

Approved Thursday, April 30, 1992
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 ~~xxx~~ p.m. on Wednesday, January 29, 1992 in room 526-S of the Capitol.

All members were present except:

Representatives Douville, Hamilton, and Cates - Excused

Committee staff present:

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

Conferees appearing before the committee:

Marvin Barkis, Speaker Of The House Of Representatives, State of Kansas
Donna Whiteman, Secretary, Department of Social and Rehabilitation Services,
State of Kansas
Melissa Ness, Kansas Children's Service League
Mary Ella Simon, League of Women Voters of Kansas
Kay Coles, Kansas National Education Association
Jim Edwards, Kansas Chamber of Commerce and Industry
Bob Harder, Chairperson, Governor's Commission on Children and Families
Jo Bryant, Children's Coalition
Paul Johnson, Children's Coalition and Public Assistance Coalition of Kansas
Paul Klotz, Association of Community Mental Health Centers

Chair Sebelius opened the meeting with requests for bill introduction. She recognized R.E. "Tuck" Duncan.

Tuck Duncan brought to the Committee a request to introduce a bill to amend the definition of what constitutes an original package, and to include certain items that come from a manufacturer.

Representative Graeber moved that a bill be introduced amending the definition of what constitutes an original package to include certain items. Representative Rock made a second to the motion, which passed on a voice vote.

Representative Baker requested the Committee introduce a bill dealing with the state medical examiner.

Representative Graeber moved that the bill dealing with the state medical examiner be introduced. Representative Lawrence made a second to the motion, which passed on a voice vote.

Representative Baker asked the Committee to introduce her second request of a bill dealing with administrative judges.

Representative Lawrence made a motion to introduce a bill giving administrative judges who appoint coroners authority for dismissal. Representative Gilbert made a second to the motion, which passed on a voice vote.

The Chair recognized Representative Wagnon. Representative Wagnon stated that she has a resolution drafted on RU486 memorializing Congress to do what it can to make that available. She added this is a House Resolution, and not a Concurrent Resolution.

CONTINUATION SHEET

MINUTES OF THE HOUSE COMMITTEE ON FEDERAL AND STATE AFFAIRS
room 526-S, Statehouse, at 1:30 ~~xxx~~/p.m. on Wednesday, January 29, 1992

Representative Baker made a motion to introduce Representative Wagnon's House Resolution concerning RU486. Representative Gjerstad made a second to the motion, which passed on a voice vote.

Representative Smith made a motion to approve minutes for January 15, 1992, and January 21, 1992. Representative Graeber made a second to the motion, which passed on a voice vote.

Chair Sebelius turned the Committee's attention to the public hearings on HB 2690 and HB 2697.

Speaker Marvin Barkis appeared before the Committee supporting HB 2690 and HB 2697, Attachment #1.

One Committee member asked Speaker Barkis if the Joint Committee on Children's Initiatives needs LCC approval to meet outside the Capitol?

Secretary Donna Whiteman appeared before the Committee in support of HB 2690, Attachment #2, and HB 2697, Attachment #3.

Melissa Ness presented testimony supporting HB 2690 and HB 2697, Attachment #4.

One Committee member asked Ms. Ness what kind of factors go into making a cost benefit analysis? Another question to Ms. Ness is S.R.S. is working on this cost benefit analysis?

One Committee member asked if there is going to be an attempt to get into the schools and find out if children are performing more successfully as schools try to coordinate services to children?

Mary Ella Simon appeared as a proponent of HB 2690, Attachment #5.

One Committee member asked how many other states have the same plight as Kansas when it comes to institutionalizing children, and is Kansas more aggressive when it comes to removing children from their homes?

Kay Coles gave testimony supporting the favorable passage of both HB 2690 and HB 2697, Attachment #6.

Jim Edwards appeared before the Committee as a proponent of HB 2690 and HB 2697, Attachment #7.

Jacque Oakes, Schools for Quality Education, submitted written testimony in support of HB 2690 and HB 2697, Attachment #8.

Chair Sebelius introduced Former Secretary of S.R.S., Bob Harder, who is also the Chairperson of the Governor's Commission on Children and Families.

Bob Harder stated to the Committee that he supports both HB 2690 and HB 2697. He added that both bills are compatible with the work by the Commission. He explained that the Commission of Children, Youth and Families has been appointed, and they had a meeting in December and January, and they are scheduled to meet on the first Friday of every month from 9 a.m. to 12 noon. He listed Commission members to include the Secretaries of relative state agencies, representation from the Supreme Court, and two members from the Children's Initiatives Committee, as well as, several people representing the public at large. He told the Committee that the Commission is prepared to track all the items that were talked about this summer in the Children's Initiatives Committee, and report back to you and the Governor on a regular basis as to progress. He closed by saying the Commission will cooperate in any way possible.

CONTINUATION SHEET

MINUTES OF THE HOUSE COMMITTEE ON FEDERAL AND STATE AFFAIRS

room 526-S, Statehouse, at 1:30 ~~xxx~~/p.m. on Wednesday, January 29, 1992.

