

Approved April 7, 1986
Date

MINUTES OF THE SENATE COMMITTEE ON WAYS AND MEANS

The meeting was called to order by Senator August "Gus" Bogina at
Chairperson

11:00 a.m./p.m. on March 26, 1986 in room 123-S of the Capitol.

All members were present except:

Committee staff present:

Research Department: Robin Hunn, Ray Hauke, Lynne Holt, Alan Conroy
Revisor's Office: Norman Furse
Committee Office: Judy Bromich, Doris Fager

Conferees appearing before the committee:

Dr. Robert Harder, Secretary, Department of Social and Rehabilitation Services
Paul Johnson, Chairman of SRS Advisory Commission
Barbara Sabol, Secretary, Department of Health and Environment

DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES FEDERAL BLOCK GRANT HEARING

After calling the meeting to order, the Chairman explained that this is the official hearing required by federal law. He then asked Dr. Harder for his remarks concerning the block grants.

Dr. Harder distributed the following summaries, and reviewed each one:

1. Social Service Block Grant (Attachment A)
2. Community Services Block Grant (Attachment B)
3. Mental Health Block Grant (Attachments C and C-1)
4. Low Income Home Energy Assistance Block Grant (Attachment D)

Committee members questioned Dr. Harder concerning certain portions of the summary.

Mr. Johnson distributed his written testimony, and reviewed that testimony (See Attachment E). Following his presentation, there was a question concerning use of Exxon settlement funds for the energy assistance program. Mr. Johnson noted that, in his opinion, the bulk of those funds should be used for low income households.

The Chairman asked if anyone else would like to comment on any part of the federal block grants. Since there were no further conferees, he declared the hearing closed.

DEPARTMENT OF HEALTH AND ENVIRONMENT FEDERAL BLOCK GRANT HEARING

Secretary Sabol explained that there are two grants within her department, as follow:

1. Preventative Health Block Grant
2. Maternal and Child Health Block Grant

Ms. Sabol indicated that the department anticipates no major changes in either of the above grants. She stated that there has been a previous hearing in the House and public comments were received there. There were no questions from committee members.

There were no conferees; therefore, the Chairman declared the block grant hearing closed.

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON WAYS AND MEANS,

room 123-S, Statehouse, at 11:00 a.m./p.m. on March 26, 1986

HB 2760 - Appropriations for FY 1987, Public Health and Welfare Agencies and Homestead Property Tax Refunds

HB 2801 - Appropriations for FY 1986, Above Agencies

HB 2801 - Section 4 - Departemnt of Social and Rehabilitation Services

Senator Bogina presented the subcommittee report on this section, and committee members were given the opportunity to question him. During the ensuing discussion, Senator Bogina said the subcommittee does not recommend the replacement of any shortfalls caused by the Gramm-Rudman-Hollings Act during FY 1986. He assured the committee that funds were added to take care of shortfalls resulting from higher than anticipated useage.

Senator Johnston questioned the subcommittee's recommendation No. 4 (d). Members of the subcommittee noted that there has been less usage of the program than was anticipated. Senator Doyen said it is assumed that, since the state allows a payment of \$6.25 for day care and the private day care rate is \$9.00 per day, people involved in operating day care centers may not be interested in accepting children for the lower amount. He explained that the subcommittee had recommended a slight increase in the daily payment for FY 1987.

HB 2760 - Section 3 - Department of Social and Rehabilitation Services

Senator Bogina explained the subcommittee report on Section 3. There were questions from committee members concerning Recommendation No. 2. Those questions were answered to members' satisfaction.

Senator Kerr asked if the \$100,000 deleted in Recommendation No. 1 is that which was inserted during debate on the House floor. Senator Bogina answered in the affirmative.

Committee members asked for clarification of subcommittee Recommendations No. 6 and No. 7.

Senator Kerr asked for additional explanation concerning Recommendation No. 15, relating to reimbursements to foster care providers. He expressed concern about using these funds for conseling instead of for foster care. Dr. Harder said there is approximately \$22 million being spent annually on foster care, and the support program (which includes counseling) amounts to about \$1.5 million.

