

Approved April 26, 1991  
Date

MINUTES OF THE HOUSE COMMITTEE ON FEDERAL AND STATE AFFAIRS

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

1:30 ~~am~~ /p.m. on Wednesday, March 6, 1991 in room 526-S of the Capitol.

All members were present except:

Representative Arthur Douville - Excused      Representative Joan Hamilton - Excused  
Representative Sam Roper - Excused  
Representative Clyde Graeber - Excused

Committee staff present:

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

Conferees appearing before the committee:

HB 2320 - PROPONENTS

Representative Kathleen Sebelius, 56th District, Kansas  
Representative Joan Wagnon, 55th District, Kansas  
Robert Barnum, Interim Director, Work Force Development, S.R.S., Kansas  
Dr. Azzie Young, Director, Bureau of Family Health, Kansas Dept. of Health and Environment  
Dr. Phyllis Chase, U.S.D. #501, Topeka, KS  
Jeanne Duel, Youth Services Director, YWCA, Topeka, KS  
Shirley Norris, Kansas Association for the Education of Young Children  
Kharon Hunter, Child Care Providers' Coalition of Kansas  
Diana Shirley, Child Care Providers' Coalition of Kansas  
Dr. Robert Presky, Associate Professor, Kansas State University  
Linda Crowell, Women's Agenda Coalition  
Sydney KaRR, Advocacy Coordinator, Kansas Action For Children

Chair Sebelius called the meeting to order and explained that Committee would be considering a measure that she and Representative Joan Wagnon are cosponsoring. She then turned the meeting over to Representative Krehbiel to Chair.

HB 2320

Representative Sebelius explained to the Committee that HB 2320 is modeled on a program which is now in place in the state of Connecticut. It is also under consideration in several other states, including Missouri. She added that she had been intrigued with this program for several years, and has had the opportunity to visit, on site, a couple of the resource centers in Connecticut. One of the reasons it has not been drafted before was the problem of where the money to start these model programs would be found. She explained that with the recent passage of the Child Care Act at the national level, 25% of new federal funds are to be set aside for new model programs to develop and create new child care options. In discussions with S.R.S., who is the receipt agency for those funds in this state, this kind of program is suitable to be a model project. It is conceivable, that if this legislation is to be passed this year, it may be implemented with no state dollars which is one of the reasons that the proposal was put forth this year. She also pointed out to the Committee and the conferees that in this specific draft the use of the term Secretary of Human Resources, line 13 of HB 2320, is incorrect and it would be her intention to substitute Secretary of S.R.S.. She explained that in Connecticut the host agency for child care services is Human Resources, and in Kansas it is basically S.R.S.. She submitted written testimony to further explain the bill, Attachment #1, and a newspaper article regarding this topic, Attachment #2. Representative Sebelius added that the federal money is a five-year program, and then after that it would probably rely on state funding. She added that some of these services are currently available, and this legislation pulls them under one roof. Other programs are paid for in part by the clients on a sliding scale, others may require some state support.

Representative Joan Wagnon stated to the Committee that instead of duplicating Representative Sebelius' remarks, she would rather lend support to this concept and let the other conferees tell of specific experiences they have in operating these programs.

Robert Barnum with S.R.S., stated to the Committee that S.R.S. is a proponent of HB 2320, and he offered written testimony to explain their position, Attachment #3. He also stated

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room 526-S, Statehouse, at 1:30 ~~xxx~~/p.m. on Wednesday, March 6, 1991

that the 25% of the federal block grant funding is to be used for improvement of quality, raising the salaries of child care workers in existing facilities, and the expansion of resources and referral capabilities within a community.

Dr. Azzie Young presented testimony in support of HB 2320, Attachment #4, and added that the Head Start Program is an excellent model that tells about comprehensive intervention. She added that it has a very strong health component that offers provisions for a broad array of preventive, diagnostic, treatment, and rehabilitative services. She finished by saying that this bill be amended to define a specific role for local public health agencies in delivering comprehensive services through demonstration family resource center projects. Her written testimony, Attachment #4, included a worksheet that illustrated that there are public health services available in local communities that will support many of the services that have been identified in HB 2320.

Dr. Phyllis Chase, Topeka Public Schools, gave testimony supporting HB 2320, and read from her written testimony in that respect, Attachment #5.

Jeanne Duel, YWCA Youth Services Director, came before the Committee as a proponent, and testified that many of her colleagues would be capable administrators for this program but would not qualify due to the master's degree requirement. She suggested that the education experience be widened to include training, Attachment #6. She added, in response to a question from a Committee member, that there are lots of people who are working in the child care field who have early child development classes and background, but do not have a master's degree in child care education and may have masters in other related areas that would certainly benefit this type of a program.

Shirley Norris offered testimony supporting HB 2320, but also expressed concerns with the legislation, Attachment #7. She added that there should be no duplication of services.

Linda Crowell offered testimony in support of HB 2320, and included with her written testimony an article by Mary Frances Berry on "The Ideology of Child Care", Attachment #8.

Diana Shirley commended the Legislature for their attempt to help families in stress with the introduction of HB 2320, but she added that she felt this piece of legislation would be unable to do so in its present form. She presented changes that would help reach the goal that HB 2320 addresses, Attachment #9.

Kharon Hunter gave testimony that supported HB 2320 in regards to addressing the need of parenting services, but added that she was concerned about the specific bill as outlined in her written testimony, Attachment #10.