Questions to Mr. Harder from Committee members are as follows:

- Do you see any duplication of work by the Joint Committee proposed in HB 2690?

- What is the purpose of the proviso regarding income necessary, establishing amounts, and insuring it will be paid for by the State in HB 2690? Mr. Harder stated that particular section relates to a provision in The Children's Initiatives' Blueprint which recommends a basic income.

Representative Wagon, who served on The Children's Initiatives Committee, explained that the recommendation which is in the Blueprint acknowledges that there is a certain level of minimum income that families need in order to meet basic needs, and if you fall below that, they are in difficulty. The Interim Committee stopped short of saying "where should they get that money?".

A Committee member stated this indicates the Legislature is not doing its job right now. In response, another Committee member pointed out the National Commission report, "Beyond Rhetoric", talked about interesting tax recommendations. Another Committee member added the Legislature, in the recent past, went through the exercise of establishing a recommended level income for families. The Legislature has ceased doing that in the last 6 or 8 years, and it was felt by the Interim Committee as a critical piece of establishing a policy for children and families.

Jo Bryant appeared before the Committee in support of HB 2697, Attachment #9.

Paul Johnson appeared before the Committee as a proponent of HB 2697, Attachment #10.

Paul Klotz, Association of Community Mental Health Centers, asked to be on record in support of HB 2690 and HB 2697.

One Committee member expressed concern with measurement of outcomes, whether the State is doing better or worse.

One Committee member requested staff supply the Committee with a copy of the Nebraska statute, and to make contact with whoever administrates that statute to get a report on what that statute does relative to the effect on the Nebraska State Budget for these programs.

Chair Sebelius brought to the Committee's attention several bills that need to be reported adversely, either because a duplicate has been passed, or pieces were passed in a Senate Bill, or they are bills that dealt with children's issues which have been preempted by the Initiatives Committee.

Representative Empson made a motion to report HB 2010 adversely.
Representative Smith made a second to the motion, which passed on a voice vote.

Representative Baker made a motion to report HB 2224 adversely.
Representative Graeber made a second to the motion, which passed on a voice vote.

Representative Baker made a motion to report HB 2331 adversely.
Representative Graeber made a second to the motion, which passed on a voice vote.

Representative Ramirez made a motion to report HB 2542 and HB 2555 adversely.
Representative Lawrence made a second to the motion, which passed on a voice vote.

Chair Sebelius adjourned the meeting.

GUEST LIST

FEDERAL & STATE AFFAIRS COMMITTEE

DATE Jan 29, 1992

(PLEASE PRINT)
NAME

ADDRESS

WHO YOU REPRESENT

(PLEASE PRINT) NAME	ADDRESS	WHO YOU REPRESENT
MARY ELLA SIMON	TOPEKA	LG of WOMEN VOTERS
Jessica Rice	Ottawa	Ottawa Middle School
Dana Hopkins	Ottawa	" "
Dee Rice	Ottawa	" "
Jan Cole	Ottawa	Ottawa University
Peggy Bristow	Ottawa	Ottawa University
Jim Edwards	Topeka	KCCT
Russell Nordrich	Ottawa	Ottawa University
Vicki Dornes	OTTAWA	OTTAWA UNIVERSITY
Traci Rohrbough	Ottawa	Ottawa University
Suzanne Frost	TOPEKA	KANSAS ASSOC. of Community Action Directors
Jan Cole	Topeka	KANSAS NEA
Jerry Sloan	"	OJA
Sydney Hardman	Lawrence	KS Action for Children
Bruce Links	Lawrence	KALPECA
Bob Hansen	Topeka	SELF
Dodie Lacey	Topeka	KS Children's Service Agcy.
Melissa Hess	"	"
Paul Johnson	"	PACK
John Krabill	Topeka	House Demo
John H. Holmgren	7th & Jackson Topeka	Self
John H. Holmgren	Topeka	Catholic Health Assn.
John H. Holmgren	Topeka	SRS
June M. Holz	TOPEKA	ASSOC. MATHS KS, INC
Karen DeViney	Topeka	ORS
Randy Jordan	"	Governor's Office

GUEST LIST

FEDERAL & STATE AFFAIRS COMMITTEE

DATE 1/29/92

(PLEASE PRINT)
NAME

ADDRESS

WHO YOU REPRESENT

(PLEASE PRINT) NAME	ADDRESS	WHO YOU REPRESENT
Tess BANION	1717 Grove	KAPE
Jenny Tavares	401 SW Topeka Blvd. Topeka 66603	KDHR
Gerald Schneider	" "	KDAR
Zonia A Salim	Ottawa University	Ottawa University

Testimony of Speaker Marvin Barkis
before
House Federal and State Affairs Committee
January 29, 1992

House Bill 2690: Joint Committee on Children and Families
House Bill 2697: Children's Budget

Thank you Madame Chairperson. I am pleased to appear before you today to introduce you to two bills which will provide a firm foundation for implementation of the five year plan known as "The Blueprint for Investing in the Future of Kansas Children and Families." The Blueprint, as I will call it throughout my testimony today, was the workproduct of the Special Committee on Children's Initiatives, which I chaired.

