan Dukes Sen. Peter Brockman Sen. Ron Grensky Sen. Paul Phillips  
Sen. Cliff Trow STAFF PRESENT: Jan Borgen, Committee Administrator  
Angela Muniz, Committee Assistant MEASURES HEARD:                      SB 110 -  
Prekindergarten Programs - PH, WS SB 851 - Prekindergarten Programs -  
PH, WS SB 112 - Child Development Specialists - PH SB 111- Early  
Childhood Improvement Program - PH

These minutes contain materials which paraphrase and/or summarize statements made during this session. Only text enclosed in quotation marks report a speaker's exact words. For complete contents of the proceedings, please refer to the tapes.

TAPE 41, SIDE A

005 CHAIR GOLD: Calls the hearing to order at 3:15 p.m.

SEN. DUKES: Is still having problems visualizing and relating to the prekindergarten and early intervention programs. Can staff provide a chart that shows what each service provides?

JAN BARGEN, Committee Administrator: Briefly explains what the programs in the bills do (EXHIBIT A). SB 112: Child Development Specialists are in the schools, give a few services to a lot of schoolaged children and some outreach to families. SB 111: Encourages school teachers and administrators to do education techniques differently in K-3. SB 110 and SB 851: Deal with prekindergarten programs serving relatively few pre-school-age children.

SB 110 - PREKINDERGARTEN PROGRAM - PUBLIC HEARING: Witnesses: Gary Carlson, AOI Priscilla Seaborg, United Way Lillis Larson-Kent, Oregon Prekindergarten Program Tom Klein, Clackamas Great Start Tom Hatch, Clackamas Great Start Judy Miller, Department of Education Senate Committee on Education ~March 19, 1991 Page 2

065 GARY CARLSON, Associate Oregon Industries: Supports SB 110. Wouldn't have been here several years ago. The support demonstrates the seriousness of the business community in the state making education number one priority issue. State has a tremendous number of children living in poverty. Head Start program is one of the most beneficial use of state dollars. The program has low cost to state a federal government. The money can be found this biennium. It should not be put off any longer.

SEN. MCCOY: Agrees that waiting until 1999 is too long. Wants Head Start updated and is glad to hear Mr. Carlson say it.

CHAIR GOLD: Thinks the state funds about 900 children and are putting about \$5 million in for the biennium. The total picture is about 1,500 children. Maybe we are being conservative in the 1999 goal.

CARLSON: The bill does not preclude moving faster than that.

131 PRISCILLA SEABORG, Vice President, United Way of the Columbia-Willamette: Presents written testimony (EXHIBIT B).

199 LILLIS LARSON-KENT, Oregon Prekindergarten Program, Salem-Keizer Schools: Relates experiences working with the prekindergarten program in Salem at Bush Elementary School. It is one of the lowest income elementary schools in the state. Parents do not always have positive attitudes about school. Provide home visits to help parents give support to children and provide health screenings. Did a survey about demographics of the families about employment, and parenting. Only serving 40 low-income 3 and 4 year olds. Refers to her program as a Head Start model located in a public school. 254 CHAIR GOLD: You receive a grant from Oregon Prekindergarten.

LARSON-KENT: Yes. Is in the second year of funding. May be the only one in a public school.

SEN. TROW: What is happening with the federal Head Start program in Oregon? How many are being served and how many would like to be served? Would like to relate the two Oregon's plans for the future compared with the federal expansion.

LARSON-KENT: Is not the person to ask, but there are others who can answer that question.

BARGEN: You said you were serving 40 children and 80% of those you served came from families that were what? How much of the school's population is the 40 children out of?

LARSON-KENT: 80% come from families where neither parent is employed. There are 480 children in the school. Most of the families would be eligible if they had a 3 or 4 year old.

CHAIR GOLD: Is Bush a full elementary school?

LARSON-KENT: Yes, it has six grades. Thinks it is the only elementary school in Salem that serves 3 and 4 year olds on a regular basis. Senate Committee on Education March 19, 1991 - Page 3

SEN. TROW: What is the rate of children who start and stay through the school year? LARSON-KENT: The principal has looked at the graduation lists from South Salem High School which Bush feeds into. There have been many years where there has not been one Bush student graduating.