Dr. Robert Poresky came before the Committee as a proponent of HB 2320, and stated that this is a very comprehensive piece of legislation in meeting the broad child care needs of Kansas families, Attachment #11. Dr. Poresky told the Committee, in response to a question, that there is nothing inconsistent about having a school building or any kind of a central building housing that broad span of services. He added that using the school building or a central building is "business as usual" in many other countries. In regards to qualifications for the Director of this type of program, Dr. Poresky felt that a master's degree with limited experience or a bachelor's degree with extensive experience should be the minimum.

Sydney Karr came before the Committee in support of HB 2320, and added suggestions to sharpen the focus of this legislation. She brought a written outline of her testimony for each Committee member, Attachment #12. She stressed that the bill should make sure that there is no duplication of the already array of services available.

Attachment #13 is written testimony from E.W. "Dub" Rakestraw, Executive Director, Family Service & Guidance Center, in support of HB 2320. Mr. Rakestraw was unable to appear in person.

Chair Sebelius then turned the Committee's attention to minutes for February 12, 1991 for approval.

Representative Long pointed out the minutes needed to be amended to reflect his introduction of a bill relating to bingo.

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room 526-S, Statehouse, at 1:30 ~~a.m.~~/p.m. on Wednesday, March 6, 1991

Representative Jones moved that the February 12, 1991 minutes amended to reflect Representative Long's bill introduction relating to bingo be approved. Representative Long made a second to the motion, which passed on a voice vote.

Representative Gjerstad moved that a bill to set up a separate state agency for the blind and visually impaired be introduced and referred to the House Governmental Organization Committee. Representative Jones made a second to the motion, which passed on a voice vote.

Representative Long moved that a bill suggested by the Missouri/Kansas Chapter of the March of Dimes to have in Kansas a warning, currently under consideration in Missouri, at establishments which serve alcoholic liquor that would say "drinking alcoholic beverages during pregnancy can cause birth defects". Representative Jones made a second to the motion, which passed on a voice vote.

Representative Jones moved that a bill be introduced for clarification regarding liquor stores who have handbills and billboards be the same thing that is in the statute right now, circumventing the Attorney General's opinion in 1989. Representative Gjerstad made a second to the motion, which passed on a voice vote.

Chair Sebelius adjourned the meeting.

GUEST LIST

FEDERAL & STATE AFFAIRS COMMITTEE

DATE 3-6-91

(PLEASE PRINT)

NAME	ADDRESS	WHO YOU REPRESENT
Rhonda M. Karol	ywca 225 W 12th - 66612	
Jeanne R. Duet	ywca 225 W 12th - 66612	
Linda C. Crowl	ywca 225 W. 12th 66612	
Diana Shirley	CCPC <small>Child Care Providers Coalition of KS</small>	Home Address 2819 Engle <sup>66614</sup>
Robert A. Poresky	HDFS-KSU Manhattan	HDFS-KSU
Steve Bollman	<del>HDFS</del> Family Center - KSU Manhattan KS 66506	
Stephanie Hieko	KU - student	
Chafica Wamba	KU - student	
Leri Bell	KU - student	
Janet Neff	Bureau Family Health KDHE	
Patricia Cill	KDHE Bureau of Adult & Child Care	
Cleta Remyer	Right to Life	
Marga LeShar	League of Women Voters, Johnson Co.	
Pepper Shapiro	" "	" "
Patricia L. Martin	7308 Ash, PV, KS 66208	
Cezie Ewert	4718 W 66 St PV KS 66208	
Linda Jacobs	14110 W. 69 St Shawnee KS 66216	
Will Belden	topeka	LWUK
Barb Remert	" "	" "
Kharon Hunter	1230 SW Cornwall <sup>Topeka</sup> 66611	Child Care Providers Coalition of KS
Wendy Lifford	114 Cedar, Overbrook <sup>KS</sup> 66524	President Child Care Providers Coalition of KS
Shyllis A. Chase	6245 W. 24th St	Topeka Public Schools
Randy Selby	1516 W 8th Topeka 66606	Top Sulca Health Dept.
Judith Lynter	KDHE - 401 Topeka, 66612	KDHE
Cezie Young	KDHE Bureau of Family Health	
Carol Bermyer	120 E 10th Topeka	KS - St. Board of Ed.



KATHLEEN SEBELIUS  
 REPRESENTATIVE, FIFTY-SIXTH DISTRICT  
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TOPEKA

HOUSE OF  
 REPRESENTATIVES

CHAIR: FEDERAL & STATE AFFAIRS  
 MAJORITY PARTY CAUCUS  
 MEMBER: ARTS & CULTURAL RESOURCES  
 JUDICIARY  
 SENTENCING COMMISSION

HOUSE BILL 2320-Rep. Sebelius and Rep. Wagon

A Family Resource Center is comprehensive, community-based system of family support and child care and development services. This system of services encourages the best possible start for all children and families living in the community.

In this changing world there is no greater need to be addressed than quality care of our children and families. Family Resource Centers focus on preventing childhood and adolescent problems by strengthening family management and establishing continual support services.