House Minority Leader Bob Miller served as Vice-Chair of the Children's Committee and was actively involved in formulation of the Blueprint. Together with the other committee members, and with a wealth of input from children's advocates and business sector advisors, the Committee produced a sound plan for redirecting state funds and policies to better meet the needs of Kansas children. Today I ask for your support in passing the foundation legislation of that plan: House Bill 2690 and House Bill 2697.

Discussion and background on both bills can be found in the Blueprint on pages 31-33. This section outlines General Strategies for Blueprint Implementation. HB 2690 is general strategy seven on page 33. HB 2697 is general strategy three on page 32. You may be interested to know that the Committee has submitted a grant to a private foundation to fund general strategy one which calls for a building of public awareness, commitment, and involvement. Official word on the outcome of that grant should come within a month. The creation of local planning councils, general strategy two, is also underway. Over 400 people attended our November Children's Conference and many went to work immediately upon their arrival home. Nearly 10,000 ten-page blueprint brochures have been distributed to a wide cross-section of groups throughout the state. About 200 of our Children's videos have been distributed for use in organizing local councils. Successful meetings have already been held in Wellington, Ossawatimie, Salina, Lawrence, and many other cities and towns.

The point is, volunteers across this state are off and running on children's issues. The Committee is not asking the state government to do all the work on the Blueprint. On the contrary, we believe success for Kansas children will only come through a five-year partnership between parents, these new local councils, and responsible legislative and executive branch leadership. Simply put, we in the

House Federal and State Affairs
January 29, 1992
Attachment #1

Legislature must be more responsible about the way we spend our children's dollars and we must hold ourselves accountable for the outcomes of our policy decisions as they are realized children's lives.

The business sector of this state demands no less of us as we educate their future workforce. Kansas families demand no more. The children of this state deserve no less.

HB 2690: Establishing the Joint Committee on Children and Families

Vice-Chairman Robert Miller, the other members of the Children's Initiatives Committee and I continue to function on an ad hoc basis to give the initiatives outlined in the Blueprint a healthy start. However, we have chosen, through the introduction of this legislation to transfer that role to an official legislative entity, the new Joint Committee on Children and Families. For the five years of the Blueprint, the Joint Committee would be the Blueprint's legislative shepherds and would be charged with taking delivery on the Blueprint.

The two main sections of the bill require comment. Section 1 creates the committee in accordance with existing legislative practice for other joint committees. The bill is drafted to insure partisan balance and a balance of members from both the House and Senate chambers. As is current practice with other joint committees, the chairmanship of the Committee would rotate between Chambers.

Section 2 is the meat of the bill. Starting on line 7 of page two.

A. Evaluate annual progress of Blueprint implementation. Policy and budgetary decisions being made in accordance with the seven targets for change (attached) and the strategies outlined in the blueprint for each of those targets? Four specific actions are outlined in this section of the bill.

1. Develop specific outcome measures for all programs providing services to children and families. Our Children's Committee colleagues from the business community taught us much about the need for evaluation and outcome measures. I am firmly convinced that this is an essential component of making business a partner in our efforts with children to create a more prepared workforce for the future.

We have a unique opportunity to take advantage of a parallel effort on this point. Kansas Action for Children has recently was awarded \$400,000 from the Anna E. Casey Foundation to do a four-year study of "Kids Count" data for Kansas and has offered to coordinate that study with blueprint implementation. With much of the basic work funded, the Joint Committee would be able to focus on evaluation of the

Blueprint investments.

2. Investigate creating a new agency, to form a public and private partnership for the purpose of receiving both public and private moneys to implement the recommendations contained in the Blueprint. Already, several opportunities to leverage public dollars as matching funds to lure greater private investments in Kansas children have presented themselves. Three major foundations are in discussions with us on possible investments. Again, the Children's Initiatives Committee members continue to act to attract these dollars, however, a entity is needed to receive funds. Suggested models include the Illinois Ounce of Prevention Fund and a children's version of Kansas Inc. If such an entity were up and running, I firmly believe we would be making deposits before the 92 legislative session ends. The private foundation and business community interest in funding the Blueprint implementation is simply that enthusiastic!

3. Study the effect of poverty on the status of Kansas children. The Children's Initiatives Committee was often reminded of the all-encompassing effect poverty has on children's lives. The committee, however, was not prepared to make a recommendation on the minimum income necessary to provide an adequate standard of living for families with dependent children in Kansas. We believe this is an appropriate issue for study and monitoring by the Joint Committee.

4. Review state employee policies and recommend revisions to make them supportive of families and their children. The Children's Committee has challenged the Kansas business community to examine their own personnel policies to make them more supportive of workers as they carry out their family roles. The Committee feels it is only fair to clean-up our own house first and set a proper example.