Senator Gannon questioned the subcommittee about the table concerning SRS Reimbursements for adult care homes. He questioned whether the state is providing sufficient funding for this purpose. Dr. Harder said his department feels it is sufficient, but agreed that individual operators would not feel the funding is adequate. There was extended discussion concerning the matter, with Senator Johnston urging that there may be need for some flexibility concerning the daily reimbursement rates for nursing homes, depending upon the location of the home.

Senator Winter questioned Recommendation No. 12, explaining that he is aware that some people have been denied services based on reasons he considers questionable. Dr. Harder said his department is working on obtaining interpretations from the Department of Administration and the Attorney General relating to this problem.

Senator Kerr again referred to the \$100,000 deletion in Recommendation No. 1, and asked if anything is being done to take care of the waiting list for community care groups. Senator Kerr expressed concern that there is no plan for those people. Senator Gaines suggested that Senator Kerr address this matter during consideration of the omnibus appropriations bill.

Senator Winter noted that he feels HB 2760 does not speak to funding for people who move from state hospitals to community homes. He suggested that

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON WAYS AND MEANS,

room 123-S, Statehouse, at 11:00 a.m./p.m. on March 26, 1986

HB 2760 - Continued

there needs to be a specific detailed program for this purpose when the omnibus appropriations bill is considered.

Senator Winter continued by stating that \$164,000 was removed from Larned State Hospital's budget for final planning for new construction because it was thought there would be fewer people there. There was discussion concerning \$100,000 in the SRS budget to take care of moving some of the patients from the hospital. Motion was made by Senator Winter and seconded by Senator Gannon to add \$100,000 to the SRS budget for the specific purpose of reducing adult population of Larned State Hospital. Following a brief discussion, the motion was withdrawn.

Motion was made by Senator Doyen and seconded by Senator Gaines to approve the subcommittee reports for the Department of Social and Rehabilitation Services. The motion carried by voice vote.

HB 2801 - Department of Health and Environment

Senator Bogina presented the subcommittee report on this section, and committee members were given the opportunity to question him.

HB 2760 - Section 4 - Department of Health and Environment

There were questions about various subcommittee recommendations during Senator Bogina's review of the report. There was specific discussion concerning Recommendation No. 13. Senator Gaines said the Secretary of Health and Environment needs no enabling legislation to review hospital records. Senator Winter asked how the program will be funded. When Senator Bogina indicated it would be from the State General Fund, Senator Winter asked if it might not be from the Health Care Stabilization Fund. Motion was made by Senator Winter and seconded by Senator Gaines to amend the subcommittee report to recommend transferring the amount of \$134,492 from the Health Care Stabilization Fund to the Department of Health and Environment for the purpose of implementing a program of review of hospital records. The motion carried by voice vote.

Motion was made by Senator Doyen and seconded by Senator Gaines to adopt the subcommittee report. The motion carried by voice vote.

HB 2760 - Section 2 - Department of Revenue - Homestead Property Tax

There were no questions from committee members following Senator Bogina's review of the subcommittee report on Section 2.

Motion was made by Senator Doyen and seconded by Senator Gaines to adopt the subcommittee report. The motion carried by voice vote.

HB 2801 - Section 3 - Department on Aging

HB 2760 - Section 5 - Department on Aging

There were questions concerning Senate subcommittee recommendations. These questions were answered by Secretary Romero to the members' satisfaction.

Motion was made by Senator Doyen and seconded by Senator Gaines to adopt the subcommittee reports. The motion carried by voice vote.

HB 2760 - Section 4 - Department of Health and Environment - (Addition)

Senator Bogina explained a problem within the department because of a statute which reads "No information concerning the birth of children shall be disclosed....." This means that the department must white out the birth certificate where it discloses whether or not the parents are married. He said the addition of one Duplicating Machine Operator position could help the department in this area.

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON WAYS AND MEANS,
room 123-S, Statehouse, at 11:00 a.m./p.m. on March 26, 1986

HB 2760 - Continued

Motion was made by Senator Talkington and seconded by Senator Werts to add the position of Duplicating Machine Operator, but to include no additional funding for that position. The motion carried by voice vote.

Motion was made by Senator Doyen and seconded by Senator Gaines to report HB 2760 as amended favorably for passage. The motion carried by roll call vote.

The meeting was adjourned by the Chairman.