Our goals with this bill are to provide the following:

1. Quality full-day care, before or after school and on a full-day basis during school holidays and school vacation.
2. Support services to parents of newborns, referrals to other organizations and education in parenting skills, if needed.
3. Support and educational services to parents and their children who are interested in obtaining a high school diploma or its equivalent and educational classes for families to promote the mutual pursuit of education and enhance parent-child interaction.
4. Training, technical assistance and support for community family day care providers, provide information and referrals for other child care needs.
5. A families-in-training program to provide community support services to expectant parents and first-time parents of children under the age of three:
  - a) reference center for parents who need special assistance or services.
  - b) organize group meetings for neighborhood/community parents of young children.
  - c) Advice to parents on their child's language, cognitive, social and motor development.
6. A sliding scale of payment for day care services. A teen pregnancy prevention program for adolescents, emphasizing responsible decision-making and communi-

HOUSE FEDERAL AND STATE AFFAIRS  
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 ATTACHMENT #1 - Page 1

STATE OF KANSAS

KATHLEEN SEBELIUS  
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TOPEKA

HOUSE OF  
REPRESENTATIVES

CHAIR: FEDERAL & STATE AFFAIRS  
MAJORITY PARTY CAUCUS  
MEMBER: ARTS & CULTURAL RESOURCES  
JUDICIARY  
SENTENCING COMMISSION

Each Family Resource Center-will be run by an administrator with at least 2 years' experience in child care or early childhood education and a master's degree in childhood development or early childhood education.

Family Resource Centers need to be located in public schools(one urban and one rural). Locating FRS in schools assures that they are close to transportation systems and the buildings are accessible to people with disabilities. This is not to put more pressure and or responsibilities on the school staff and administration. It is simply a well-recognized location to provide services.

# Execs put kids atop 'unfinished agenda'

WASHINGTON—With near-perfect timing, the Committee for Economic Development, a policy and advocacy group made up of 250 leading business executives, chose the morning after President Bush's speech ending the Persian Gulf war to remind Americans of "the unfinished agenda." In language that would be suspect if it came from a liberal band of do-gooders, but actually carried the imprimatur of bosses of Aetna, Arco, Ciba-Geigy, Texas Instruments and the like, the report said:

"Unless we act swiftly and decisively to improve the way we invest in our most important resource—our nation's children—we are jeopardizing America's survival as a free and prosperous society and condemning much of a new generation to lives of poverty and despair."

Bold words, but not as surprising from this group of executives as they first seem. Twice before, in 1985 and in 1987, the CED's research and policy committee has addressed the topics of school reform and early childhood programs. Those reports spurred local and state efforts to see that children start off life with adequate health care and nutrition and have a chance to develop their skills, from age 3 to graduation.

The reason this new report is called "The Unfinished Agenda—a New Vision for Child Development and Education" is that the business executives, like the governors and others grappling with this challenge, have come to understand the complexity of the task. They now realize that piecemeal efforts to remove one or another roadblock from a child's path to adult citizenship and economic self-reliance will not succeed. "Many people are trying to do the right thing," said James J. Renier, chairman of Honeywell Inc. and head of the task force that wrote the report. "But the system is not designed" to permit the kind of "comprehensive and coordinated human-investment strategy for child development and education" that he and his colleagues think is needed.

In Minneapolis, where he has turned over part of company headquarters to house a school for teenage mothers, Renier found himself battling bureaucracies and rigid federal and state regulations.

Even more than additional money, he and his colleagues concluded, the system must be redesigned to do two things. First, it has to reach out into the community to enable parents, especially those with meager educations of their own, to avail themselves of the services their children need. And it must deliver continuing social services at school to help youngsters become active, eager students while allowing teachers to concentrate on their real job of education. The social-service agencies already exist in most communities but too often are not readily available at school sites.

## David Broder

Paying for such an effort is financially possible, they say. The annual additional federal spending that would be required to provide prenatal care, diet supplements to pregnant women and infants, immunizations, infant and toddler care and pre-school Head Start programs to all the nation's poor children is about \$10 billion. That's about what two weeks of Operation Desert Storm cost us.

The real question the report raises is whether a nation that coordinated brilliantly an international military rescue mission for Kuwait can coordinate a similar mission to rescue its own children.

Rescue them from what? From a situation where a rising percentage of them (one of four under age 6 in 1989) live in poverty, where one in four drop out of school before the 12th grade, and where far too many graduates lack the language, math and critical thinking skills needed for productive work in the new economy.

With America's decentralized system of social services

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**The real question is whether a nation that coordinated an international military rescue mission for Kuwait can coordinate a similar mission to rescue its own children.**

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and proud tradition of locally controlled schools, no domestic Gen. Norman Schwarzkopf can issue the orders or even draft the battle plan for this rescue mission. But a president could—if he wished—designate this as a challenge confronting the whole nation.

The good news, say these business executives, is that over the past decade, enough experiments have been conducted in enough places so that "we know what works in education and child development." The CED report is filled with brief descriptions of local and state models that have achieved significant results. Many of the smaller-scale experiments have been foundation-financed. The common feature of those that are large enough to require tax support is that they have been developed through a consensus process, involving political leaders, business and professional officials and the broad mass of voters.

A similar effort, led by the president, could save a generation—and secure the nation's future.

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STATE DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES

Testimony concerning (H.B. or S.B.) H.B. 2320

Relating to demonstration family resource center programs

The Department of Social and Rehabilitation Services (SRS) appears as a proponent for HB 2320. At this time child care and related support services and activities require the interagency collaboration of SRS, Health and Environment, and the Department of Education with SRS providing the lead role in coordinating services for clients and providers. HB 2320, administered by SRS would support the interagency collaboration of the three departments.

