

MINUTES OF THE HOUSE COMMITTEE ON FEDERAL AND STATE AFFAIRS

The meeting was called to order by Representative Kathleen Sebelius at  
Chairperson

1:30 ~~X~~ p.m. on January 24, 1991 in room 526-S of the Capitol.

All members were present except:

Representative Joan Wagnon - Excused      Representative Arthur Douville - Excused  
Representative Elizabeth Baker - Excused      Representative Clyde Graeber - Excused  
Representative Jim Cates - Excused      Representative J.C. Long - Excused

Committee staff present:

Mary Torrence - Office of the Revisor  
Lynne Holt - Kansas Dept. of Legislative Research  
Mary Galligan - Kansas Dept. of Legislative Research  
Connie Craig - Secretary to the Committee

Conferees appearing before the committee:

Chair Sebelius called the meeting to order.

Melissa Ness, Director of Kansas Children's Service League/Children's Coalition, presented the committee with an agenda of conferees. See Attachment #1. She then gave a general overview of what is happening in Kansas with children and families, Attachment #2. She requested that the committee take a special look at the S.R.S. Task Force Report. She believes that they have begun a shift of thinking towards children services, and it one of the best reports that she has seen.

Sydney Karr, Advocacy Coordinator with Kansas Action for Children, came before the committee with a brief outline on the Children's Coalition, Attachment #3, and a list of 1991 Children's Coalition Members and the 27 targeted needs with five basic areas which are not being met for Kansas children, Attachment #4. Ms. Karr also handed each member of the committee a notebook giving information on the Children's Coalition, which will be on file with the House Federal and State Affairs Committee.

Sister Therese Bangert, who has worked with children for 18 years, spoke on basic survival needs. She touched on the following points:

\*decent, affordable housing is necessary but lacking for the working poor.

\*programs are needed that accentuate people's resources not their problems.

Dr. Pat Schloesser, Advisory Board Member, Kansas Action for Children, gave an update on basic preventive health care for children in Kansas. Using the rate of immunizations as an indicator of how good our child health care is in the state, she stated that basic prevention and well child care are lacking, especially in pre-school children. She stated that in 1990, a study was done to see at what age children received their immunizations, and they found that only 51% of the children by the time they were 2 years of age had been immunized. Reasons she gave for this are:

CONTINUATION SHEET

MINUTES OF THE HOUSE COMMITTEE ON FEDERAL AND STATE AFFAIRS

room 526-S, Statehouse, at 1:30 a.m./p.m. on January 24, 1991

\*Parents are under-insured.

\*Parents are under-educated to how important it is to have their preschool child immunized.

Dr. Schloesser pointed out that insurance systems and reimbursement for care is not going to solve well-child supervision, but a broader based child health policy with a basic community system and a tracking or monitoring system in relation to immunizations is necessary. She stated that regulated, licensed child care facilities have a 95% fully immunized population, which is approximately a third of the preschool population, and she urged members of the committee to look at a variety of strategies about what can be done for well child care in the state.

John Wine, Assistant Secretary of State and a member of the Child Abuse Prevention Council and presented the following testimony:

1. The belief of permitting corporal punishment in schools teaches the child, whether they have been punished or not, that violence is a permissible method of behavior control.

2. It perpetuates the cycle of family violence, particularly in today's stressful society.

The goal of the Kansas Child Abuse Prevention Council this year is to respond to the arguement that the issue of corporal punishment should be determined at the local level for local control. He pointed out that local control should only apply to local issues, by stating that the state does not permit foster parents to strike children. The state does not permit social workers to strike patients. The state does not permit local correction officers to strike criminals or put juveniles in an adult facility. Children should be given at least the same protection that criminals have. Children should be free from the lesson that corporal punishment is an acceptable method of control when you are an authority figure. The violence that this myth perpetuates is a state issue. The liability results from abusive punishment and from allegations of lawsuits are costly whether they are won or not. He closed by saying that it is a state issue to permit students to be educated in an environment that teaches them effective discipline.

Lynne Bourne, Preschool Intervention Project gave an update on prevention and intervention services in the state. Her recommendations for continuum of service for the birth to two children were as follows:

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\*The state should take a serious look at allocating funds (approx. \$1.8 million) into a state program that would facilitate the birth to two children.

\*Link together services such as Dept. of Education, S.R.S., Dept. of Health & Environment and other private agencies so that they can work together to manage case-loads.

\*Getting family friendly and asking these parents what they need help with. Taking a look at things from their perspective and gaining trust and respect back from these parents.

Judy Culley, Executive Director, The Shelter, talked about increasing funds for family preservation and foster care. Her testimony is outlined in Attachment #5.

Lynne Owen, Education Specialist, Parents as Teachers, Kansas Dept. of Education, testified to the committee on the Kansas Parent Education Program, Attachment #6.

Chair Sebelius asked for a motion to approve the minutes from the January 16, 1991, meeting. Representative Don Smith made the motion to approve said minutes. Representative Hamilton seconded the motion. The motion carried on a voice vote.

The meeting adjourned at 2:56 p.m.