Summary
Kansas Social Service Block Grant
July 1, 1985 to June 30, 1986

Social and Rehabilitation Services views as its goal the formulating and carrying out of a program of social services designed to promote the welfare of targeted needy people by enhancing the opportunity to develop his/her capacities to the greatest extent possible.

Historical Perspective

This is the fifth year of the social service block grant program. The Omnibus Reconciliation Act of 1981 replaced Title XX social services funding with the social service block grant. Along with the block grant system came a severe reduction in the amount of social service funds available. Consequently most social service programs funded under Title XX were carried forward under the social service block grant, but with reduced federal funding. The transfer of funds from the low-income energy assistance program helped to offset the loss of federal funds, and the state general funds have increased in these programs over the last three years.

Probably the biggest change in funding concepts has been the switch from purchase of services for the mentally handicapped to a grant program. This new system provides the same high caliber service to the recipients with a significant reduction in paperwork and bureaucratic red tape.

Eligibility and Requirements

Individual eligibility for social service block grant funding is based on two criteria: 1) There must be a need for the service; and 2) income levels must be met. A single individual may not have a gross income exceeding \$637 per month. This scale is graduated upward. For example, for a family of four the gross income may not exceed \$1,225 per month. (State Commissioner's Letter 266 dated September 2, 1982.)

All services must relate to one of the five national goals: 1) helping individuals to become self-supporting; 2) helping individuals to become self-sufficient; 3) providing protective services for those in need (regardless of income); 4) providing services to help persons to remain in their own homes; 5) when no other alternatives exist, providing services to help persons receive the most appropriate institutional setting (i.e.. adult care home, state institution, private institution, etc.)

Social service block grant funds will continue to be used on a statewide basis to purchase services where appropriate, to give direct grants where appropriate, and to provide direct services by Social and Rehabilitation Services employees where appropriate.

The attached chart was devised prior to the provisions of Gramm-Rudman - Hollings. The chart shows an estimate of funds to be spent by social service category and the current expenditure rate projected to the end of the state fiscal year. Additionally, there is a projection of the spending by social service category for the next fiscal year.

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Social Service Block Grant Summary
July 1, 1985 to June 30, 1986

The effects of the Gramm-Rudman-Hollings will reduce federal block grant funds for program expenditures to the Department as follows:

| Year | Federal Fiscal Year (Oct-Sept) | State Fiscal Year (July-June) |
|------|--------------------------------|-------------------------------|
| 1986 | \$1,196,777 | 8,970,582 |
| 1987 | 5,566,404 | 4,473,997 |

The Kansas Social Services Block Grant Plan will be presented at the Department of Social and Rehabilitation Services public open meeting on the first Tuesday in May and a thirty-day public comment period will be allowed.

Department of Social and
Rehabilitation Services
Office of the Secretary
March 26, 1986

7582C

State of Kansas
Proposed Block Grant for Social Services
Estimated Expenditure Report for FY 1985
Projections for FY 1986

| Services | Estimated Expenditures | | | |
|---------------------------------------|---|---|--|--|
| | Actual Expenditures 07/01/83 to 06/30/84 | In Block Grant Proposal For 07/01/84 to 06/30/85 | Actual Expenditures* 07/01/84 to 06/30/85 | Estimated Expenditures 07-01-85 to 06-30-86 |
| Abuse/Neglect | \$ 2,397,338 | \$ 2,920,293 | \$ 2,436,176 | \$ 2,517,232 |
| Adoption | 644,806 | 569,442 | 655,238 | 677,039 |
| Adult Day and Community Living | 9,533,199 | 11,119,067 | 10,819,856 | 11,179,852 |
| Alternate Care | 180,887 | 149,149 | 183,814 | 189,930 |
| CINC Inquiry | 545,271 | 458,836 | 554,092 | 572,528 |
| Custody Supervision | 2,891,587 | 3,301,295 | 2,938,370 | 3,036,135 |
| Day Care | 2,524,214 | 2,930,472 | 3,901,513 | 4,031,324 |
| Divorce Custody Assess. Evaluation | 126,863 | 83,595 | 128,916 | 133,205 |
| | 102,513 | 105,610 | 104,172 | 107,638 |
| Family Services | 1,544,709 | 1,747,301 | 1,569,701 | 1,621,928 |
| Family Support | 441,808 | 659,429 | 448,957 | 463,894 |
| Guardian/Conservator | 110,801 | 127,552 | 112,594 | 116,341 |
| Home Community Based Serv. | 649,655 | 548,220 | 660,166 | 682,130 |
| Homemaker | 6,020,653 | 7,091,595 | 6,550,738 | 6,768,693 |
| Information/Referral | 571,004 | 607,957 | 580,243 | 599,549 |
| Interstate Compact | 274,691 | 304,561 | 279,136 | 288,423 |
| Residential: Child | 4,071,220 | 4,500,000 | 4,657,268 | 4,812,224 |
| Specialized Social Adjustment | 171,071 | 136,234 | 173,838 | 179,622 |
| Resource Development | 1,218,116 | 1,174,864 | 1,237,825 | 1,279,009 |
| Administration/Training | 844,343 | 1,573,799 | 1,668,639 | 1,724,158 |
| Total | 34,864,799 | 40,109,271 | 39,661,253 | 40,980,854 |