The concept espoused in HB 2320 would tend to bring together all components into a centralized public school facility. It would appear to better insure that all community components required would be developed and delivered to this one stop facility.

Fiscal Note

Assuming a facility which utilized an existing public school building year around and served 50 children, we would estimate the annual cost of \$140,000.

We would anticipate the parenting and child learning skills, families in-training program, and training and technical assistance to family child care providers will be provided by the facility staff in coordination with SRS. Educational services such as GED and job skills training, family support and referral services for eligible clients and the recruitment of participating families currently provided in the community by SRS would be extended to serve this group.

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Service indicted as being available such as expanded educational components for parents or health related needs are not included in the above estimate.

Pilot efforts should utilize, where possible, public or private resources existing within the community. These extensions into the family resource center program will minimize duplicative cost for all agency components involved.

Robert Barnum, Interim Director  
SRS Workforce Development  
913-296-3273



# State of Kansas

Joan Finney, Governor

## Department of Health and Environment Division of Health

Stanley C. Grant, Ph.D.,  
Acting Secretary

Landon State Office Bldg., Topeka, KS 66612-1290

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Testimony Presented to  
The House Federal and State Affairs Committee  
By  
Kansas Department of Health and Environment  
House Bill 2320

The child care challenge in this country is growing and public health continues to play a critical role in determining its future. With respect to services for children of low-income families, the situation is particularly acute.

KDHE, the state's public health agency, strongly supports quality day care systems for Kansas children and families. The agency supports policies and programs that increase the availability of affordable, quality day care for children of low-income families.

A growing body of research demonstrates the effectiveness of interventions with children from low-income families through day care and early childhood education. Interventions have been shown to have the following positive results for families: improved school performance; reduction in school drop out and teen pregnancy rates; decreased delinquency and arrest rates; decreased welfare dependence; and increased likelihood of employment in young adulthood. Subsidized quality child care may enable families to break the cycle of poverty.

The Head Start Program, which contains a strong health component, is an excellent model for comprehensive interventions. Among interventions offered through the program are arrangements for, or provision of, a broad array of preventive, diagnostic, treatment, and rehabilitative services for enrolled children. Comprehensive intervention programs for children of low-income families are prime vehicles for improving the health care of children.

Kansas local public health agencies provide a variety of child health and safety services to children of low-income families. Many of these services are provided through the day care system. These services are available in communities throughout the state and include the following: training for center staff; environmental sanitation and safety inspections; arrangements for fire safety inspections; disease prevention and control; training and interventions for disease outbreaks; immunizations; nutrition; parenting education; teen pregnancy prevention programs; and general child and family health promotion.

HOUSE FEDERAL AND STATE AFFAIRS

March 6, 1991

ATTACHMENT #4 - Page 1

Charles Konigsberg, Jr., M.D., M.P.H.  
Director of Health  
(913) 296-1343

Ronald Hammerschmidt, Ph.D.,  
Acting Director of Environment  
(913) 296-1535

Lorne Phillips, Ph.D.,  
Director of Information  
Systems  
(913) 296-1415

Roger Carlson, Ph.D.,  
Director of the Kansas Health  
and Environmental Laboratory  
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Public health agencies at the state and local levels in Kansas support coordination/collaboration with other agencies in order to improve service delivery and to avoid unnecessary duplication of services.

Recommendation

KDHE recommends that this bill be amended to define a specific role for local public health agencies in delivering comprehensive services through demonstration family resource center projects. We are supportive of the concept of these demonstration projects, however, we note that no funding is included in the Governor's Recommended Budget.

Presented by:

Azzie Young, PhD  
Director, Bureau of Family Health  
Kansas Department of Health and Environment  
March 6, 1991

BUREAU OF FAMILY HEALTH WORKSHEET  
March 6, 1991

PUBLIC HEALTH SERVICES  
AVAILABLE IN  
LOCAL COMMUNITIES

HB 2320 SERVICES  
Newborn Infant Care

Parenting Skills

Trng and TA to Day Care Providers

Expectant Parent Classes

Child Developmental Assessment

Home Visits

Teen Pregnancy Prevention

Comments

Maternal and Infant (69 Counties)	X	X		X		X	X	
Healthy Start (62 Counties)		X				X		
Healthy Families (8 Counties)		X				X		
MCH (32 Counties)	X	X	X	X	X	X	X	Services available in most counties
Adolescent Health (7 Counties)		X					X	
WIC (Statewide)	X	X		X	X			Relating to nutritional status
CSHCN (Statewide)					X	X		

March 6, 1991

SUBJECT: Demonstration Family Resource Center  
House Bill 2320

TESTIMONY: Phyllis A. Chase, Ed.D.  
General Director of Curriculum and Instruction  
Topeka Public Schools

I am here today to offer testimony in support of the Demonstration Family Resource Center proposal as presented in House Bill 2320. As an educator and a community volunteer who has been involved in numerous community activities centered around the promotion of young people, I see definite benefit in this proposal. This community currently provides a number of services in support of families and children from the educational arena as well as the community. However, sometimes the services are offered in a vacuum to the extent that they are disjointed. Collaborative efforts between the community and the educational system as well as other service providers is not always apparent. It is my opinion that a demonstration proposal such as presented in this bill would allow a model from which other districts and communities could initiate efforts in their own communities. I would predict that such a model would show overwhelming successes in terms of benefits to be derived from comprehensive child care, remedial education and literacy, family training and support services under one roof that ensures that the needs of families are met in a comprehensive way.