GUEST LIST

FEDERAL & STATE AFFAIRS COMMITTEE

DATE Jan. 24, 1991

(PLEASE PRINT)

NAME	ADDRESS	WHO YOU REPRESENT
Linda Frazer	Shawnee, KS.	
Bruce Luchs	Lawrence Bx 3658	KALPCCA
Pat Schlessert	Topoka, KS	KAC
Garth Hulse	Topoka, KS	KDAE
John Wine	Topoka	KCAPC
A Therese Banzet	"	KCCD
Cheryl Shores	Topoka	KCSL
Melissa Ness	Topoka	KCSL
Mike Struben	Hesston	
Kevin Sick	1930 SW. Topoka Ave.	Ks. Commission on Disability Concerns
Whitney Damon	Topoka	Pete McGill & Associates
Michelle Moore	Lawrence Kansas	Kansas Coalition for Children
Doug Bowman	Topoka	Children & Youth Advisory Comm.
Sydney Karr	Lawrence	KS Action for Children
Judy Culley	Lawrence	The Shelter, Inc.
Tom Hoyt	Lawrence	Career Travel and
Mary Neubauer	Topoka	Associated Press
Beth Powers	Lawrence	Ks. Choice Alliance
Peggy Jernan	Wichita	ProChoice Action League

FEDERAL AND STATE AFFAIRS  
THURSDAY, JANUARY 24, 1991

I. OVERVIEW

- \*Why we should be rethinking how we deliver human services.
- \*Policy framework

Melissa Ness, Kansas Children's Service League/Children's Coalition

II. THE CHILDREN'S COALITION

- \*Overview of Coalition policies and priorities
- \*1991 legislative agenda

Sydney Karr, Kansas Action for Children/Children's Coalition

III. BASIC SURVIVAL NEEDS

Sister Terese Bangert

IV. ACCESS TO HEALTH CARE

Dr. Pat Schloesser, Advisory Board Member, Kansas Action for Children

V. LEGAL RIGHTS

John Wine

~~Jim McHenry~~, Kansas Child Abuse Prevention Council

VI. PREVENTION AND INTERVENTION

Lynne Bourne, Preschool Intervention Project

VII. ~~Judy Calley, The Shelter~~

VIII. EDUCATION FOR CHILDREN AND FAMILIES

Lynne Owen, Education Specialist, Parents as Teachers Program  
Ks. Department of Education



... to protect  
and promote the  
well-being of children  
... to strengthen  
the quality of  
family life  
—since 1893

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**United Way**

Member Child Welfare  
League of America

Accredited by The Council  
on Accreditation of  
Services for Families  
& Children

TESTIMONY BEFORE HOUSE FEDERAL AND STATE AFFAIRS  
JANUARY 24, 1991

BY: Melissa Ness JD, MSW

"Kansas citizens must face the truth. We know all too well what happens to a wheat crop if the earth is ill-prepared to take the seed or if the seed is planted and is not nourished, fed, or protected from catastrophe. If we do not invest in children first and instead ignore their basic needs, we needn't guess the fate of our future citizenry...it is all too clear. We shall reap what we sow."

Children's Coalition News Conference  
Statehouse: January 9, 1990

ITEM: An estimated 31 million Americans, including four million low-income children, have no health insurance, according to the Census Bureau

ITEM: At least four million Americans and possibly as many as 14 million are now living on the knife edge of homelessness, already doubled up with friends and family or one paycheck away from not being able to pay their rent, according to a study by Rutgers' American Affordable Housing Institute.

ITEM: Despite seven years of economic growth, the Census Bureau reports that more than 32 million Americans live below the official poverty line, barely \$12,000 a year for a family of four. In Kansas there are approximately 100,000 children living below the poverty line.

ITEM: Nearly 500,000 American children live in detention centers, hospitals, foster homes and mental health facilities, a number that could rise to 840,000 by 1995 according to a report by the House Select Ccommittee on Children, Youth and Families.

SHOULD WE CHANGE THE WAY WE DELIVER HUMAN SERVICES?

\*As a state we are not unique. Countless states as well as the federal government are taking a closer look at how services are being delivered to our children youth and families

\*Changing demongrapics, economic instability of families, and increasing needs in those populations tell us that our system has outlived its ability to respond in the way we once thought it could.

HOUSE FEDERAL AND STATE AFFAIRS  
January 24, 1991  
ATTACHMENT #2

\*The concept behind the way we deliver service does not allow the opportunities needed by our children and families to stay together, to become self sufficient or independent of our governmental support systems.

\*Our system is problem and individual crisis oriented. Its focus is on alleviating problems. Consequently, the problems become the priority instead of the children and families.

\*We lack a clear value or policy statement that drives the decisions we make about our children and families.

#### WHAT WE NEED

\*The Structure of Scientific Reform, Thomas Kuhn's theory simply put is that in order for social change to occur, a fundamental movement, or shift in thinking is required to advance our behavior to a new level.

\*We have to shift our thinking about human services. Our goal should be to have a human service system that is a planned architecture, which minimizes inefficiencies, duplication of services and is developmental, preventive and child centered in nature versus problem and crisis centered.

Fundamental elements of this system include:

- \*comprehensive policies, supported through legislative and legal action
- \*competent organizational structures to deliver services
- \*Adequate financial resources which can ensure sufficient service amount and quality, including competent staffing
- \*effective community linkages to ensure coordination and prevent fragmentation of effort
- \*effective service models which deliver desired outcomes

#### HOW DO WE DO BEGIN?

If there is truly an agreement that we must overhaul the system then there must also follow a consensus on the direction we need to move. This legislature's challenge is to build that consensus.

The best way of building that consensus is taking the lead in putting together a policy framework that guides our decisionmaking. This framework must include a positive vision for what we want for children and families. At a minimum it should detail the commitments, guarantees and entitlements that adults are willing to make and share with children.