Section B of the bill requires coordination between the new Joint Committee and the recently established Governor's Commission on Children, Youth and Families. At the present time, the Children's Initiatives Committee and the Governor's Commission enjoy a strong working relationship. Two of the business members from the Children's Committee serve on the Governor's Commission. This allows a sharing of responsibilities and information worthy of insured continuation.

Section C of the bill speaks to the necessary working relationship between the Joint Committee and the House Appropriations Committee and the Senate Ways and Means Committee. A close relationship with the appropriating committees of the Legislature is essential to Blueprint success. A full discussion of the Children's Committees views on this point can be found on page 32 of the blueprint. The Joint Committee would use the "Children's Budget" information compiled under HB

2697 to determine if:

- funding patterns are consistent with priorities established in the Targets for Change
- programs are duplicating efforts from agency to agency, and whether consolidation or elimination should occur;
- effective use is being made of state funds as a match for federal funds; and
- sufficient resources are directed towards prevention and early intervention programs.

Section D of the bill simply authorizes the Joint Committee to take appropriate action to carry out the Blueprint strategies.

Section E simply establishes a reporting deadline of December 31st each year. I expect the bulk of Joint Committee activity will occur during the interim period each year, making this a reasonable deadline. It would allow the regular committees with jurisdiction over children's issues to begin each new legislative session with a complete report on the status of Kansas kids and a measurement of success in meeting the Targets for Change through Blueprint implementation.

Finally, as I said in my opening comments, the statutory authority for the Joint Committee to act would expire on July 1, 1997. At that time the five-year plan of the Children's Initiatives committee will be completed. Future legislatures might choose to extend the life of the Joint Committee, but five years authority is all we are asking for in HB 2690.

HB 2697: Creating a Children's Budget

The second piece of legislation before you today asks state agencies to break out their expenditures on children. I'll be brief in explaining this bill.

The Legislative Research Department prepared such a document with assistance from State Agencies this summer for the Children's Initiatives Committee. This was a popular document with committee members, particularly those from the business sector who had little familiarity with agency budgets.

According to that Legislative Research Report, the State of Kansas is expected to spend over \$1 Billion on Kansas children in Fiscal Year 1992. A full \$772 Million of that amount is state funds. This \$1 Billion figure does include our education spending. (Children's Services Survey Results-Summary. Kansas legislative Research Department. September 10, 1991. Page five.)

All committee members found the budget breakdown to be highly instructional in how we are actually spending state resources on children. It also showed the problems of meeting the needs of all Kansas children, when funds flow

House F&SA
1-29-92
1-4

through categorical programs and uses are restricted by inflexible rules and regulations. It further demonstrates the magnitude of our self-assigned Committee task to redirect funds from treatment to prevention. The Committee is convinced that redirection of state resources to prevention will not only be better for the health and well-being of Kansas children, but it will be sound fiscal policy for the state. To put it succinctly, prevention pays.

HB 2697 amends the existing budget statute to require each state agency to provide the following:

- a listing of all programs providing services for children and their families .
- the dollar amounts spend and the numbers of people served
- an evaluation of program effectiveness
- a cost-benefit analysis of the program and an assessment of how well the program meets the Targets for Change in the Blueprint.

If further provides a definition of children's services for purposes of the act. An exhaustive list can be found on pages 2 and 3 of the bill, starting on page 2 line 30. This would include every trackable dollar the state spends on services to children, with the notable exception of education dollars.

This bill assumes the children's budget will be modeled after the Nebraska Family Policy Act. The Committee welcomes other suggestions for a model children's budget. Nebraska is simply a model the committee was made aware of that appeared to offer a workable framework.

The Children's Committee believes we could get more bang for that Billion Bucks we're spending on Kansas kids this year by redirecting our spending into prevention measures and applying cost-benefit analysis to existing programs. To do that, we need the children's budget broken out each year.

On behalf of the members of the Special Children's Committee on Children's Initiatives, the five members of our KCCI Advisory Committee, and the numerous children's advocates who worked with our group throughout the committee process, I ask for your support on House Bill 2690 and House Bill 2697.

Thank you. Madame, Chairperson, I'll be happy to answer any questions the Committee members may have.

House F&SA
1-29-92
1-5

DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
Donna Whiteman, Secretary

House Federal and State Affairs Committee

January 29, 1992

Testimony in Regard to H.B. 2690

AN ACT establishing the joint committee on children and families; providing for the membership, powers and duties thereof.

Madam Chair and Members of the Committee, I am appearing today in support of H.B. 2690. The purpose of this bill is to establish a joint committee on children and families. The committee would be composed of five (5) members of the Senate and eight (8) members of the House.

The joint committee would have the responsibility to oversee the implementation of the recommendations arising from the Special Committee on Children's Initiatives. Such oversight can ensure a continuing emphasis on the importance of the work of the of the joint legislative committee, the state agencies, and the Kansas citizens who worked so hard to develop a long range plan for the children and families of Kansas. The state agencies, which have major responsibility for implementation of the Initiatives, will be assisted in their work through the strong legislative support this committee can provide.