SEN. TROW: What about just the Head Start program. When kids get into it do they stay?

LARSON-KENT: Has only operated for 18 months. There is a high turnover rate because children move out of the district. Housing is not adequate in that area.

SEN. TROW: Is there a waiting list?

LARSON-KENT: At the moment, no. Are full most of the time.

311 TOM KLEIN, Director, Head Start in Clackamas County: Introduces Tom Hatch to talk about the Great Start program in Clackamas County. TOM HATCH, Chair, Great Start in Clackamas County Committee: One of the identified needs in Clackamas County found by the Great Start subcommittee was an increased availability of Head Start. It is successful and should be used as a model for other programs. Wants to see it expanded to older and younger children.

SEN. DUKES: What is the difference between Great Start and Head Start?

HATCH: Great Start is part of the Children's Agenda that makes use of children and youth coordinating councils in the counties. It develops coordinating programs for services to children prenatal to 18. A segment of the funds is designated for children prenatal to 6. The committee designated to that section, prenatal to 6, is the Great Start segment.

SEN. DUKES: How do you interface with Head Start of Prekindergarten?

373 HATCH: Primarily by looking at community need assessments. One of the required activities is to establish and prioritize the needs in the community and to prioritize the mechanisms to satisfy those needs. Programs that deal with parent education and outreach are successful.

SEN. DUKES: This is a program that is continued in the governor's budget for the next biennium?

HATCH: Yes, in the proposed budget. It is a coordination program and some of the funds are used for direct services.

SEN. DUKES: You have direct service programs too?

HATCH: Fund direct service programs through the children and youth coordinating councils.

CHAIR GOLD: If you are concerned about duplication, doesn't think there is duplication here. Senate Committee on Education March 19, 1991- Page 4

SEN. DUKES: Is not sure that the programs can do what they are explaining. BARGEN: It is a process. The key is that it is a local planning process. It varies from county to county and this county has decided to emphasize Head Start.

422 DUKES: The programs with the long waiting lists are going to determine what the needs are.

CHAIR GOLD: It is better than them not knowing at all.

HATCH: Head Start is one of those direct service programs that he feels does a good job. The coordinating councils do just that. They look at the needs and the mandated activities in the community and if they are being met. They are directed to eliminate the duplication of services.

460 KLEIN: In response to Sen. Trow's question about federal funding: In the 1990 federal government funding year there were 500 federal Head Start children in Oregon. It is unclear what this year's increase will be. SEN. TROW: If there would be full funding and the authorizations to match what would that mean for Oregon? Would that mean a substantial expansion?

TAPE 42, SIDE A

030 KLEIN: If appropriations matched authorization, would go from 2 billion nationally to 7.5 billion. The federal government views full enrollment at 80% of eligibility. Doesn't understand how you can fully fund at 80%.

SEN. TROW: Assuming there will be some expansion of the federal program,

how do we relate a state program to a federal program. Will this bill do that?

KLEIN: Currently the federal government has allocated funds to grants for states. Oregon has received one of those grants. Although both state and federal talk about full funding, is skeptical about their ability to fully fund the program. If both decide to do it, may get half way there.

SEN. TROW: If the state decided to fully fund the \$22 million dollars and the federal governor decided to fully fund, could the state get its money back?

KLEIN: Believes so. The grants would come based on need, so would have to assign some sort of need. If there was no need, wouldn't fund. The guidelines for Head Start are the lowest guidelines for any poverty level program. There is pressure on the federal level to bring the eligibility level up.

076 CHAIR GOLD: There is a provision in SB 110 that speaks to your concern about getting state funds back if the federal government fully funds. The intent is to expand state's activity beyond the federal poverty line.