Our experience in the public school system verifies that there is a need for information and that parents are seeking information. Two recent cases in point would be our parenting program, which currently has a waiting list for parents as teacher members. The program, which is in its initial year, has been overwhelming in terms of requests for services from parents. Last Saturday, we had over 80 parents that gave of their entire Saturday to come and listen to information on the Comer Project; a project which we have initiated in Topeka Public Schools whose purpose is to increase parental input into student's education. Again, another overwhelmingly successful program, based on the idea that parents are interested in their children's education and want to be a part of that.

This proposed demonstration effort would allow us to have comprehensive care programs vs piecemeal efforts. However, in another area, I feel that this bill not only speaks to prevention, but is also a tremendous opportunity for promotion. The degree to which we promote the positive, including a sense of hope, the value of caring, social responsibility and social justice as well as a love of life and learning, to that degree. We also prevent the symptoms of despair which manifest themselves in dysfunctional families and students dropping out of school before graduation. In my opinion, working with families in a wholistic approach is certainly the most effective way of helping children get off to the best possible start in life. With these prior experiences as our base for decision making we, as a district, are in unequivocal support of House Bill 2320.

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ATTACHMENT #5 - Page 1

March 6, 1991

To the Members of House Committee on Federal and State Affairs

I am speaking as a proponent of House Bill No. 2320.

YWCA's across the country have been providing services to family members through child care programs, teen pregnancy prevention programs, family counseling, working with dysfunctional family needs, and training people for new careers. Through the last 15 years, the Topeka YWCA has seen increased numbers of families, particularly single parents, the working poor who are above SRS guidelines, requesting more reduced fees for child care services and needing more family services such as support groups, counseling, parenting skills, and child evaluations or screenings. This was also reiterated in the Making the Grade hearings where parents were requesting centralized information and intake centers for needed community services.

The family center concept in school neighborhood areas has some very positive aspects, particularly for those parents who do not have means of transportation. School professionals are excellent resource people for parents and identify many children's needs through their daily work with them. Locating this program near schools in smaller communities who may not have all these services available would be beneficial to families. Urban areas may be too large for individual school programs or may have program services in operation. This plan calls for a large space to contain all of the components. We have found through our efforts to decentralize our latchkey programs, that many schools have limited space available and some school buildings that house children during the day do not meet the child care licensing requirements to be child care centers after school. Our solution to providing this service near schools has been to locate the program in churches or community centers near school buildings. These generally meet the needs of handicapped individuals, have more available space during the week, and are open to helping meet a community need. Program costs could be reduced by coordinating with existing programs offered in schools and other community organizations. Teen pregnancy prevention programs, health screening and nutrition guidance services should be included.

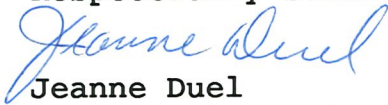
Intervening at an early age is critical to helping each individual child develop emotionally, socially, physically and intellectually. Families need the support systems starting with infants. One concept would be to satellite with neighborhood home day care providers, providing training for caretakers and financial sponsorships for parents.

Many of my colleagues who have been in the child care field

for many years would be capable administrators for this program, but would not qualify due to the master's degree in child development requirement. The program offers services to small children through teens. I would suggest that the educational experience be widened to include training in elementary education, family life education, health services, or counseling, with work experience in child care.

It is exciting to see us headed toward a multiple service complex to meet family needs.

Respectfully submitted,



Jeanne Duel  
YWCA Youth Services Director





Testimony on HB 2320

presented to the

House Federal and State Affairs Committee

by

Shirley A. Norris

Representing the Kansas Association for the Education of Young Children

131 Greenwood

Topeka, Kansas 66606

Ph. 913-232-3206

My name is Shirley Norris. I represent the Kansas Association for the Education of Young Children, (KAEYC), an organization of over 1000 members who nurture, educate, and protect thousands of Kansas children of all ages who are in care away from their parents for part or all of the day.

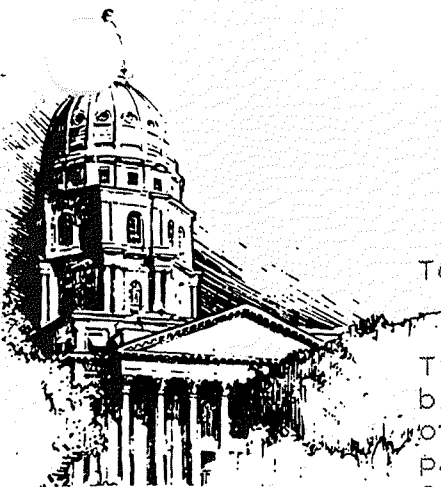
Members of the Kansas Association for the Education of Young Children who had an opportunity to review this proposed legislation support the concept of a family resource center operated by a local school board for the purpose of providing child care and supportive services to families in the school district. They endorse section (b) which specifies the qualifications required to be a director of the family resource center and permits school districts to contract with child care providers to provide the child care services. They believe that top priority should be given to the provision of before-and-after-school and summer care and supportive family services to school age children and their families.