There is no anticipated fiscal impact on the Department to establish this joint committee. We support the passage of the bill.

Donna Whiteman,
Secretary
Department of Social and
Rehabilitation Services

(913) 296-3274

CRH:RJM

*House Federal and State Affairs
January 29, 1992
Attachment #2*

Kansas Department of Social and Rehabilitation Services

Legislative Testimony on House Bill 2697
January 29, 1992

Prepared for the House, Federal & State Affairs Committee

Secretary Donna Whiteman

Thank you for the opportunity to testify on House Bill 2697. This bill would require state agencies providing certain services or benefits to children, or families with children, to detail requested appropriations for such programs separately in its budget request. Additionally, each agency is asked to provide statistics on the numbers served, short and long range effectiveness of each program, a cost-benefit analysis, and an assessment of how each program fits the goals of the 1991 special committee on children's initiatives. This work would culminate in a special section in the Governor's Budget message to the Legislature dealing with children's issues.

I do not wish to appear negative about this concept; initiatives to make a real difference in the lives of Kansas children are an extremely high priority to me and the Department. I would like, however, to point out some of the concerns I have on this particular matter.

A few of our major programs deal specifically with children or families with children. The most notable of these are Aid to Families with Dependent Children and Foster Care. Most of our programs, however, have a much broader constituency, often including the elderly, childless individuals, and disabled persons of any age. A few such programs are Medicaid, General Assistance, Mental Health State Aid, and Alcohol and Drug Treatment Grants. We are not presently in a position to provide the exacting data required in this bill for all of these programs. For most programs we could, at certain points in the budget building and expenditure tracking process, provide some very good estimates. However the word "estimate" is not used in this bill.

A second concern I have is the required assessments of effectiveness. While such assessments are at the core of good management practices we regrettably know little about the "ultimate" effectiveness of our efforts. What percent of our family preservation efforts result in long-term stable family life? Will most of our KanWork efforts result in employment that will keep families off welfare two or more years? How long do patients stay sober after leaving our grantee treatment programs? We have made attempts to secure such information before, but it is spotty at best. Most of our computerization and research efforts over the last decade have been devoted to operating constantly changing programs, not to evaluating them. This information gap is most acute in the area with the greatest potential to make a difference-

*House Federal & State Affairs
January 29, 1992
attachment #3*

Legislative Testimony on HB 2697
January 29, 1992
Page Two

social services, job programs, community mental health and addiction treatment and child support enforcement. We are in the midst of design work right now on new and better operation and evaluation systems in all four of these areas. Until all four are fully implemented however, much of our assessment under this bill would be very sketchy.

Our fiscal impact on this bill which is now under review by the Division of Budget involves the hiring of an additional analyst in our Budget and Reports Unit. This individual's duty would be the year round compilation of the information required by this bill. We view it as full time work due to the limited information available from present automated systems I've previously mentioned.

I was asked to address to what extent we could meet the intentions of this bill within existing resources. I think we could provide very useful estimates of family participation and expenditures for the vast majority of our programs. We could provide this on a recent historical and projected basis at various points in the year. Further, we can provide short-term data on case openings, closures, paternities established, and a multitude of other internal short-term data. It is the external outcome measures that I mentioned earlier that we are still two or more years away from.

Again, I support the aim of this legislation and am working toward our Department operating within such an outcome oriented approach. We frankly, however, are not yet there.

House FSA
1-29-92
3-2

**THE CHILDREN'S COALITION
5500 W. 7TH LOWER LEVEL
TOPEKA, KANSAS 66606
PH. 913-272-8447**

*"...to increase the power of children
by joining many different voices..."*

*Testimony before House Federal and State Affairs
January 29, 1992*

HB 2690 establishing a joint committee on children and families...

The Children's Coalition was established in 1984 and is an association of organizations working for and on behalf of children and their families. We currently have 42 member organizations representing a broad statewide base of support. While the members of the Coalition have different areas of expertise and interests, their common concern is the well-being of Kansas children and families.

For the past 8 years we have worked hard to focus the need for change and support for this vulnerable population in five major areas:

- *BASIC SURVIVAL NEEDS*
- *ACCESS TO HEALTH CARE*
- *EDUCATION FOR CHILDREN AND FAMILIES*
- *LEGAL RIGHTS*
- *PREVENTION/INTERVENTION*

In that period of time progress in these areas has been tremendous. Children are receiving a level of prominence on this state's agenda in part because of the efforts of this legislative body.

We believe HB 2690 is an important part of an insurance policy which would guarantee the prominence children have received is translated into progress. It is for that reason the CHILDREN'S COALITION will support HB 2690 with the following comments and recommendations:

Sec. 2. (a) Evaluate annually progress in implementing the...report...of the 1991 special committee...

