

Approved: 5-5-91  
Date

MINUTES OF THE HOUSE COMMITTEE ON APPROPRIATIONS.

The meeting was called to order by Chairperson George Teagarden at 1:30 p.m. on March 28, 1991 in room 514-S of the Capitol.

All members were present except: Representatives Hochhauser, Blumenthal, Helgerson, Goossen, Pottorff, Turnquist, and Heinemann (all excused).

Committee staff present:

Ellen Piekalkiewicz, Legislative Research Department  
Debra Duncan, Legislative Research Department  
Jim Wilson, Revisor of Statutes  
Susan Miller, Administrative Aide  
Sue Krische, Committee Secretary

Conferees appearing before the committee:

Robert Wunsch, University of Kansas Medical Center  
Representative Barbara Allen  
Bob Barnum, Interim Director, Work Force Development, SRS

Others attending: see attached list.

SB 74 - Appropriations for FY91 and FY92, capital improvement for KUMC.

Robert Wunsch, KUMC, testified that SB 74 contains an emergency appropriation of \$175,000 to restore Battenfeld Auditorium at KUMC which was heavily damaged by arson on December 27, 1990 (Attachment 1). He noted the Senate amended the bill to finance the project from the Educational Building Fund (EBF). Representative Kline moved to amend SB 74 to change the funding source from the EBF to the State General Fund. Representative Wisdom seconded. Motion carried.

Representative Chronister moved that SB 74, as amended, be recommended favorably for passage. Representative Kline seconded. Motion carried.

HB 2223 - Establishes the KanLearn Program.

Representative Barbara Allen appeared in support of HB 2223 which would allow 13-19 year old recipients of AFDC to participate in the KanLearn program if certain conditions are met (Attachment 2). The program provides special incentive payments, when they are deemed necessary, to make it possible for the individual to continue attending school, i.e., an incentive payment of not more than \$100 upon completion of each year of school and enrollment for the ensuing semester and an incentive payment of not more than \$250 upon graduation from high school and receipt of a high school diploma. In response to a question, Representative Allen stated the bill is targeted to potential dropouts.

Written testimony was distributed from Forrest L. Swall, Assistant Professor, School of Social Welfare, University of Kansas, in support of HB 2223 (Attachment 3).

Bob Barnum, Interim Director, Work Force Development, SRS, stated SRS supports the concept of HB 2223 which would provide incentives to young AFDC recipients to get a high school education helping to avoid long-term welfare dependency (Attachment 4). In response to a question about the success rate of this program, Mr. Barnum stated he has no specific results on this program. Representative Patrick suggested providing the parent an incentive payment to keep the child in school. It was noted that the incentive payments would count as income and could affect the eligibility status for AFDC. Representative Mead requested cost-benefit information from Mr. Barnum on KanWork, stating he would like to see that information before embarking on this new program.

The meeting was adjourned at 2:30 p.m. The next meeting is scheduled for Friday, March 29, on adjournment of the House.



**Testimony before the House Appropriations Committee  
on Senate Bill 74**

**March 28, 1991**

**Robert S. Wunsch  
University of Kansas Medical Center**

SB 74 is a request for an emergency appropriation in order to restore Battenfield Auditorium at the University of Kansas Medical Center which was significantly damaged by a fire set by an unknown arsonist in the early a.m. hours of December 27, 1990. The request for \$175,000.00 will repair the major damage, clean, paint, deodorize and, otherwise, return this facility to a usable state. The auditorium will not be enhanced with this expenditure, otherwise, than ordinarily occurs through cleaning, painting and the installation of a new stage curtain, etc.

Battenfield Auditorium is a multi-purpose facility used for regularly scheduled classes, the administration of course examinations for the School of Medicine student body, for licensure examinations administered by the national board of medical examiners, certifying examinations for the board of Internal Medicine, public lectures, continuing education programs for health professionals, and public performances by the Medical Arts Symphony. This large auditorium is the only facility on the medical center campus capable of accommodating these various activities.