KAEYC members did express the following concerns with the proposed legislation: 1) It was recommended that certain sections, i.e., Section 1.(a)(3), (a)(4) and (a) (5) should refer to other state programs which serve the purposes outlined in these sections, i.e., (a) (3) the proposed KanLearn program (HB 2223); (a) (4) already existing licensed information and referral services in the community; and (a) (5) Parents as Teachers. It was believed that the proposed legislation should either specify that the presence of these programs in the school and community would satisfy the requirements of sections (a) 3, 4, and 5 or that top priority should be given to schools which already offer these services.

2) Concern was expressed that the family resource centers were required to be "in public schools" when many public schools have no extra space. It was suggested that the language be broadened to allow schools to use other available space.

3) It was believed that if child care services were to be offered for children under school age, infants and toddlers should be included.

Thank you.



# WOMEN'S AGENDA COALITION

Testimony, HB 2320, Federal & State Affairs  
Committee, 3/6/91

The Women's Agenda Coalition supports this bill. The greatest impact can be assumed to be of benefit to women, many of them single parents. Mary Frances Berry, former assistant Secretary of HEW and a member of the U.S.

Commission on Civil Rights, has said, "Men assume that if they don't take care of their kids, someone else will. Women assume that if they don't take care of their kids, **nobody** will." In my work with single mothers, it is clear that this is the prevailing attitude. It is also clear that these women invariably love their children and are striving desperately to do a good job of parenting. During interviews prior to admission to our occupational training program, we ask candidates to name the top three or four priorities in their lives. "Taking good care of my kids" is the most common first response for these women. The other common theme that soon becomes apparent is the isolation in which these women live. They lack the social and emotional supports that most other women have, and they are unable to manage all the diverse demands of their lives to the benefit of themselves and their children.

For some time now, we have recognized the wisdom of outcome-based assessment and a subsequent problem-solving process based on those outcomes. The wisdom of HB 2320 is that it focuses attention on the child via the child care setting as a way of attacking some of the problems of youth alienation and poor parenting. The family resource center program concept provides a broad range of services that speak to the problems of isolation of the parent who does not have the training or experience to encourage learning and healthy development. It also offers the opportunity to help the parent understand such concepts as developmental delays, specific handicapping conditions, and emotional and adjustment problems. Not only will the parent be better educated to care for her child, but she will have help in finding the special services and resources that she might need. The opportunity of the family resource center staff to have frequent contact with both the parent and child optimizes the chances of the staff's being able to provide appropriate support and referral to other needed services.

It seems to me that one of the most important provisions of this bill is the formation of groups of parents of children. These types of groups offer the participants the opportunity to exchange information with others involved in parenting under similar circumstances. This, combined with the support

of the staff should greatly diminish the isolation of these individuals. In my experience in working with single mothers, I've learned that it is often only a matter of putting these individuals in touch with or making them aware of resources available to them within the community that is needed in order for them to increase their ability to function independently and effectively.



## Mary Frances Berry on The Ideology of Child Care

*Mary Frances Berry introduced herself to a group of young scholars gathered to hear her speak at an informal lunch. She quickly settled into a rapport with them, a camaraderie flavored by the respect the students have for Berry, now scholar and history professor at the University of Pennsylvania.*

*At 52, Berry's résumé, as the students would say, is awesome. She was assistant secretary of Health, Education, and Welfare under Carter. She is a member of the U.S. Commission on Civil Rights, and she successfully fought to maintain its independence when Reagan tried to stack the panel with conservative ideologues. A leader in the U.S. movement to free black South Africa, she greeted Nelson Mandela the evening he was released from prison.*

*Berry is used to controversy, and she expects to create more with her recently completed book on the politics of motherhood, which Viking will publish. As she spoke to me, Congress was again scheduled to debate child care; the other major family policy initiative, parental and medical leave, had fallen to Bush's veto.*

—Nancy Nichols

Men assume that if they don't take care of their kids, someone else will. Women assume that if they don't take care of their kids, nobody will. It is impossible to build momentum for good public policy on child care until women understand that it is not necessary for them to be primarily responsible for the care of children.

*Berry believes a historical perspective will clarify the child care debate.*

I decided to write about the history of child care in England and the United States in relation to the policy discussion about child care and whether it should be funded by government. In history, and most historians know this, children have been cared for by a lot of people other than mothers—by fathers, servants, you name it. This book shows, for example, a “father care tradition” in the colonial period in this country. Significant political leaders were raised by their fathers. Lots of people were, but it brings the point home better when people understand that Thomas Jefferson was raised by his father—and by slaves. His warmest memories are of his father holding him, feeding him, carrying him about on a pillow. James Madison was raised by his father. So was Cotton Mather.

Aaron Burr would write home when he was away about what his daughter should read and what time she should get up—he was worried about whether anyone would take care of her properly while he was gone. Men were able to take care of their children because most of them worked at home—or somewhere near. And women and children were supposed to be evil creatures who had to be reformed. Men were the embodiment of virtue. (I also point out that the earliest institutional child care was done on plantations, for slave children. But the care wasn't very good and it wasn't licensed!)

In the early 19th century, we get a transformation, which happens to coincide with men starting to leave home to work. Suddenly women are pure enough to take care of children. There's a whole literature on how the church began to redefine virtue in terms of female as opposed to male, though the man was still central: he was out there in the world. And there's a period called childhood and stages that children go through that require a particular nurturing care that can only be given by that person who is now at home, a virtuous female.