In addition to the general policy framework we must develop a well defined continuum of support or policy areas which allow us to target and develop programs aimed at supporting and strengthening children and families.

This policy framework must serve as a basis for developing general policies with specific objectives to guide subsequent programming. It is crucial if we are going to make the shift in behavior around how we allocate limited resources in this state.

#### CHILDREN'S COALITION

The Children's Coalition is a statewide organization of groups that work on behalf of children and families. Our 1991 proposals represent policy choices for Kansas children and their families that we believe must be addressed this year. We hope you will review them in the context of the policy debates and discussions we hope you will have during the session.



## Youth Policy at the Local Government Level

by Dawn Hanson Smart

*In May 1988, the Seattle City Council adopted Seattle's Policy Plan for Children and Youth. It was the culmination of an intensive, year-long effort and many months of preliminary work by city staff and community members.*

The plan includes a Policy Framework, outlining basic values and guiding principles, and an Agenda for community-wide action. It contains goals for city government and specific targets for attention over a five year period.

Several driving forces were behind the development of the Policy Plan. The three most critical were the decline in the city's population of families with children, and greater understanding of the problems faced by children at risk and the long-term impact of those problems. The purpose of the Policy Plan was:

- to promote community agreement

on goals and priorities and establish clearer understanding and consensus on the roles to be played in aiding children and youth;

- to guide the city in making decisions and developing its role in serving children, youth and their families; and
- to identify funding and non-financial strategies for the city's involvement in children, youth and family services.

### *The Process*

The planning process began with the collection and packaging of data on the status of children and youth in Seattle. This step helped staff and policy



Canada



**Type of Government:** Confederation with parliamentary democracy

- In 1982-83, 5.4 percent of the GNP went to primary and secondary education (\$19 billion) with another \$8.1 billion going to post-secondary education, universities, and vocational training.
- The Constitution Act of 1982 recognizes no federal presence in education. Each province has executive, constitutional responsibilities for education within its borders.
- In 1985 the Canadian government launched the Canadian Jobs Strategy, a centralized employment policy and

program.

- Schooling is compulsory and free from ages 6 to 15 or 16.
- Several post-secondary options are available, including universities, liberal arts colleges, theological colleges, specialized institutions, and community colleges.
- Vocational training is available through a number of channels including apprenticeship programs, summer work programs, and school/employer partnerships.
- While various youth groups do exist and prosper, national service youth organizations are more widespread and popular.

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makers understand the problems children and youth experience—the extent of those problems, and how Seattle compares with the rest of Washington State and to other cities in the United States. Data were gathered from traditional sources for vital statistics and social indicators, but came as well from in-depth interviews with more than one hundred parents, advocates, church representatives, service providers, government agencies, and community organizations.

The second step in the process was the collection and packaging of information on Seattle's service system for children and youth. This step also included assembling material about effectiveness of prevention and intervention strategies. It allowed the Policy Plan authors to look at the problems children and youth face in light of community's ability to respond.

These two steps resulted in the publication of the Status Report on Seattle's Children and Youth and the System That Serves Them, setting the stage for consideration of the role the City of Seattle could play in addressing the needs of younger residents. Staff sorted through the accumulated information from the interview process, which included suggestions about the direction of the plan, its content, and specific recommendations for city action. Staff work extensively with youth-serving agencies, who shared their knowledge and experience in a variety of ways. They contributed ideas throughout the planning process and made many

recommendations about strategies the city could undertake with children and youth.

As the Policy Plan began to take shape, staff consulted with the Mayor's Office and City Council to ensure that the intent and specifics of the plan were understood and that the mayor and Council members were in general agreement with the tenor of the document. Staff worked as well with city departments, using input from their staffs to build a complete picture of the responsibilities and potential of local government.

A Commission on Children and Youth had been appointed by the City of Seattle in the summer of 1987. It was made up of community representatives and advocates from many disciplines. The commission took an active role in the development of the Policy Plan. The members worked closely with staff on the values embedded in the document and the content of recommended goals and actions. In January 1988, the commission released the first draft of the Policy Plan to the community and held public hearings to obtain feedback on it. Comments and suggestions made during the hearing process were taken seriously—several changes were incorporated in the document as a result of this input.

Throughout the planning process, attention was given to the young people's viewpoint and their recommendations. Young people were asked to contribute to the Policy Plan in several ways. They were among those interviewed by staff, discussing their perspectives about youth

programs and the city's role and responsibilities. Youth representatives on the Commission of Children and Youth reviewed sections and commented on the content of the document. Several young people spoke up in public hearings held by the commission, bringing different points of view and new suggestions. In addition, draft of the completed Policy Plan was taken to Kids-Board, a youth leadership program for forty middle and high school students in Seattle, which works at designing ways for teens to become more active, visible citizens. Its members made a number of suggestions for improving the document.

### The Content

The Policy Framework provides the foundation on which the plan was built. It describes the basic assumptions underlying the planning. The two primary tenets of the framework have to do with the rights and responsibilities of young people and the importance of seeing youth as a resource for the community. Other principles identified include:

- The city is not alone in its concern for children and youth. The family, schools, churches, other jurisdiction and community agencies all have important roles to play.
- Families have pivotal roles to play and schools are particularly significant institutions for children and youth. The city has a responsibility to develop strategies which complement the roles families and schools play in the lives of



## Finland



Type of Government: Constitutional republic

- In 1983 people under 25 accounted for 30 percent of all unemployed persons.
- Finland's well defined, comprehensive, and direct youth policy receives high priority from the government.
- Youth policy is planned and coordinated by the Ministry of Education and the State Youth Council. The Ministry is charged with the control and supervision while the Council is the expert body.
- Compulsory schooling lasts for 9 years and is free of charge to all students.