Damages were done to the roof as it was opened in order to draft the fire and smoke upwards. The stage and it's contents was destroyed and the remainder of the 538 seat auditorium was heavily damaged by smoke and water.

The attachment is the damage cost analysis.

*HA  
3-28-91(b)  
Attachment 1*

Battenfeld Auditorium  
 Damage Cost Analysis  
 Prepared by Facilities Planning  
 January 4, 1991

DRAFT

ITEM	UNIT	UNIT COST (incl. demol.)	TOTAL
Stage	500 SF	\$ 40	\$ 2,000
Metal Roof Deck			
Conc/roofing	100	100	10,000
Fire Doors	2	2,000	4,000
Fire Curtain	60 sqyd	40	2,400
Stage Lights, Controls			25,000
Projection Screen/ Motor	18' x 16'		3,000
Decorative Wood Paneling	2500 SF	8	20,000
Accoust. Wall Tile	1800 SF	4	7,200
Carpet	600 sqyd	14	8,400
Wall Painting (Audit.)	1750 SF	1	1,750
Wall Painting (Foyer)	300 SF	1	300
Ceiling Painting (Audit.)	8640 SF	1.50	2,960
Ceiling Painting (Balcony Bottom)	3500 SF	1.25	4,375
Ceiling-Accoust. (Foyer)	2500 SF	3	7,500
Air Handler Filters			300
Duct Cleaning			2,000
Piano Wood Refinishing			2,000
Chairs (Folding) Replacement	100	70	7,000
Electrical Panel/ Service			10,000
Audit. Seating Cleaning	.550	40	22,000
Speaker Damage	4	1,000	4,000
Audiovisual Equipment			12,500
			<u>158,685</u>
Coordinating Cost (overhead & profit) 10%			<u>15,869</u>
			174,554
			or say
			\$175,000

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TOPEKA

HOUSE OF  
REPRESENTATIVES

BARBARA P. ALLEN  
 REPRESENTATIVE, TWENTY-FIRST DISTRICT  
 JOHNSON COUNTY  
 P.O. BOX 8053  
 PRAIRIE VILLAGE, KANSAS 66208  
 (913) 642-1273  
 STATE CAPITOL, ROOM 155-E  
 TOPEKA, KANSAS 66612  
 (913) 296-7640

COMMITTEE ASSIGNMENTS  
 MEMBER: FEDERAL AND STATE AFFAIRS  
 JUDICIARY  
 PENSIONS, INVESTMENTS AND BENEFITS  
 RULES AND JOURNAL

March 21, 1991

Mr. Chairman, Members of the Committee:

Thank you for the opportunity to appear before you today on **H.B. 2223**. **H.B. 2223** would allow 13-19 year old recipients of A.F.D.C. to participate in the KanLearn program if certain conditions are met. Participants in the program would be eligible for the following:

- 1) special financial assistance payments when it is determined that such payments are necessary to make it possible for the individual to continue attending school.
- 2) an incentive payment of not more than \$100 upon completion of each year of school and enrollment to attend the ensuing semester of school.
- 3) an incentive payment of not more than \$250 upon graduation from high school and receipt of a high school diploma.

As a pilot program, KanLearn would apply only in current KanWork counties (Shawnee, Barton, Finney, and Sedgwick.) It could be expanded to other counties, if successful, with specific approval by the Legislature.

Assuming a waiver is received from the federal government, funding for the KanLearn program in FY 1992 would be 59% federal and 41% state. Based on these percentages, the Department of Social and Rehabilitation Services estimates the fiscal note for FY 1992 to be \$202,743 to the State General Fund. A similar waiver has been received in at least two other states. The balloon provides that implementation of the program is contingent upon receipt of the waiver, and that the program will sunset in three years.

HA

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Attachment 2

I want to make a couple of points regarding H.B. 2223. First, this is not just "another government handout". It is a partnership between the state and the individual participants, and an investment in Kansas' childrens' future. I believe the state should be in the business of helping these children get an education, so that they can get a job and break the welfare cycle.