Then when women started going out to work, we kept the same ideology and just added something else for them to do. So today, we are stuck in the mother care tradition, and most people aren't aware that there was any other. Even among activists for parental leave, the argument is that the *mother* needs more help because now women are out in the world. But the evidence from psychologists is that children can be cared for by anyone, so long as it's good, consistent care.

Once we understand that, we have to figure out a way to get good care for children without exploiting other women. We need the cultural awareness and historical understanding to make all these issues *must* issues. It was the same with the ERA. There was no consciousness about what is really needed to make women equal.

HOUSE FEDERAL AND STATE AFFAIRS

March 6, 1991

88 **Ms.** NOVEMBER/DECEMBER 1990

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2819 Engler Ct.  
Topeka, KS 66614  
(913) 273-2968

Diana Shirley  
BSE/Early Childhood  
MS/Special Education

As a teacher of the very young in home daycare for 9 years and in special education for 5 years before that, the needs of young children and their parents are naturally of great interest to me. I am very pleased then, to see that the legislature is trying to address those needs. **House Bill No. 2320** is a valiant attempt to help families in stress but is flawed in several ways that will prevent it from fulfilling its promise. As written, it would overlap proven programs already available and in need of more funding such as Parents As Teachers, Head Start, Preschool Intervention Project Mend and others.

Speaking as the legislative delegate for the **Child Care Providers Coalition of Kansas**, I would like to call your attention to some other pressing needs for child care funding. The SRS reimbursements to providers are abysmally low, virtually forcing providers not to accept SRS clients. For example, the rate for an 18 mo. old child is about \$45 per week, far below the average charge in this area for a child of that age. The effect of the low fee schedule is that these parents must choose between poor providers or somehow finding a good provider willing to take a pay cut in order to help them. This is an unhealthy situation for all parties involved, including the State of Kansas. The first 3 years of life are the most crucial in establishing behavior and learning styles. Teaching parents how to meet their children's needs now will prevent those children from grasping to meet them later. For every dollar that is diverted away from childrens programs now, many more will be required in 5 years for Special Education and for therapy before adoption by SRS (which should be a given-but is not), in 10 for drug and teen pregnancy programs, and in 15 for lifelong incarceration of grown children who did not get those needs met.

There is also a need for materials to distribute to working parents, perhaps at the workplace, about what constitutes quality daycare. Many people assume that anyone who is kind and patient can work with children. This is like assuming anyone who can read can write *The Great American Novel*, or that anyone who likes to

fly can be a jet pilot. People need to be taught how to look at a child care establishment and judge if it is appropriate.

More funding is also needed to establish and maintain programs, such as **KCCTO (Kansas Child Care Training Opportunities)** to enhance and build providers skills with young children.

Finally, speaking for myself: as a special education teacher who has seen just how badly inappropriate parenting can damage a child, I would like to point out that parent education is indeed a laudable goal. Without training to the contrary, people parent as they were parented, whether appropriate or not. Many techniques are abusive, negative, frightening and humiliating but people continue to use them because that's how they were raised. To them, abusive techniques are **NORMAL**. Basic child development is also overlooked by many. When parents are unaware of developmental landmarks, they thus set up unrealistic expectations of their children. This bill could be very useful in helping parents change their children's lives for the better, if the Birth - 3 population is included in the day care portion and if the entire program is housed as a unit. Instead of replicating other programs, then it would truly be a pilot program. It's success or failure will also be easier to measure.

As the man on the commercial says, "You can pay me now, or pay me later." Let's pay him now.



3-6-91

Legislators:

RE: House Bill No. 2320

I have several concerns regarding this specific bill, such as the duplication of existing programs, availability of space in public schools and services being limited to only certain families.

However, I do want to speak to the need of parenting services that this bill does address.

I currently operate a Family Child Care Home in Topeka for ten children. I started business in 1967. During these past years working with families, one of the greatest needs I've seen is the lack of parenting skills in all income levels.

I do training workshops for other child care providers and when I have a room full of providers, I ask what their biggest problem is, when working in their child care business. The answer that always is among the top is parents. Parents do lack parenting skills and need to be educated on how to talk, how to play, and to understand the developmental stages of their children.

Tender Loving Care is important, but most parents need additional support services.

Kharon Hunter, provider  
State & National Board Member for Family Child Care  
1230 SW Cornwall  
Topeka KS 66611  
(913) 266-5330

HOUSE FEDERAL AND STATE AFFAIRS

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Attachment #10 - Page 1

March 7, 1991

Testimony  
House Federal and State Affairs Committee  
on  
House Bill #2320  
prepared by  
Robert H. Poresky, Ph.D.

I appreciate this opportunity to present this testimony regarding the value of establishing family resource center programs which include child care and comprehensive supportive services within the context of the public schools as described in House Bill 2320. I am a parent, an associate professor, a board member of a child care center, and a child development researcher in Kansas. The worthwhile suggestions in this bill are similar to ones which Dr. Edward Zeigler of Yale University proposed after his term with the Office for Child Development in Health and Human Services as the Schools of the 21st Century.