- The strong focus on vocational education begins in secondary institutions which offer both a 3 year general program in preparation for higher education and a vocational education program.
- The Youth Guarantee system ensures job or practical training to all persons under the age of 25.
- The federal government, in an attempt to increase the private sector's role in training, offers subsidies to employment partnerships with vocational institutions.
- Finland has a large number of youth organizations which play a vital role in the formulation and implementation of national youth policy.

children and youth.

• Effective strategies are essential. More is being learned about the effectiveness of different approaches and greater attention must be given to conducting program evaluation and using the information it produces to guide decision-making.

• Young people need to play meaningful roles. They need challenges, must be included in community life, and must participate in developing solutions to today's problems.

• Youth must have hope and a vision of the future. They need opportunities, tools, and a chance to make their dreams a reality.

The *Community Agenda* proposed a direction for Seattle, beyond the city government. The Agenda attempts to unify the actions of the many government jurisdictions, agencies, and organizations committed to assisting children and youth. Aside from the agenda shown, specific community objectives were suggested. They ranged from health, housing and education to work readiness and self-esteem development to juvenile crime, teen pregnancy and substance abuse prevention.

The Policy Plan lays out a variety of roles for the city of Seattle—functions like leadership and advocacy, coordination, planning, funding, and program development. The roles also encompassed actions like promoting prevention strategies, ensuring program accountability and effectiveness, and securing equal access to services.

The *Long-Range Goals* identify as targets for Seattle define the areas in which the city government will take an active role with children and youth and what the city hopes to achieve with these actions. For each of the eleven goals, priorities and options were agreed upon for a five-year period. These point the way toward implementation of the Policy Plan.

The areas targeted in the plan include:

- Health and safety;
- Child care and early childhood development;
- Education and employment;
- Recreation, life skills and social development, community service and creative potential;
- Adolescent pregnancy and childbearing;
- Youth homelessness;
- Family development and well-being;
- Understanding of cultural differences and the value of diversity;
- Youth participation in the community;
- Capacity-building in commu-

"A child is a person who is / carry on what you have started. going to sit where you are sitting and when you are gone, attend to those things which you think are important. You may adopt all the policies you please, but how they are carried out depends on him. He will assume control of your cities, your states and your nation. He is going to move in and take over your changes, your schools, your universities and your corporations. All your books are going to be judged, praised or condemned by him. The fate of humanity is in his hands."

Abraham Lincoln

nity systems for abuse and neglect, mental health, substance abuse and juvenile justice; and

- Coordination and regional planning.

*The Role of Youth-Serving Agencies*

Community agencies which serve children and youth can play a significant role in the development of a policy plan. They are involved with young people and their families; they bring children and youth into the community; they work at the front lines with kids in trouble. Agencies have access to data about the needs of children and youth they serve and the types of programs which appear most successful in meeting those needs.

Youth-serving agencies can chal-



France



Type of Government: Republic

- Unemployment among youth constitutes a serious problem, while only 8 percent of the work force, they constitute 28 percent of the job seekers.
- In 1985, expenditures on education accounted for 18 percent of the national budget.
- Despite actions by the government to promote decentralization, education in France remains highly centralized.
- Government initiatives include: priority zoning specific school areas, vocational-guidance contracts allowing workers to take work hours for vocational guidance counseling and

training, and the creation of a professional Baccalaureate degree.

- Schooling is compulsory and free from ages 6 to 16.
- Vocational training begins at the "lycee" level (ages 15-16), or one may pursue an academic track in preparation for admittance to a "grande ecole" (prestigious professional school).
- Most training is school-oriented although apprenticeships are available and training centers exist.
- School leavers with no skills can receive training under a Basic Vocational and Social Contract.

## Policy Framework

### Young People's Rights and Responsibilities

Young people have the right to a safe environment, free from the threat of harm. They should be assured of the right to develop their capacity for physical, social, economic well-being and their capacity for creative expression. They must be guaranteed the right of equal access to opportunities. They should be able to remain and share their unique ethnic heritages.

Young people also bear responsibilities as members of society. These responsibilities encompass adherence to the laws which govern all citizens, appropriate behavior within the community, development into contributing residents of the city, and informed participation in the society. Young people must be accountable for their actions, take responsibility for developing self-sufficient lives, recognize the impact they have on other people, their families and community, and give something back to improve Seattle.

### Youth As A Community Resource

Children and youth are a resource deserving of preservation and protection. They are also critical to community development and to the future. Seattle must recognize the effects of failing to address the problems of children and youth and their immediate impact on the city—its general liveability, public safety, commercial vitality and economic progress. Young people are as much a part of the development of prosperity and a good quality of life in Seattle as are the fiscal, infrastructure, housing and social improvements being achieved. Investments must be made to maintain and improve the lives of your people, enhancing their prospect for productivity.