The targets outlined by the Blueprint provide our clearest effort to date in assembling a statewide policy on children and families. A committee of this nature is by far the most appropriate mechanism for monitoring the continued development of a state policy as well as assisting in directing resources as needed to implement appropriate programming.

over

*House Federal & State Affairs
January 29, 1992
Attachment #4*

Sec. 2 (a) (1) *Oversee the development of specific outcome measures for all state programs...*

Current efforts in state agencies, particularly SRS, around developing measurable program outcomes will give us sound accountability measures. Precise development of those measures should be done within the state agencies themselves with periodic presentation to the committee. We would recommend the committee "Monitor" the development of those outcome measures.

Sec.2 (a) (3)...*an amount to be established as the minimum income...*

The state must take the lead in identifying and formalizing a minimum needs standard for Kansas children and their families. This is one of the most important measures the state should be using when assessing the status of our families.

Sec. 2 (c) *Make recommendations to the house committee on appropriations and the senate committee on ways and means...*

In order for this committee's recommendations to receive adequate consideration by the two committees, we recommend the composition of the Joint committee include at least one member from House appropriations and one member from Senate Ways and Means.

We support the committees attempt to coordinate and cooperate with the Kansas commission on children, youth and families, established by the Governor. We also strongly recommend that the committee should receive reports periodically from major state agencies identified as those delivering services to children and families regarding their long range plans.

We appreciate the opportunity to appear before this committee.

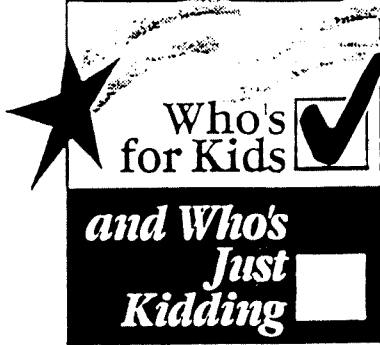
On behalf of the Coalition,

Melissa L. Ness JD, MSW
Kansas Children's Service League

Attachment

House F3SA
1-29-92
4-2

Coalition for America's Children



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.

1992 COALITION MEMBERSHIP

- 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
- Early Childhood Development Center
- Ozanam Home for Boys
- Junior League of Topeka
- Kansas Action for Children, Inc. (KAC)
- 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 Association of School Social Workers
- Kansas CASA Association (KCA)
- Kansas Chapter of American Academy of Pediatrics
- Kansas Child Abuse Prevention Council (KCAPC)
- Kansas Child Support Enforcement Association
- Kansas Childrens Service League (KCSL)
- Kansas Council on Crime and Delinquency
- Kansas Council for Exceptional Children
- Kansas Kids
- Kansas-National Education Association
- Kansas Psychological Association
- 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
- March of Dimes of Kansas City
- March of Dimes of Wichita
- Perinatal Association of Kansas (PAK)
- Public Assistance Coalition of Kansas (PACK)
- Reno County Youth Services
- Roots and Wings, Inc.
- S.O.S.
- Temporary Lodging for Children, Inc.
- The Farm, Inc.
- The Shelter, Inc.
- The Wichita Children's Home
- United Methodist Youthville, Inc.
- The Villages, Inc.
- Wyandotte House, Inc.

HAPPY BIRTHDAY TO THE 106 CHILDREN BORN IN KANSAS EACH AND EVERY DAY

At the present time, 16 of these children had inadequate prenatal care, 6 were born weighing under 5-1/2 pounds, 15 will live in poverty, 8 will get public assistance, 62 will be in daycare, 5 will have a significant disability, 19 will not graduate from high school with their class and 16 will have babies by age 19. Kansas children deserve better!



5500 S.W. 7th ST. (LOWER LEVEL)

TOPEKA, KANSAS 66606

913-272-8447

House. F 3 SA
1-29-92
4-3

1992 CHILDREN'S COALITION LEGISLATIVE PLATFORM

For 1992, the Coalition has targeted 28 needs within six basic areas which are not being met for Kansas children.

BASIC SURVIVAL NEEDS

- Maintain the General Assistance Program
- Develop a Kansas Housing Program to increase affordable housing
- Increase affordable child care for Kansas families

ACCESS TO HEALTH CARE

- Increase access to primary health care for all Kansas children
- Expand the Maternal and Infant program statewide
- Add state funding to expand the WIC (Women, Infants, and Children) Supplemental Feeding Program
- Enroll all children receiving Medicaid benefits in KAN BE Healthy
- Expand the adolescent health care programs, including school-based clinics
- Increase funds available for mental health reform
- Expand the Teen Pregnancy Reduction Program
- Re-instate the Kansas Regional Perinatal Care Program

LEGAL RIGHTS

- Provide assistance to families without requiring relinquishment
- Seek improvements in the Guardian ad Litem system
- Provide Citizen Review Board programs for children who are under the supervision of the court
- Provide state funding for Court Appointed Special Advocates

PREVENTION-INTERVENTION

- Increase respite care programs for families of children with special needs

EDUCATION FOR FAMILIES AND CHILDREN

- Add state funding to expand Head Start
- Expand the At-Risk Pupil Assistance Grant Program
- Educate Kansans concerning the responsibilities associated with parenthood

REVENUES

- Make taxes progressive, not regressive - increase income taxes first
- Use the Disability Recovery funds to strengthen youth services and the General Assistance Program

THE FOLLOWING SEVEN ISSUES DESERVE SPECIAL ATTENTION

REVENUES

DEDICATE AFDC CHILD SUPPORT COLLECTIONS TO AFDC PROGRAMS

As SRS child support collections continue to increase, these collections should be targeted to improving the AFDC cash grants, Kan-Work and Kan Be Healthy programs. In 1991, SRS collected only \$19 million out of \$148 million in pending AFDC child support awards. As these collections increase, tax dollars will be saved and AFDC programs should be improved.