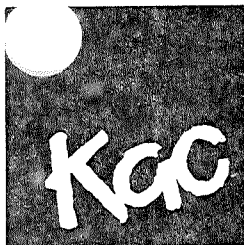
There is no doubt about the increasing need for both the child care as a key element of economic development and the need for increasing the supply of qualified workers for the Kansas economy. Parents are often reluctant to enter the work force or job training when they are uncertain about the quality of their child care and even more reluctant when they can't find legal child care which they can afford. The provisions for both on-site quality child care and support for family day care providers address these natural concerns of children's parents.

Children who are to be competent, caring citizens in the future need quality care both in their homes and while in child care. The teenage pregnancy prevention will help delay premature parenting. By helping parents sharpen their parenting skills and providing parents with information about their children's motor, social, cognitive and language development we can help them become more productive and proud parents. The key to child development is often the quality of the children's home environment -- what the parents provide for their children and what they do with their children. Voluntary home visits can be very effective in helping the parents discover more effective child rearing techniques and by helping them find the resources they need.

Many of these provisions have been built into the successful family support programs which have been tried across the country, but few have been as comprehensive as these in meeting the broad child care needs of Kansas families as House Bill 2320.

Thank you for your time. If you have questions or if you would like further information please contact me at the Department of Human Development and Family Studies in the College of Human Ecology at Kansas State University.





Because all children need someone who cares  
**Kansas Action  
 for Children, inc.**  
 A non-profit, tax-exempt organization.

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**TESTIMONY TO HOUSE COMMITTEE  
 ON FEDERAL & STATE AFFAIRS  
 RE: HB 2320**

**BY SYDNEY KARR, ADVOCACY COORDINATOR**

Kansas Action for Children is very supportive of the establishment of pilot Family Resources Centers. Such centers, as developed in other states, appear to assist with a variety of problems which families face today, such as a need for low-cost child care, a need for parenting education and support, and much more. KAC supports this strategy because it:

- focuses on prevention and early intervention, and therefore saves money in the long run;
- provides a comprehensive approach which is both effective and efficient; and
- provides community-based services which are more likely to meet the needs of individual families.

**Suggestions to Sharpen the Focus of HB 2320**

- I. Have applicants look at resources which may already be available in a community, such as:**
- Maternal & Infant program for prenatal support services
  - Healthy Start/Home Visitor program
  - Parents as Teachers or other parent education
  - State-subsidized child care
  - At-Risk Pupil Assistance program
  - Interagency coordinating team
  - Child Care Resource and Referral agency
  - Teen parents program
  - Teen health station

HOUSE FEDERAL AND STATE AFFAIRS  
 March 6, 1991  
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- II. Use the Family Resource Center to coordinate the services available and to fill gaps in services, not as a direct service provider.
- III. Require education/experience qualifications of the program administrator which reflect an administrative background rather than direct service.
- IV. Require match from the local grant recipient to assure a high level of commitment.
- V. Use the Children and Youth Advisory Committee as the vehicle for making the grant awards:
- long history in determining the array of services needed for families in a community
  - proven track record in making granting decisions and working with SRS
  - membership includes all relevant state agencies, the Legislature, and members of the public, assuring a high level of inter-agency cooperation.
- VI. Require that specific outcomes or goals are defined, and that progress toward those goals is measured through an evaluation component.
- VII. Assure access to program services by all families, not just those at financial risk.



**Family Service & Guidance Center**

March 4, 1991

The Honorable Kathleen Sebelius  
Statehouse, Room 280-W  
Topeka, Kansas 66612

Re: H.B. 2320

Dear Representative Sebelius:

I am unable to appear before the Federal and State Affairs Committee on March 6, to testify. However, I would like to extend my support for H.B. 2320 and commentary via this written "testimony". Please, feel free to share my comments with the committee.

First, my agency is a licensed community mental health center which provides specialized services to children and families. We serve 2,300-2,600 cases per year. Our vantage point indicates nearly anything that provides additional services to parents of preschool age children should be encouraged. So many of the problems we see are directly associated with issues regarding parenting skills and the difficulty parents have in knowing what services are available and where they are located.

I would note that some of the services the bill proposes may well be already available in the community (I speak only of Topeka). What is absent is the coordination of the services and collaboration between service providers.

I believe that limiting the sites for the resource centers to only public schools could prove problematic for several reasons. I would hope that wording such as "or other appropriate settings" could be added in line 20, page 1.

To support my earlier point, I would also like to see wording added that, "Any of the proposed services other than child care which are already available in the community would not be duplicated. In such instances, written memorandums of understanding between the provider(s) and family resource center would be utilized."

Finally, I wonder if the master's degree referred to in line 21, page 2 is advisable. Would the resource centers be able to find people trained at that level? I would recommend a bachelor's or master's degree in child development or early childhood education or a master's degree in the behavioral sciences. This would allow a broader recruitment base.

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Outpatient Services:  
2914 SW Plass Ct.  
Topeka, KS 66611  
(913) 267-0088

Community Based Services:  
2055 SW Clay St.  
Topeka, KS 66604  
(913) 234-5663

Administration:  
2913 SW Plass Ct.  
Topeka, KS 66611  
(913) 266-0092

Page 2

Again, I support the intent of H.B. 2320 but would offer the previous suggestions or amendments.

Sincerely,



E. W. (Dub) Rakestraw  
Executive Director

EWR:eak

cc: Rep. Joan Wagnon  
Rep. Joan Hamilton  
Rep. Bill Roy, Jr.  
Rep. Jim Cates