With the changing demographics—the increasing proportion to older people relative to the younger population—children and youth could be considered a cherished resource, one to be nurtured because of their scarcity and importance to the future. Without thoughtful and committed action by both older and younger generations, however, they could become just another needy special interest group demanding resources and attention. The community has a responsibility to safeguard the asset represented by children and youth.

challenge local governments to think broadly about the needs of all young people. They can contribute creative ideas for programming. They can advocate for the plan's adoption. These agencies can provide a voice for the public's con-

cerns about young people, the changes in society and families, and the future. Their participation, however, is perhaps most beneficial when the involvement is viewed as part of a larger movement on the community. Public officials,

while wishing to be responsive to community-identified needs, often are wary of agency-driven efforts. Policy-makers must consider the potential self-serving nature of agencies' recommendations, if future program and allocation decisions will be tied to a policy plan.

Once a plan is in place, agencies can take responsibility for identifying and carrying out their own role in implementing the plan's targets. They can use it to guide their own decision-making about proposal development and funding request to the government for program funding, pointing out the relationship between the plan and their program's goals. Agencies also can become a community "watchdog," reminding local government of adoption of the plan and the need for consistent action in its implementation.

### What Difference Has the Plan Made?

Adoption of the Policy Plan committed the City of Seattle to action on behalf of children, youth and their families. The plan gained high visibility during the planning process. It was used as a tool to facilitate a coordinated approach to meeting their needs and enable the city to make meaningful changes. Because of the work done with city departments and the community and the participation of Seattle's Commission on Children and Youth, the plan's implementation has been incorporated into city operations. Several things occurred soon after adoption of the Policy Plan:



## West Germany



Type of Government: Federal republic

- In 1982, educational spending accounted for 4.6 percent of the GNP.
- The Federal Ministry of Youth, Family, and Health plays a major role in the formulation of youth policy; however, education is the responsibility of the states.
- Schooling is compulsory and free from ages 6 to 18. Students must attend full-time for 9 years (10 in some states) and then at least part-time for 2-3 years.
- Created in 1950, the Federal Youth Plan is the cornerstone of youth policy in West Germany.

- Strong emphasis on vocational training. At age 10, students "choose" (choice is based largely on examination results) one of four secondary school types: junior high (30%), intermediate school (25%), grammar school (30%) and comprehensive school (15%).
- 90 percent of students in junior high and intermediate school pursue vocational training.
- 74 percent of German youth acquire vocational training either in full-specialized schools or under the "dual system" of employer and classroom training.
- Numerous youth groups encourage "self-liberation and personality formation."

• A strategic plan for the city's Comprehensive Child Care Program was developed.

• A policy guiding the city's involvement with Seattle's public school system was adopted.

• A City-County planning effort for runaway and homeless youth was begun.

• Seattle's Commission on Child and Youth began working with community people on the needs of gay and lesbian youth.

Perhaps more important than these events is the ongoing application of the Policy Plan as a decision-making tool. The Policy Plan is used as a guide for developing work programs and new initiatives for children and youth. It is used to review of departmental budgets. It helps establish the city's legislative agenda and lobbying efforts. It helps guide decision-making about the allocation of Community Development Block Grant and General Fund monies, and significant funding increases have been seen in areas targeted in the Policy Plan.

Monitoring the city's use of the Policy Plan is done informally throughout the year, as work programs and budgets are developed. The Commission on Children and Youth will do a more thorough analysis this spring of the city's progress in implementing the plan over the first two years. The Commission's report to the Mayor and Council will talk about areas where the city has done well and will make recommendations for strengthening efforts

where progress has not been as marked. Suggestions for modifications to Policy Plan are likely to be made as well.

### Conclusions

Several lessons were learned in the process of developing Seattle's Policy Plan. The planning approach used was a sound one. However, certain things may need to be in a place to get a policy and value-based plan adopted at the local government level and to institutionalize its use.

Timing is critical. There must be consensus on the need for a plan. It may come out of concerns about changing demographics or a shift in government responsibilities. It may result from particular events occurring in the community. Whatever the driving forces, there must be some expectation that the plan is important and will be useful, and that now is the time to develop it.

Supportive policy-makers are necessary. There must be interest on the parts of those who will have to act on the plan. If they do not "buy into" it, the plan will go nowhere. Consistent involvement of policy-makers throughout Seattle's planning process ensured that city staff stayed on track and that elected officials developed an understanding of the plan's aims and content.

City department commitment is essential for implementation. Department heads, managers and frontline staff are the ones who will turn policy into action. They must participate in the development of the plan if they are

### The Community Agenda

The community must put children and youth at the forefront of its action. It must adopt an agenda for meeting the needs of young people and their families to provide direction for individual and collective community action. It must work to develop consensus on unified action to be taken, recognizing the diversity among government structures, ethnic groups, agencies and advocacy organizations. The community must move toward a common agenda:

• To help parents better fulfill their responsibilities to their children.

• To improve the health and well-being of children and youth and protect them from harm.

• To prepare young people for self-sufficiency and successful transition to adulthood.

• To help children and youth discover and develop their full creative potential.

• To help young people better understand cultural and other differences among people and value the diversity of the community.

• To project a vision for all young people of high expectations and hope for their futures and a sense of the responsibilities they bear.

• To empower children and youth to be active participants in their community.

expected to make it a reality. They also are uniquely positioned to present a clear picture of what is currently in place.

## Hungary

Type of Government: Communist

• In the Hungarian People's Republic, the basic interests and aims of the state, the society and the youth are considered identical: all are directed toward the continual development of socialism.

• Work plays a primary role in forming the youth into socialist human beings.

• Coordination and control of youth policy is in the hands of the State Committee of Youth.