Paul Johnson (913) 354-4635

BASIC SURVIVAL NEEDS

INCREASE AFDC PAYMENTS TO THE KANSAS MINIMUM NEEDS LEVEL BUDGET

The Kansas Legislature has established a 1991 Kansas "minimum needs level" survival budget of \$786/month for a Kansas family of one parent and two children. The maximum AFDC benefit, including food stamps, for that Kansas family is \$705/month. Over 50,000 of the 95,000 Kansas children living in poverty survive on AFDC.

Paul Johnson (913) 354-4635

ACCESS TO HEALTH CARE

PROVIDE ADEQUATE FUNDING AND PROGRAMS TO ASSURE THAT ALL CHILDREN ARE FULLY IMMUNIZED

Forty-nine percent of all two year olds are not fully immunized against the preventable diseases of measles, mumps, polio, rubella, diphtheria, whooping cough and tetanus. Many of these diseases are on the increase in Kansas. For every one dollar spent on immunizations, ten dollars are saved on future medical costs.

Jo Bryant (913) 232-0550

LEGAL RIGHTS

ABOLISH CORPORAL PUNISHMENT IN KANSAS SCHOOLS

The Children's Coalition believes that the use of corporal punishment teaches a child to use physical violence to control behavior. The availability of corporal punishment as an option for teachers discourages them from seeking effective forms of discipline. Only in schools is physical punishment allowed.

Jim McHenry (913) 354-7738

EDUCATION FOR FAMILIES AND CHILDREN

EXPAND PARENTS AS TEACHERS AND THE HEALTHY START HOME VISITOR PROGRAMS STATEWIDE

Parenting education is a proven strategy for improving the readiness of children for school and for preventing child abuse. In 1991, the Parents as Teachers program served 3193 participants in 93 school districts. Over 1,000 are currently on waiting lists. The Healthy Start Home Visitor program was able last year to visit one in four Kansas families with newborns. These education and support services were available in only 72 counties.

Jim McHenry (913) 354-7738

PREVENTION/INTERVENTION

INCREASE FUNDING FOR FAMILY PRESERVATION AND STRENGTHEN THE FOSTER CARE SYSTEM

Only 22 counties have minimal Family Preservation services. While the number of children in the custody of the State is at an all time high, the number of SRS field staff trying to serve these clients has decreased by 25% since 1980. The Children's Coalition supports full funding for SRS's Family Agenda for Children and Youth.

Melissa Ness (913) 272-8447

Bruce Linhos (913) 266-2113

FUND EARLY INTERVENTION FOR CHILDREN WITH DISABILITIES

Five percent of our children have a significant handicapping condition. When intervention is available from birth, educational costs are roughly half of those same costs if we wait until age six. Kansas must provide additional financial support for the early intervention service system or risk losing federal funds.

Lynne Bourne (913) 233-2296

House F 35A
1-29-92
4-4

LWVK LEAGUE OF WOMEN VOTERS OF KANSAS

January 29, 1992

To: House Federal and State Affairs Committee
Kathleen Sebelius, Chair

I am Mary Ella Simon speaking for the League of Women Voters of Kansas in support of HB 2609 which establishes a joint committee on Children and Families.

The League commends the work of the interim committee last summer and fall in establishing a blueprint for change, identifying issues, and outlining strategies to achieve those goals, not only for the state, but for communities, businesses, and schools.

The League believes this kind of assessment of problems and recommendations for solutions needs to be continued if Kansas is ever to catch up with the rest of the country in taking children out of institutions and keeping them in their own homes whenever possible.

It is a sad commentary on the social climate in this country when the government is looked to more and more for taking care of the needs of children at risk, but having had that leadership thrust upon them, it is important that Kansas legislators be well informed on programs that affect children and families and take the necessary steps to implement those programs.

The League believes that HB 260 is a step in the right direction and we ask for your support of the bill.

Thank You,

Mary Ella Simon

Mary Ella Simon
LWVK Lobbyist

*House Federal and State Affairs
January 29, 1992
Attachment #5*



KANSAS NATIONAL EDUCATION ASSOCIATION / 715 W. 10TH STREET / TOPEKA, KANSAS 66612-1686

Testimony before the
House Federal and State Affairs Committee
Kay Coles, Kansas NEA
HB 2697
January 29, 1992

Thank you Madame Chairman. Members of the committee, I am Kay Coles, here today representing the 24,000 members of Kansas NEA. I appreciate the opportunity to speak in favor of HB 2697.