*Projected to twelve months from eight months data. Estimates are conservative because July payments are historically lower than average, and workers salaries are not included in July payments.

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STATE DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES

Testimony relating to the Proposed 1987 Kansas Community Services Block Grant State Plan

The Community Services Block Grant program intends to provide grants to states to ameliorate the causes of poverty in communities within the state.

The legislation contains provisions which "grandfathered in" community action agencies, requiring at least 90 percent of the funds available be used by states to fund existing community action agencies and migrant and seasonal farmworker organizations. Five percent of the funds are allowed for state administration. The remaining five percent is used to make discretionary grants.

CSBG funds are available for the following activities:

- 1. secure and retain employment
- 2. attain an adequate education
- 3. make better use of available income
- 4. obtain and maintain adequate housing
- 5. obtain emergency assistance
- 6. remove obstacles to self-sufficiency
- 7. achieve greater participation in the community
- 8. make use of other poverty programs

The Kansas Community Services Block Grant Program allocation was set at \$2,842,024 for FY 1986. Under-Grant-Rudman the 1987 state allocations could be reduced to \$2.1 million.

For FY 1987, SRS proposes to continue to maintain the same funding plan as established in FY 1986. This includes:

- (A) City of Wichita - 21.86%
- (B) Economic Opportunity Foundation, Inc. - 19.18%
- (C) Southeast Kansas Community Action Program - 18.02%
- (D) Northeast Kansas Community Action Program - 9.78%
- (E) East Central Kansas Economic Opportunity Corporation - 12.01%
- (F) Shawnee County Community Assistance and Action - 6.86%
- (G) Mid-Kansas Community Action Agency - 7.10%
- (H) Harvest America Corporation - 5.19%

Discretionary Programs

- Hunter Health Clinic, Wichita - 24.9%
- Senior Services, Wichita - 21.2%
- Shawnee County Indian Education Center, Topeka - 21.1%

The following geographical area will be served in FY 1987. The cities of Chanute and Wichita, and the counties of:

| | | | | | | |
|----------|----------|-----------|------------|---------|---------|---------|
| Allen | Cherokee | Franklin | Lyon | Osage | Wallace | Grant |
| Anderson | Coffey | Greenwood | Montgomery | Shawnee | Woodson | Haskell |
| Atchison | Crawford | Harvey | Wilson | Johnson | Wichita | Seward |
| Bourbon | Doniphan | Labette | Miami | Sherman | Finney | Meade |
| Butler | Douglas | Linn | Nemaha | Thomas | Kearny | Wilson |

Approximately 100,000 low-income Kansans are served annually through this program.

The CSBG program is scheduled for reauthorization in October, 1986. It is expected that reauthorization will take place.

Robert C. Harder, Secretary
 Office of the Secretary
 Social and Rehabilitation
 296-3271
 Date March 26, 1986

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MENTAL HEALTH BLOCK GRANT
BACKGROUND & EFFECTS OF GRAMM-RUDMAN REDUCTIONS

The Division of Mental Health and Retardation Services has been informed by the federal government that our FY 1986 Block Grant award will be reduced by \$223,449. This reduces the original award of \$2,283,646 down to \$2,060,197. The loss of these funds will not begin to impact the state until 1987 because the community programs are lag funded. That is, during state FY 1986 we are using both FY 1985 and FY 1986 federal funds. The reductions in federal 1986 funds will be felt in state FY 1987.