Second, why should we provide financial incentives for these kids and not for other kids? Because these kids face a tougher challenge than kids from families with greater resources. We know that a good education is important to success in life. But many of the participants in the KanLearn program will come from dysfunctional homes. They may not know the connection between education and success. They may not have reinforcement at home about the importance of an education.

These children need positive reinforcement. They need incentives to stay in school, because they come from homes where incentives to learn may not be present. In the 1990-91 school year, the state of Kansas will spend just under one billion dollars in state aid to public elementary and secondary schools. For a few more dollars, we can help keep these kids in school and we can help them graduate, by telling them we notice their success. What better way can the state spend its money? This truly is education reform.

The KanLearn program won't solve the welfare problem. But it's a step in the right direction, and it's something we can do to help. It will reward participants for success, and reinforce the notion that hard work does pay off. It's the difference between a handout, and putting our hand out. I urge your favorable consideration of H.B. 2223.

Mr. Chairman, I will be happy to answer any questions.

INCENTIVE PAYMENTS

Assume seniors get the \$250 only, not the \$100 for completing two semesters  
(The bill may need to be amended to clarify this.)

Grade	Students	Payment	AF	SGF
7-11	2,063	100	206,300	82,520
12	411	250	102,750	41,100
Total Incentive Payments			309,050	123,620

SPECIAL PAYMENTS

The following applies to 13 through 15 yr olds; 16-19 yr olds already eligible.  
Assume 5 percent of students need avg \$120 special allowance.  
Assume 3 percent who need day care will be served through existing resources  
or new federal block grant funds.

Students	%	Payment	AF	SGF
1,568	5	120	9,408	3,763

ADDITIONAL STAFF REQUIREMENTS

Program	Item	FTE	AF	SGF
Emp Prep	SW I	4	95,924	49,401
Area Off	SW I OOE		23,020	13,213
	Office Asst	1	17,689	10,154
	OA II OOE		4,515	2,592
	Subtotal		45,224	25,959
Total Staff Requirements			141,148	75,360

FY 1992 Summary

Program	Item	AF	SGF
Emp Prep	Incentive and Special Payments	318,458	127,383
	Staff Requirements	95,924	49,401
Subtotal		414,382	176,784
Area Off	Staff Requirements	45,224	25,959
<b>TOTAL FY 92 COST</b>		<b>\$459,606</b>	<b>\$202,743</b>

KanLearn --- A Positive Approach for At Risk Youth

Statement presented to the  
House Appropriations Committee

by Forrest L. Swall, Assistant Professor  
School of Social Welfare, the University of Kansas\*

March 21, 1991

The proposal submitted by Representatives Allen, Baker, Brown, Flottman, Fuller, Lawrence, Pottorff and Samuelson in HB 2223 is a positive forward looking approach to address the needs of at risk students.

Heretofore, benefits of completing high school focused on the student. Now, in the 90s, there is an additional focus---benefits to society. It has always been in society's interest to use all reasonable methods to encourage and support our children in their educational pursuits. A proposal that benefits individuals and society is a positive step.

KanLearn's strengths are threefold: Financial incentive, symbolic reinforcement and help for high risk children.

First, financial incentive. Although the payment is small, it will make a difference to the student from a low income family. All of us with children in school know that although public education is "free," there are substantial costs associated with full participation in public school programs.

Next, symbolic reinforcement. KanLearn sends a clear message to students: Finish high school! Education is important! Education for all youngsters is vital preparation for full membership in our society.

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Attachment 3



Third, incentive and reinforcement for teen parents. These young women and some young men are in need of our consideration. The task, indeed the burden, of parenthood is no small matter. Those of us who face parenting as adults with supportive companions have found the task a challenge. How much more so for a young teen parent.

Compare the KanLearn positive approach to at-risk students with a very different bill, SB 162, called LearnFare. While KanLearn reinforces education, LearnFare takes a punitive approach. The goal---keeping children in school---is the same for both proposals. KanLearn says, "Good job! You can do it! You and we will benefit for a lifetime!" LearnFare says, "You have to do this! We will punish you if you do not!" Clearly, the goal of keeping children in school can be better accomplished through KanLearn.