JUDY MILLER, Associate Superintendent of Student Services, Department of Education: The figure is more like \$55 million for the state. Senate Committee on Education March 19, 1991 Page 5

SB 110 - PREKINDERGARTEN PROGRAM - WORK SESSION: 111 SEN. PHILLIPS: Proposes an amendment to change the operative dates from July 1, 1999 to July 1, 1997.

CHAIR GOLD: This bill does have a Ways and Means reference even though it doesn't carry money. Is content to leave that referral.

MOTION: Sen. Phillips moves to adopt the conceptual amendments to SB 110. VOTE: In a voice vote there were no objections.

136 MOTION: Sen. Phillips moves for passage with amendments of SB 110 with a subsequent referral to Ways and Means by prior reference.

VOTE: In a roll call vote the motion carried 6-1. Voting AYE: Sen. Brockman, Sen. Dukes, Sen. Grensky, Sen. Phillips, Sen. Trow and Chair Gold. Excused: Sen. McCoy. (Sen. McCoy returns later and casts an AYE vote for SB 110. See page 12.)

SB 851 - PREKINDERGARTEN PROGRAM FUNDING - PUBLIC HEARING. WORK SESSION: Witnesses: Judy Miller, Department of Education 155 CHAIR GOLD: The governor's proposed budget has allocated lottery funds for the Oregon Prekindergarten Program. The committee expressed some concern about whether that was appropriate. This bill gives general funds to the prekindergarten program. It has a referral to Ways and Means.

JAN BARGEN: In the fiscal analysis the roll up costs are more for the next biennium because the \$10.7 million this biennium must be phased in over the course of the two years. To maintain the level of services reached at the end of this biennium will cost more next biennium.

SEN. BROCKMAN: Was getting an explanation of roll up costs from Sen. Trow.

BARGEN: No one is signed up to speak on SB 851 because encouraged them to speak on SB 110. Those people support SB 851.

205 JUDY MILLER: The Department of Education supports SB 851. There are problems using lottery funds to expand a program we hope to continue in the future. The history of lottery funds is that you don't get the funds you expected and need to find other sources to support the program. The prekindergarten program is in the interest of the children and can help Oregon's economy down the line.

SEN. GRENSKY: Has the attorney general has produced an opinion stating this is an appropriate use of lottery funds, correct?

BARGEN: The question was raised by former Gov. Goldschmidt when he drafted his budget last year. No formal opinion was issued, only an advisory letter approving of that use of lottery Senate Committee on Education March 19, 1991 - Page 6

funds.

CHAIR GOLD: The committee is offering another option for funding.

SEN. GRENSKY: This isn't what lottery funds were designed for and it is not a reliable source of money. It doesn't restrict other programs from getting lottery funds. If we're going to use it this way, should just dump it in the general fund.

254 SEN. TROW: Recognizes the arguments given. Would like to see it come out of the lottery pot because we have a general fund problem. Need an attorney general opinion if it is going to be done this way. This sort of appropriation should not be done for programs that are going to continue for more than one biennium.

SEN. PHILLIPS: At this stage in the budgeting, this bill signals our views on lottery fund. When the final decisions on the budget come, will have to weigh the priorities.

CHAIR GOLD: There is some support for this effort.

284 MOTION: Sen. Dukes moves for passage of SB 851 to Ways and Means by prior reference. SEN. DUKES: Is still interested in the consolidation of some of these programs. Hasn't set aside that interest by voting for one of the funding proposals. It needs to be funded and doesn't think it should be lottery money. VOTE: In a roll call vote the motion carries 6-0-1. Voting AYE: Sen. Brockman, Sen. Dukes, Sen. Grensky, Sen. Phillips, Sen. Trow and Chair Gold. Excused: Sen. McCoy. (Sen. McCoy returns later and casts an AYE vote for SB 851. See page 12).

SB 112 - CHILD DEVELOPMENT SPECIALISTS - PUBLIC HEARING: Witnesses: Mary Spillman, Child Development Specialist Lori Minniti, Child Development Specialist Gay Behnke, Child Development Specialist Joan Arbuckle, Child Development Specialist

CHAIR GOLD: All that this bill does is declare in state policy that the Child Development Specialist Program can deal with pre-school aged children.