Community Mental Health Block Grant Overview

The Federal Mental Health Block Grant funds are targeted to serve as many as 70,000 Kansans who are 1) chronically mentally ill, 2) severely mentally disturbed children and adolescents, 3) mentally ill elderly, 4) others who are currently underserved, 5) mentally ill discharged from hospitals. The services provided to these people include outpatient, 24 hour emergency services, screening services and partial hospitalization services, and psychosocial services.

Goals and Objectives

The Department of Social and Rehabilitation Services, Mental Health and Retardation Services will make grants to Community Mental Health Centers to provide comprehensive services:

1. principally to individuals residing in a defined geographic area with special attention to individuals who are chronically mentally ill; children, elderly and individuals discharged from inpatient facilities.
2. within limits of centers' capacity, regardless of ability to pay,
3. that are readily accessible and assure continuity of care in a manner which preserves human dignity,
4. that prevent unnecessary institutionalization of the mentally ill,
5. that provide effective and efficient mental health services in the least restrictive environment to the maximum degree feasible for each individual.

Robert C. Harder
Office of the Secretary
March 26, 1986
296-3271

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REPORT ON THE PROPOSED USE OF ALCOHOL, DRUG ABUSE
AND MENTAL HEALTH BLOCK GRANT FUNDS

The Department of Social and Rehabilitation Services will soon begin the development of a sixth year Federal application for funding under the Alcohol, Drug Abuse, and Mental Health Services Block Grant authorized by the Omnibus Budget Reconciliation Act of 1981, P.L. 97-35.

Federal regulations governing the application process require the State Legislature to conduct public hearings on the proposed use and distribution of those funds for the period beginning October 1, 1986 and ending September 30, 1987.

ALCOHOL & DRUG ABUSE SERVICES

The 1987 federal budget, as presented by the President to Congress, proposes that \$490 million be appropriated to states under the ADMS Block Grant. Should that level of appropriations be authorized, the State of Kansas would receive approximately \$1.6 million for alcohol and drug abuse services. The proposed distribution of those funds would be:

- | | |
|--|-----------|
| 1) Treatment grants to community based programs: | \$955,000 |
| 2) Prevention grants to community programs: | \$300,000 |
| 3) Grants to provide services for women: | \$200,000 |
| 4) State Agency (ADAS) administration | \$145,000 |

The Block Grant funds will be used in conjunction with other State funds to insure that effective treatment services are provided to individuals and families experiencing alcohol and/or other drug problems, and to insure that effective prevention services are provided to general and target populations to reduce alcohol and other drug abuse problems.

The State's criteria for distribution of funds will be guided by its commitment to maintain existing levels of alcohol and other drug abuse prevention and treatment services.

Further information on this program is available if required. Contact SRS/Alcohol and Drug Abuse Services, Topeka, Kansas.

Department of Social and
Rehabilitation Services
Office of the Secretary
March 21, 1986

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FY 1987 LOW INCOME HOME ENERGY ASSISTANCE BLOCK GRANT SUMMARY

March 26, 1986

The Low Income Home Energy Assistance Program block grant is authorized by Title XXVI of the Omnibus Budget Reconciliation Act of 1981 and amended by the Human Services Reauthorization Act of 1984. The current authorization expires September 30, 1986 and the Administration has recommended reauthorization at levels comparable to the current \$2.1 billion appropriation, the Kansas share being approximately \$18,000,000. This block grant is not protected from Gramm-Rudman cuts and therefore could be subject to an approximate 25% reduction for FY 1987.