KanLearn strengthens and reward families. LearnFare would weaken and undermine families. KanLearn acknowledges the pressures and financial strains of education on at-risk students and families. KanLearn says to families, "We understand ourselves how increased financial stress exacerbates our family stresses. We want to help and encourage you." LearnFare says to families, "Although research clearly demonstrates the negative effects of inadequate income, we will impose more stress through punitive financial measures."

KanLearn provides modest relief to stress for at-risk students and families. It is free of racism and sexism. In fact, it contributes to greater equity and fosters fairness. KanLearn is, I believe, a step toward a gentler, kinder state. Learnfare would penalize our most vulnerable families, falling disproportionately on both minority families and female headed households. LearnFare would become one of many policies that negatively affect our minority populations and women.

The KanLearn concept is sound. However we should reach beyond students in AFDC families. I understand the struggle of policy makers with the costs of our social welfare programs. However, my statement to you would not be complete without calling attention to the needs of the larger needful student population. The investment proposed in HB 2223 should be applied to all students who have need: children of vulnerable low-income families with needs similar to those of families receiving AFDC.

There is much to be done in the task of caring for our children. It is time, I believe, for us to recognize that we are all parents of all of our children. As we expand our acknowledgment of our community parenting responsibilities, we must take steps to assure that all of our students have meaningful incentives to complete high school. The closer we can come to universal policies, that is "policies that provide support to all children," the greater our potential for achieving the desired impact.

I applaud the sponsors of the KanLearn proposal. I urge the committee's favorable action. And, I urge the sponsors of HB 2223 to use this leadership initiative to assure that all students in Kansas have less stress and more opportunity. KanLearn sends the message loud and clear: We will all benefit from your education.

"Our reach must exceed our grasp,  
or what is heaven for?"  
...Robert Browning

\*This statement does not represent the position of the University of Kansas or the School of Social Welfare. The statements represent the thinking and judgment of the presenter.

DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES  
TESTIMONY CONCERNING HOUSE BILL 2223  
RELATING TO KANSAS KANLEARN PROGRAM

1. Purpose and Brief Analysis:

The Kansas KanLearn Act establishes this program for persons ages 13 to 19 receiving Aid to Families with Dependent Children who reside in the KanWork counties. Individuals who have not graduated from high school or obtained a declaration of equivalency would be eligible to receive incentive payments of \$100 for completion of each two semesters, \$250 upon graduation, financial assistance to attend school and child care as needed.

The intent of the bill is to:

- a. Encourage teenagers whose families receive Aid to Families with Dependent Children to remain in school and graduate from high school;
- b. Save money for the state in future years by having teens on AFDC get a high school education so they can be productive adults and avoid long-term welfare dependency.

This bill approaches school attendance with rewards rather than punitive actions. The Department is supportive of this approach.

2. Effect on SRS:

The primary impacts of this bill are:

- a. In accordance with the JOBS program in Kansas, the state already is encouraging education and requiring sanctions for those ages 16-19 who fail to comply. Currently, SRS staff estimate 35% of 16-19 year old

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Attachment 4

dropouts are returning to high school or equivalency education as a result of conciliatory efforts mandated by the JOBS program. The remaining 65% are sanctionable under JOBS, and their needs are removed from the public assistance payments. The philosophy of the JOBS program is positive and conciliatory and focuses on individual activity which reduces long-term welfare dependency and promotes self-sufficiency. House Bill 2223 is consistent with the philosophy of JOBS.

- b. It would be necessary to obtain a waiver of federal AFDC and JOBS regulations in order to implement HB 2223 for youth ages 13 to 16 and to operate only 4 counties. Wisconsin and Ohio have obtained waivers to implement similar programs.
- c. The KanLearn program would require extensive coordination among all levels of SRS and the Kansas Department of Education in the development and maintenance of accurate and efficient reporting tools.