BARGEN: Committee members had questions during the last public hearing on SB 112 about what a Child Development Specialist does. The witnesses today will help answer that question.

330 MARY SPILLMAN, Child Development Specialist: Goal is to clearly

describe what the role of the CDS is in the schools. Presents a demonstration about a typical day in a school.

LORI MINNITI, Child Development Specialist: Describes an average day for her. Didn't pick ialist: Describes an average day for her. Didn't pick out worst case scenarios, incidents she describes have happened. Describes such occurrences as a mother and two sons wanting to arrange transportation because the mother was going to jail, Senate C\_ 011 Educatbn Mu" lt, 1991 - rap 7

and a child that wanted to kill herself. Also provide toys that the children can check out if they are having a bad day and books that help children understand issues such as divorce. Prefers to call herself a school counselor so it doesn't get confused with CSD, Children Services Division.

TAPE 41, SIDE A

038 SEN. TROW: How do you qualify to be a CDS?

MINNITI: You need to have at minimum a bachelor's degree and experience working with children.

SEN. TROW: You're not teachers though.

MINNITI: Most CDS's are, but it is not required.

047 GAY BEHNKE, Child Development Specialist: Some have backgrounds in both education and agency education.

SEN. GRENSKY: SB 112 would make your services available to families. Looks like you are doing that already to some extent. What do you envision your increased responsibilities being? Will this require additional personnel?

MINNITI: It will require additional help. It would be difficult without more people.

SEN. GRENSKY: What do you envision your responsibilities being with regards to families?

MINNITI: It would be more contact and outreach to families and homes. There are many parents who are intimidated about coming into a school.

SEN. GRENSKY: Do you feel qualified to talk to families about these things. Dealing with parents is different than dealing with children. Is it something you want to do?

MINNITI: Yes. Has been doing it for 10 or 15 years.

SEN. GRENSKY: Do you think that is typical?

MINNITI: Yes.

BEHNKE: Services kindergarten parents and gives them a care packet. It is a way for the CDS to introduce themselves and ease into the home visits. Provides an example of one CDS who went to give a home a care packet and found the family on the doorstep. The CDS was able to help the family find housing and services. A lot of the CDS's have a background working with social services.

SEN. GRENSKY: Your position is funded through the school district. Could get into problems paying for social services with school finance money. It sounds like you want to start doing social work. Senate (Inmm;~PP on Educatbtt March 19, 1991Page 8

113 MINNITI: It would be nice if all children would come to school academically ready to learn, but they don't. It is valid to prepare them to learn. BEHNKE: Don't provide the direct service. Only refer parents them to the appropriate agencies. Displays a chart of other agencies that they contact during an average day. The agencies actually do the work. The CDS's are not the social workers.

SEN. GRENSKY: With this bill you could be.

CHAIR GOLD: All the bill does is give them permission to work with pre-school aged children. Right now they deal with school aged children. It is a related situation.

SEN. GRENSKY: Section 1, subsection 1 allows the services to be extended to the families. BARGEN: They may be extended to the families. It is optional.

SEN. GRENSKY: The families is the new language. Interprets it to mean the CDS's want to get more involved.

160 CHAIR GOLD: Speaks from experience as teacher. You can't help but get involved with the family. The CDS's have been doing it and will continue to do it whether the bill passes or not. The concern is that there is nothing in the law that says they may do what they are forced to do in their daily work. They are looking for some protection of law.

SEN. PHILLIPS: Is there anything in the law that says they can't do what they are doing now.

BARGEN: The statute reads that they are to deal with school-aged children.

SEN. PHILLIPS: Yes, but it doesn't exclude them from working with families. They are working with families now. Have there been lawsuits or liability that precludes them from working with families.

CHAIR GOLD: They also have no protection from the law.

SEN. PHILLIPS: What is the protection that is needed? What liability exists?

BARGEN: The interim work group's theme was that for children to learn, all their needs must be addressed together. Comprehensive services get the child the farthest. The CDS makes sure the other families needs that impact the child are taken care of. This is a policy statement encouraging that.