The Department transfers 10% of the funding to the Social Services Block Grant and 15% for Weatherization activities, the maximum levels allowed by legislation. Direct energy assistance commonly known as "LIEAP" is provided with the remaining 75%. LIEAP assists low income households in meeting their energy obligations. Income eligibility standards are 150% of poverty or 60% of the State's median income, whichever is greater for each household size. Proof of income is required and the household must demonstrate that energy payments have been made in two of the previous three months. The following types of LIEAP are available during the year:

1. Winter Heating - Applications for the seasonal winter benefit are taken during the period December through March. The amount of the benefit is determined by a sliding scale matrix which considers four factors:

- * Income
- * Type of dwelling structure
- * Type of heating fuel
- * Cost of the heating fuel (in the applicant's county)

The average benefit issued this winter has been \$229 with a projected 45,000 households receiving assistance. Approximately 42% of recipient households contain a member 65 years or older and more than half of the elderly have incomes below poverty.

2. Summer Cooling - Assistance is available July through September for elderly or disabled low-income persons since they are most susceptible to heat stroke and other heat related illness. The 1985 program assisted 21,303 households with half of the recipients being over 75. The average benefit was \$114. Size of the cooling benefit is determined by a sliding scale which considers three factors.

- * Income
- * Type of dwelling structure
- * Cost of electricity (in the applicant's county)

3. Medical Emergency Cooling - Emergency assistance is available July through September. This limited program alleviates energy related medical emergencies by providing a) utility assistance if there is a disconnect, or b) a needed cooling appliance. A physician's statement is required. A household may not receive this assistance if it received a "Summer Cooling" benefit described in #2 above.

Most LIEAP benefits are issued in the form of a two-party check payable to the household and the utility, ensuring use for the intended purpose. All three types of assistance emphasize the household's responsibility for its energy obligations by requiring the two self-payments in advance of eligibility. This requirement provides incentive for continued self-payment and encourages regular contact with the utility or other provider, reducing total dependency on the program.

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Senate Ways and Means Committee
Low Income Home Energy Assistance Program Block Grant Hearing

March 26, 1986

Paul Johnson-Chairman SRS Public Advisory Committee on Energy Assistance
and Conservation

Short - range goals

- 1) Stabilize the funding for LIHEAP and Weatherization.
It's anybody's guess what Congress will do with the funding of these two programs. This uncertainty produces real problems for setting LIHEAP benefits and devising workable plans to weatherize homes. The recent Exxon settlement and its \$23.9 million award to Kansas provides a unique opportunity to shore up any cuts in the \$18 million LIHEAP program and to expand the weatherization program. There are almost 100,000 housing units eligible and the program is doing around 3,000 units a year. Language should be inserted in the KCC appropriation bill stabilizing LIHEAP funding and secondly adding extra funds to the weatherization program. The present weatherization program is operating on a budget of \$4.8 million (LIHEAP funding = \$2.7 million, DOE funding = \$2.1 million) and could reasonably handle a 50% increase in funding.
- 2) This committee should be aware that LIHEAP, the weatherization program and KPL-Gas Service have agreed to monitor usage levels by LIHEAP households and use this information to target weatherization activities. This is the first time that consumption levels will be systematically monitored. The problem is that LIHEAP is already at its administrative dollar limit. If successful, this program should be expanded to include all major utilities and oil overcharge funds earmarked for this purpose.

Long - range goals

- 1) This state needs a policy on the weatherization of rental housing units. LIHEAP's efforts are literally going out the ceiling of uninsulated housing units. Weatherization is a certain cost-effective program but our weatherization program can never fill the need. I would like to see this committee request an interim study on housing and energy with an emphasis on rental units. Present LIHEAP funds and weatherization dollars are not sufficient to undertake such a study. The key players which include the KCC, KDED, SRS and private parties should be brought together to present solutions. The Federal Government is abandoning any housing role and the time is now for the State and local communities to ascertain their proper roles. Economic development will not occur without adequate, safe housing. The State's social services will continue under great pressure if housing continues to be too costly and in some cases unsafe.
- 2) Targeting of these limited LIHEAP dollars will become a necessity. Local, private efforts to pay utility bills have fallen significantly, Contributions from other Federal sources such as revenue sharing is almost over. A few states have adopted percentage of income for energy as a good faith standard to keep one's utilities on. The percentage that a household pays for housing and utilities should be a major part

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of how benefists are figured. In those cases where excessive amounts of energy is consumed, special efforts should be made to weatherize, offer budget counseling, and more than likely inform the landlord of any tax benefits or grants. There should be a limit on how many times bad debt with utilities can be written off on the same housing unit. Coordination is needed between the KCC's policies and those of SRS.