• Schooling is compulsory and free from 6 to 16.

• 60 percent of students enter vocational school directly

after primary school, with the other 40 percent opting for grammar school, the traditional stepping-stone for college.

• Plants and enterprises offer social educational scholarships to students who are willing to sign contracts to work for them after they complete their studies.

• The Hungarian Young Communists' League and the Hungarian Pioneers' Association, are social and political youth organizations that represent, promote, protect, and support the activities and interests of youth, while the Hungarian Communist Youth Union is a voluntary political organization that assists in the education of young people "in the communist spirit and for mobilizing them to build socialism.

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what's working, and what could be improved in city operations.

A strong advocate constituent can play an important role. Involvement of Seattle's Commission on Children and Youth required considerable time and effort, as bringing a committee to consensus on a policy document is notoriously difficult to achieve. Seattle's Policy Plan, however, is much because of the commission's work. It reflects a broader perspective and stronger values orientation than would otherwise be true. Commission members' involvement in the development of the plan made them its strongest advocates. The Policy Plan became their own.

Youth involvement helps ensure that policy recommendations are meaningful. Young people can contribute valuable and practical advice on a policy and programming. They bring a perspective to the dialogue which no one else has. You also can count on them to be candid in their reaction to material that has been developed. They'll let you know, if given the chance, when the meaning is unclear. They'll ask about the relevance of parts of the document. They'll show you, by their comments, when you've missed the mark. Their presence as visible advocates also sends an important message to policy-makers.

Board community involvement brings a myriad of innovative ideas to the discussion table and lessens the chances of dissension when the plan is up for adoption. Working with parents and other community stakeholders in

Seattle was not just a *pro forma* step in the planning process. It helped generate suggestions for the plan and support for its adoption. It also was seen as the first step in developing more unified action for children and youth outside city government. Community agencies can contribute a wealth of data. They also have a big stake in the specifics of the plan and can be allies or adversaries. What is important is finding the balance between agency-defined service needs and appropriate roles and activities of local government.

Tying together need, values, goals, and short-term targets help ensure that recommended actions are appropriate and the correct course for local government to follow. Building the case for

action and motivating people will create the chances for implementation. Nothing is more important than seeing that a policy plan is put into action. Every step should be taken to increase the likelihood of adoption of the plan and achievement of the targets it sets out.

It is Seattle's hope that the *Policy Plan for Children and Youth* presents a vision—for city government, for community, for young people. The city has committed itself to that vision and means to live up to it.

Contact: *The Human Services Strategic Planning Office, City of Seattle, 618 Second Ave., Suite 1350, Seattle, WA 98104; (206) 684-8057.*

## Youth Rights: A Call for Militancy

By Richard Doughty

The latter years of the 1980's have seen the emergence of a forceful and growing movement toward a *National Youth Policy* in recognition of the drastic social problems deriving from the long-term neglect and exploitation of youth by our society and its institutions. A steady series of reports, studies, and recommendations have issued from business, professional and academic bodies, all in agreement that the present status of youth policy, services and programs is intolerable and that massive reform, even transformation, must be an urgent priority at all levels. A

partial list of groups that have recently released well-documented cases for a new national commitment of addressing the problems of youth includes the following:

- Council on Economic Development;
- Children's Defense Fund;
- Generations United;
- The Commission on World Family and Citizenship; a



## Ireland



Type of Government: Parliamentary republic

- Since 1981, there has been a rapid expansion of youth programs which reflects a long-term commitment to investing in raising the skill level of the labor force.
- Persons under 25 accounted for 47.8 percent of total unemployed persons.
- The federal government recently approved a series of measures designed to improve the coordination of education, training and manpower services.
- Youth, employers, and trade unions are linked through the National Manpower Service whose services are free of

charge.

- Responsibility assisting those aged 15 to 18 who leave the education system rests primarily with the National Manpower Service.
- Under the National Manpower Service there is a 26 week Work Experience Program for youth under 25 who have left the educational system.
- The private sector offers five graduate employment programs in conjunction with the Youth Employment Agency, the Industrial Development Authority, and the National Manpower Service.



Because all children need someone who cares . . .

**Kansas Action  
for Children, inc.**

A non-profit, tax-exempt organization.

715 SW 10th  
P.O. Box 463  
Topeka, Kansas 66601  
(913) 232-0550

Johannah Bryant  
Executive Director

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## TESTIMONY TO THE HOUSE COMMITTEE ON FEDERAL AND STATE AFFAIRS

JANUARY 24, 1991

I am Sydney Karr, Advocacy Coordinator with Kansas Action for Children. KAC is a member of the Children's Coalition.

### OVERVIEW OF THE CHILDREN'S COALITION

#### I. WHAT IS THE COALITION?

- Structure
- Membership

#### II. WHAT ARE THE AREAS OF NEED FOR CHILDREN?

- Basic Survival
- Access to Health Care
- Legal Rights
- Prevention/Intervention
- Education for Families and Children

#### III. WHAT ARE THE POLICY CHOICES WHICH HAVE TO BE MADE?

- Allocations based on availability of resources or on obligation
- Implementing policy choices through specific programs

HOUSE FEDERAL AND STATE AFFAIRS  
January 24, 1991  
ATTACHMENT #3

IV. WHAT ARE THE COALITION RECOMMENDATIONS FOR PRIORITY PROGRAMS FOR FY 1992?

- AFDC grants
- Immunizations
- Ban on corporal punishment in schools
- Early intervention, foster care, and family preservation for special needs children
- Parents as Teachers and Healthy Start