217 JUDY MILLER: Supervises the Child Development Specialist program for the Department of Education. Proposed the change as more of a policy statement. If the committee doesn't pass SB 112, the CDS's activities won't change. It is a statement about the way they do work and that they do involve families.

SEN. PHILLIPS: Why can't they work with other programs such as Great

Start and Prekindergarten, now. The people who testified are working with families now. Is there some Senate Committee on Education March 19, 1991- Page 9

legal issue or liability issue this addresses.

MILLER: The statute right now says school-aged children. Do not expect CDS's to serve 3 and 4 year olds. Wants SB 112 passed because it sends a message to school districts about the services that needs to be provided to children and families before children enter school.

CHAIR GOLD: The core of the bill, the difference, is the right to serve younger children.

281 SEN. TROW: Assuming there was a CDS serving in a school with a Prekindergarten program serving 40 children. Would the language in lines 23-28 mean that if such children are served that the CDS assure that their needs are identified. The 'shall' in that language should be 'may' so it can be done for those who need it.

MILLER: When conceived the changes, also conceived an additional budget package that increased the number of CDS's in the state. Had hoped to target some of the funds to CDS programs providing services to younger children and families. Wanted to ensure that if we were providing services, that they were developmentally appropriate. Doesn't object to changing the wording to 'may'.

SEN. TROW: It should be 'may' at this point.

CHAIR GOLD: Doesn't know if 'may' will fit in there. Could change the wording so it is not a mandate.

322 SEN. GRENSKY: Doesn't understand what age of children the CDS will focus on. Prekindergarten deals with children not yet in school and their families. What problem are you trying to address? MILLER: Trying to address a more coherent approach to young children and their families as they come into school.

SEN. GRENSKY: You won't know who those children are until they come into the school, unless you plan to send people into the field. That would mean it isn't just a prefatory change in the law. Is concerned about the overlap with the Prekindergarten program and the costs.

MILLER: It gives school districts the option of providing services to the young child and its family. They could make home visits. Prekindergarten is only serving 20% of the eligible population. Estimates that 20% of the population is eligible. Prekindergarten is the poorest of the poor. There are other families that need the services.

SEN. GRENSKY: The services that you talk about are not the kind of services you would apply to a child that is not in school. What would this person do with children who are not in school yet? If we need to expand the Prekindergarten program, then let's do that rather than overlap programs.

410 MILLER: Doesn't think there is that overlap of services. The CDS's would not be providing the same services as other programs, but does not know how to best describe the program.



SEN. GRENSKY: Would like some of the CDS's to explain the program to him later.

CHAIR GOLD: Sen. Trow has some amendments, but will not go into work session today.

460 BEHNKE: Speaks to the question of overlap.

SEN. DUKES: Is concerned with overlap as well.

SB 111 - EARLY CHILDHOOD IMPROVEMENT PROGRAM - PUBLIC HEARING:  
Witnesses: Rebecca Severeide, OAEYC Vivian Colvin, Early Childhood Specialist Michele Brenner, Portland Public Schools Bob Tourtillott, Tigard School District Marray Haas, OAEYC

TAPE 42, SIDE B

035 BARGEN: One question that came up with the bill before was what does this bill allow people to do that they are not allowed to do now. The witnesses will explain the value the process set up in the bill has for people in the field.

044 REBECCA SEVEREIDE, Oregon Association for the Education of Young Children: Also represents Portland Public Schools and was a member of the interim committee that drafted SB 111. Presents written testimony (EXHIBIT C). The needs of young children and their families is changing with society: -- young children need active learning. -- children, especially at-risk children, need support. -- staffs need incentives to change.

099 VIVIAN COLVIN, Early Childhood Specialist: Represents rural school districts. Presents written testimony (EXHIBIT D). Provides examples of incentives that can make change easier:

131 MICHELE BRENNER, Portland Public Schools: Presents written testimony (EXHIBIT E).

179 BOB TOURTILLOTT, Tigard School District: Presents written testimony explaining the whole language approach to teaching (EXH [BIT F]).