3. Fiscal Impact:

Calculation of estimated costs:

1992 - \$459,606 all funds and \$202,743 SGF

1993 - \$460,414 all funds

1994 - \$478,831 all funds

The Division of Budget's estimate is based on the assumption that a waiver is obtained and payments are approved in the JOBS Supportive Service State Plan. In a contact with Ohio, officials there have indicated that they are receiving 50% Federal match on their incentive payments which are approved in their JOBS Supportive Services State Plan. If this legislation is approved, the state will pursue the possibility of Federal match for these payments.

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Testimony Concerning HB 2223

Page 3

4. Comments:

SRS supports the concept of HB 2223 which is consistent with the philosophy of the JOBS program. This program would provide incentives to young AFDC recipients to get a high school education which helps avoid long-term welfare dependency.

Possible options to consider in order to reduce the cost of this bill might include:

- a. Coordination with JTPA so that youth could participate in part-time employment while attending school. This would allow the youth to earn spending money, provide added incentive to participate and remain in the program and reduce the amount of special services support that would need to be payed.
- b. Ohio has a bonus program with approved waivers. Theirs is based on a monthly bonus payment. We believe the proposal outlined in H.B. 2223 is superior to Ohio scheme because it builds the longer term commitment to remain with the program which we believe is important.

Submitted by:

Bob Barnum  
Interim Director  
Workforce Development  
Department of Social and  
Rehabilitation Services  
(913) 296-3273



## STATE OF KANSAS

DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES

915 S.W. Harrison, Docking State Office Building, Topeka, Kansas 66612-1570

JOAN FINNEY, Governor

March 20, 1991

Mr. Louis Chabira, Deputy Director  
Division of the Budget  
1st Floor  
Statehouse  
Topeka, Kansas 66612

Re: Revised Fiscal Estimate - House Bill 2223

Dear Mr. Chabira:

After further review of HB 2223, we are submitting additional information regarding its estimated fiscal impact.

As noted in our earlier letter, HB 2223 would establish the KanLearn program for persons ages 13 to 19 receiving Aid to Families with Dependent Children who reside in the KanWork counties. (Although Section 1 (b) of the bill could be interpreted as applying to AFDC recipients on a statewide basis, this fiscal note is based on the apparent intent to implement KanLearn in the KanWork counties.) Individuals who have not graduated from high school or obtained a declaration of equivalency would be eligible to receive incentive payments of \$100 for completion of each two semesters, \$250 upon graduation, financial assistance to attend school and child care as needed.

In order to receive federal funding for any of these payments, the KanLearn program would have to be made a component of the Job Opportunities and Basic Skills (JOBS) program and receive federal approval. Federal waivers would be needed as well since the majority of these individuals are currently exempt from participation in JOBS.

The following fiscal estimate assumes receipt of federal waivers to make the program part of JOBS, to operate the program in four counties (waive statewidness), to provide for participation for 13 through 15 year olds (in addition to the 16 through 19 year olds already eligible for JOBS), and to obtain federal financial participation for all program components. Implementation of the program should be made contingent upon the receipt of the needed federal waivers.

For FY 1992, the estimated cost of implementing HB 2223 in the current four KanWork counties is \$459,606 (\$202,743 SGF). Of that amount, \$318,458 would be for incentive payments and special payments (\$127,383 SGF), and \$141,148 (\$75,360 SGF) for four Social Worker I's and one Office Assistant II. Please refer to the attached chart for additional detail.

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Mr. Louis Chabira  
March 20, 1991  
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Assuming that the program would continue in the four original KanWork counties, the program would cost \$460,414 in FY 1993 and \$478,831 in FY 1994. One-time capital outlay costs of \$16,900 which would not recur in subsequent years are deducted, and a four percent inflation adjustment is applied.

If you need further information, please call me or my staff.

Sincerely,



Robert C. Harder  
Acting Secretary

RCH:KD:kd

cc: John W. Alquest  
Rita L. Wolf  
Bob Barnum

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