V. WHAT RESOURCES DOES THE COALITION MAKE AVAILABLE TO LEGISLATORS?

- Notebooks
- Fact Sheets
- Information from member organizations



## CHILDREN'S COALITION MEMBERSHIP, 1991

American Association of University Women  
CPC Great Plains Hospital  
Catholic Health Association of Kansas  
Catholic Social Services of Kansas City  
Catholic Social Services of Topeka/Therapeutic Foster Care  
Children's Mercy Hospital of Kansas City  
Church Women United  
Community Services Center, Inc.  
Early Childhood Development Center  
The Farm, Inc.  
Ozanam Home for Boys  
Junior League of Topeka  
Kansas Chapter of American Academy of Pediatrics  
Kansas Action for Children, Inc. (KAC)  
Kansas Association of Child Care Workers (KACCW)  
Kansas Association for the Education of Young Children  
Kansas Association of Licensed Private Child Care Agencies  
Kansas Association of Local Health Departments  
Kansas Association of School Psychologists (KASP)  
Kansas CASA Association (KCA)  
Kansas Child Abuse Prevention Council (KCAPC)  
Kansas Child Support Enforcement Association  
Kansas Children's Service League (KCSL)  
Kansas Division of Early Childhood Education  
Kansas Kids  
Kansas—National Education Association  
Kansas National Organization for Women  
Kansas State Head Start Directors Association  
Kansas State Nurses' Association (KSNA)  
Kansas Trial Lawyers Association (KTLA)  
Keys for Networking  
League of Women Voters of Kansas (LWV)  
March of Dimes of Kansas City  
March of Dimes Birth Defects Foundation  
Martin Luther King Urban Center  
Mental Health Association in Wyandotte County  
Perinatal Association of Kansas (PAK)  
Public Assistance Coalition of Kansas (PACK)  
Reno County Youth Services  
Roots & Wings, Inc.  
S.O.S.  
Shawnee Mission Medical Center  
Temporary Lodging for Children, Inc.  
The Shelter, Inc.  
The Wichita Children's Home  
Topeka Day Care Association  
United Methodist Youthville, Inc.  
K.U. Social Work Student Group  
Wichita Association for the Education of Young Children



F&SA

**HAPPY BIRTHDAY  
to the 104 children  
born in Kansas  
today!**

1/24/91  
ATTACH.#4

P.O. BOX 5314, TOPEKA, KANSAS 66605 • 913-232-0543

# CHILDREN'S COALITION

ADVOCATES FOR KANSAS CHILDREN

The mission of the Children's Coalition is to see that the basic needs of all children in Kansas are met by their families and/or their communities.

For 1991, the Coalition has targeted 27 needs within five basic areas which are not being met for Kansas children, as follows:

## BASIC SURVIVAL NEEDS

### REINSTATE THE 7.5% CUT IN AFDC GRANTS

- Add additional income-eligible child care slots
- Increase the reimbursement rate for child care providers
- Maintain the General Assistance program
- Index AFDC payments to inflation
- Pass a 3-year plan for AFDC grants to reach the "minimum need level"
- \*Increase affordable housing for families
- \*Act on the evaluation of KANWork

## ACCESS TO HEALTH CARE

### PROVIDE ADEQUATE FUNDING TO PROVIDE ALL NECESSARY IMMUNIZATIONS FOR CHILDREN

- Expand the adolescent health care program
- Add state money to expand the WIC program
- Expand the Maternal and Infant program statewide
- Expand Medicaid eligibility
- \*Explore issues of access to health care, especially in rural areas
- \*Provide health care to all children on a non-discriminatory basis

## LEGAL RIGHTS

### REMOVE CORPORAL PUNISHMENT FROM SCHOOLS

- Increase funding to enforce standards for child care
- Allow families to receive special health or mental health services for their children without relinquishing custody
- \*Evaluate the child support collection program
- \*Provide assistance to those adopting special needs children

## PREVENTION/INTERVENTION

### ASSIST SPECIAL NEEDS CHILDREN, ESPECIALLY —FUND EARLY INTERVENTION FOR CHILDREN 0-2 WITH DISABILITIES

### —INCREASE FUNDING FOR FAMILY PRESERVATION SERVICES AND PROVIDE ADEQUATE FUNDING FOR FOSTER CARE INTERVENTIONS

- Provide respite care for families with special needs children
- Develop a state family and medical leave policy

## EDUCATION FOR FAMILIES AND CHILDREN

### EXPAND PARENT EDUCATION PROGRAMS INCLUDING PARENTS AS TEACHERS AND HEALTHY START

- \*Add state money to expand Head Start
- \*Evaluate and expand the At-Risk Pupil Assistance grant programs

\*Active research and study areas

HOUSE FEDERAL AND STATE AFFAIRS  
January 24, 1991  
ATTACHMENT #4



## THE SHELTER

DATE: January 24, 1991

TO: House Federal and State Affairs Committee  
FROM: Judy Culley  
RE: Children's Issues - Prevention/Intervention

The Shelter, Inc. provides emergency services for children in Douglas County through our emergency temporary shelter and through our juvenile intake service. As a way of familiarizing you with the need for prevention and intervention services, I want to introduce you to some children who need your help.