231 SEN. PHILLIPS: Have you gone to the Tigard School Board with requests for alternative materials?

TOURTILLOTT: Has been discouraged from doing so by the school administrator.

SEN. PHILLIPS: You made three references to the school board in your testimony and you have not gone to the board because the administration is the one to do that?

TOURTILLOTT: Did not make references to the school board.

SEVEREIDE: Sits on the textbook adoption committees in Portland. There is a statute that Senate Committee on Education March 19, 1991- Page 11

requires going through an annual adoption process. This bill will set up an alternative easier than the one already in place. Current law relates to materials and it is interpreted as textbooks. It is difficult to make a change without incentive and direction.

- SEN. PHILLIPS: If we changed the textbook law, would we address the issue you raise, Mr. Tourtillott?

TOURTILLOTT: It would improve the situation.

SEN. PHILLIPS: You still have a fundamental problem with the administrative and board in some districts? 270 TOURTILLOTT: Might receive a different response from administrator if was proposing a grant to receive additional funds for alternative materials.

SEN. DUKES: Do we have a textbook committee that prohibits freedom in the individual schools? Is it impossible to abolish that committee?

SEN. TROW: There is a bill in the House but it may be dead. Wants a bill that would keep the commission but give schools the abilities to act independently. BARGEN: Will check on the progress of the House bill.

SEVEREIDE: There are four districts allowed to do independent textbook adoption. It is because of their size. An important aspect of SB 112 is that it encourages districts to make some of those changes and question traditional materials.

337 MARRILY HAAS, Oregon Association for the Education of Young Children: Explains some of the things the bill does: -- Addresses need to improve K-3 practices so that they will follow the learning styles of young children, respect cultural diversity and encourage parent participation. -- Need smooth transitions between the Prekindergarten program and public schools. Presents written testimony (EXHIBIT G). Explains how a little funding can go a long way. In the Tigard/Tualatin district a small funds for Curriculum Improvement Projects generated interest that went beyond the money given out and most teachers found ways to implement their ideas without the extra funding.

410 SEVEREIDE: Presents slides from a teacher in Portland who could not attend the hearing. The slides show some of the things that could be implemented if the bill were passed.

CHAIR GOLD: Presents a letter insupport of SB 111 from Linda Louk, Nancy Baker and Melody Anderson, parents in Bend (EXHIBIT H).

TAPE 43, SIDE A

105 SEN. DUKES: The teachers that test)fied and others are doing a wonderful job. Is frustrated that teachers who care about kids need to come to the Legislature to get a special program set up and funded. This is the kind of thing the department should be doing anyway.

. Senate Committee on Education March 19,1991- Page 12

SEN. PHILLIPS: Has seen local districts pass arbitrary rules about supplies without any rational for education.

CHAIR GOLD: Asks the committee to allow Sen. McCoy to cast his vote on SB 110 and SB 851. The committee does not object. Sen. McCoy votes aye on SB 110 and SB 851.

BARGEN: Presents testimony from Jerralynn Ness in support of SB 110 (EXHIBIT I).

155 CHAIR GOLD: Adjourns the hearing at 5:20 p.m.

Submitted by:  
Bergen Assistant

Reviewed by: Angela Muhiz  
Administrator

Jan

EXHIBIT LOG:

A - Information on Early Childhood Education - Staff - 1 pages B -  
Testimony on SB 110 - Priscilla Seaborg - 3 pages C - Testimony on SB  
111 - Rebecca Severeide - 2 pages D - Testimony on SB 111 - Vivian  
Colvin - 1 page E - Testimony on SB 111 - Michele Brenner - 2 pages F -  
Testimony on SB 111 - Bob Tourtillott- 2 pages G - Testimony on SB 111 -  
Merrily Haas - 2 pages H - Testimony on SB 111 - Linda Louk - 1 page I -  
Testimony on SB 110 - Jerralynn Ness - 2 pages

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