Mary and Melinda, twins, were removed from their home when they were 2 as a result of abuse and neglect and were adopted shortly thereafter. When they were 13, Mary alleged sexual abuse by her adoptive father and was removed from that home. At age 14, Melinda also alleged sexual abuse by that father and was removed. Although no abuse was confirmed, it was clear that the girls' emotional problems were extreme, and the adoptive parents asked that parental rights be severed. Our facility served both girls when they were first removed from their adoptive family, and they have each lived with us a number of times in the last few years between placements. They are now 16 years old, and have been in a number of group homes, hospitals, and detention facilities. Their placements fail due to extreme sexual behavior, running away, defiance, and suicide attempts. This bad behavior is not consistent with either girl, their behavior often escalating radically after they have had time to develop attachments in placement, indicating a fear of closeness. Mary is now in a level 5 facility in Kansas City. Melinda is in a hospital for drug and alcohol evaluation. Because parental rights are severed on both their natural and their adoptive families, the girls have to rely on each other and on the state.

While I would like to call this an unusual "horror story," unfortunately it is not. We serve between 110 and 150 children in the state's custody in our 10 bed facility each year, two-thirds of which are children who are not coming from their own homes but rather from somewhere else in the system. I regularly have a waiting list of approximately 50 children. Although all of those children don't actually need a bed immediately, it is difficult to say that we provide "emergency" services if we are seldom available.

FEDERAL AND STATE AFFAIRS  
January 24, 1991  
ATTACHMENT #5

The Shelter, Inc.  
105 W. 11th Street  
P.O. Box 647  
Lawrence, KS 66044  
913-843-2085

*Board of Directors*

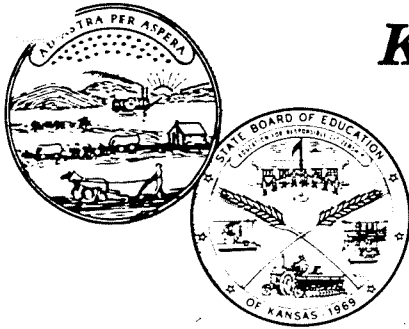
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Wint Winter, Jr.  
Cecilia Woods  
Doug Witt  
Judy Culley,  
*Executive Director*

I want to introduce you to another child named Sherry, 16 years old. She was placed in our facility after she reported to her school counselor that she was afraid to go home because her father had smashed her head against a wall the night before. The animosity between Sherry and her family necessitated her removal, but this family was obviously very attached. With an immediate intervention by Family Preservation, Sherry could have returned home within hours. While she did return home, it took approximately one week to complete the necessary assessments and get services in place.

Again, there are a number of children like Sherry who could use Family Preservation services. Neither placement nor Family Preservation are the answer for all children, but Kansas children need access to these services and others as a part of a full continuum of care.

JAC:mpb

F&SA  
1/24/91  
#5 - 2



# Kansas State Board of Education

Kansas State Education Building (913) 296-3203  
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January 24, 1991

**TO:** House Committee on Federal and State Affairs  
**FROM:** State Board of Education  
**SUBJECT:** Receive Update on Parent Education Program

My name is Lynne Owen, Parent Education Specialist. I appreciate the opportunity to appear before this committee on behalf of the State Board of Education.

The Kansas Parent Education Program, patterned after Missouri's Parents As Teachers Program, received \$982,500 from the Kansas Legislature for 1990-91.

Thirty-two school districts or consortiums were approved for state funds with local programs providing a 50% match. There are a total of 103 districts participating in the program. To the extent that funds are available, the program will extend to up to 200 school districts in the 91-92 school year.

A recent report compiled for the State Board of Education indicates that 1,960 families with 2,220 children between the ages of 0-3 years are currently being served by parent educators. The report also indicates that 429 children are on waiting lists. Eighty-eight parent educators and 26 program coordinators have been hired and trained by the National PAT Institute.

The PAT program is designed to provide the parents with practical information and guidance in fostering the child's language, cognitive, social and motor development. The parent educators make home visits six times a year and conduct at least four group meetings per year. In most districts, resource centers for children and parents have been established where parents can bring their children to a play group setting. This has proven to be a very valuable part of the program.

The parent educators note that 339 families are headed by a single parent and 139 of those are working. There are four single fathers reported to include three divorcees and one widower.

Although this program does not target any specific group, of the 1,960 families enrolled, many could be categorized at risk. There are 244 teen parents, 420 low income families, 38 ESL and 11 transient or homeless. Others have been identified as at risk according to PAT standards, such as premature and multiple births, family stress, health or physical conditions and parental

FEDERAL AND STATE AFFAIRS  
January 24, 1991  
ATTACHMENT #6

**attitude toward the child. The fact that this program does not target a specific group, accounts for the success in enrolling "hard to reach families."**

**Motor, language, hearing and vision screenings are offered to each child. If irregularities are discovered, the family is assisted in finding additional evaluations and services.**

**All programs have established local Advisory Committees that include referral sources such as SRS, local health departments, extension offices and other members of the community. The interaction of service agencies is important in finding the appropriate service for each family and avoids duplication of services.**

**All districts report that they will spend all of their grant money and six districts could provide matching funds if more money were available. They collectively request \$42,779 more money to adequately provide services needed for the rest of this year.**

**Parent educators report positive feedback from parents, such as changing attitudes toward child rearing, more satisfaction in their task of parenting, and appreciation of the support system. Research and experience show that each dollar invested in quality parent-child early education pays rich dividends in terms of reduced need for remediation, special education and social services.**

**\SB\PAT**