HB 2697 represents one more strategy for meeting the Targets for Change adopted by the Special Committee on Children's Initiatives.

By requiring agencies to focus on children during the budgeting process, HB 2697 will provide three important things: A record of how dollars are spent on children and families, a method of helping determine the effectiveness of such programs, and, again, an ongoing focus on the needs of children and families.

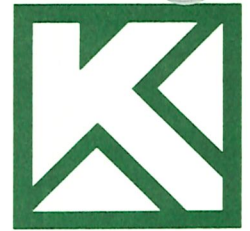
Oversight of dollars spent will maximize our use of those dollars, and the accountability built into HB 2697 will guide us to those programs that are most effective. Both will help children and families.

For these reasons, Kansas NEA asks you to report HB 2697 favorably for passage. Thank you and I would be glad to answer any questions.

LEGISLATIVE TESTIMONY

Kansas Chamber of Commerce and Industry

500 Bank IV Tower One Townsite Plaza Topeka, KS 66603-3460 (913) 357-6321



A consolidation of the
Kansas State Chamber
of Commerce,
Associated Industries
of Kansas,
Kansas Retail Council

HB 2690 & HB 2697

January 29, 1992

KANSAS CHAMBER OF COMMERCE AND INDUSTRY

Testimony Before the

Federal and State Affairs Committee

by

Jim Edwards

Director of Chamber and Association Relations

Madam Chair and members of the Committee:

I am Jim Edwards, Director of Chamber and Association Relations for the Kansas Chamber of Commerce and Industry and I appreciate the opportunity to appear before you today and tell you of KCCI's support for HB 2690, a bill which establishes a joint committee on children and families, and HB 2697, a bill which would provide for more information about program services for children and their families in the state budgetary process.

The Kansas Chamber of Commerce and Industry (KCCI) is a statewide organization dedicated to the promotion of economic growth and job creation within Kansas, and to the protection and support of the private competitive enterprise system.

KCCI is comprised of more than 3,000 businesses which includes 200 local and regional chambers of commerce and trade organizations which represent over 161,000 business men and women. The organization represents both large and small employers in Kansas, with 55% of KCCI's members having less than 25 employees, and 86% having less than 100 employees. KCCI receives no government funding.

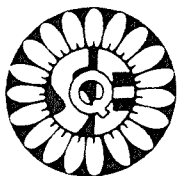
The KCCI Board of Directors establishes policies through the work of hundreds of the organization's members who make up its various committees. These policies are the guiding principles of the organization and translate into views such as those expressed here.

*House Federal & State Affairs
January 29, 1992
Attachment #7*

First, KCCI believes that there is a tremendous need for a point person, or in this case a point committee which will ensure that the recommendations included in the 1991 Special Committee on Children's Initiatives are moving towards implementation. In addition, such a committee can also serve as an overseer of existing programs and their effectiveness while also evaluating new program initiatives. We believe that HB 2690 will provide for this.

Second, there is probably a need for more detailed information in the budgetary process for what services are being provided for children and their families, the costs for such services, and an evaluation of the short and long-term effectiveness of the programs. We believe that HB 2697 will assist in this process.

Thank you for the opportunity to visit with you today and I would stand for questions.



Schools for Quality Education

Bluemont Hall Manhattan, KS 66506 (913) 532-5886

January 29, 1992

TO: HOUSE COMMITTEE ON FEDERAL & STATE AFFAIRS
SUBJECT: HB 2690--JOINT COMMITTEE ON CHILDREN AND FAMILIES
FROM: JACQUE OAKES, PUBLIC RELATIONS REPRESENTATIVE
SCHOOLS FOR QUALITY EDUCATION

Madam Chairperson and Members of the Committee:

I am Jacque Oakes, Public Relations Representative for Schools For Quality Education, an organization of 96 small schools.

We are submitting written testimony as a proponent of HB 2690 which would establish a Joint Committee on Children and Families.

We applaud the efforts of the Children's Initiatives Committee during the 1991 Interim Committee meetings. This study and review of children and their problems has been needed for a long time.

We do believe that the Children's Initiatives Committee endeavors should be continued through this Joint Committee as there are still many valuable issues to be addressed for children.

Thank you for your positive consideration of HB 2690.

"Rural is Quality"

*House Federal & State Affairs
January 29, 1992
Attachment #8*

CHILDREN'S COALITION

P.O. Box 5314
Topeka, Kansas 66605
913-232-0543

TESTIMONY TO HOUSE COMMITTEE ON FEDERAL AND STATE AFFAIRS

RE: HB 2697

I am Jo Bryant and I am representing the Children's Coalition. The Coalition wishes to voice its support for HB 2697, which establishes a children's budget.

First, a children's budget can provide a helpful measurement--a measurement of the state's current investment in children.

Second, over time, it can measure the progress the state is making in investing in children.

Lastly, the children's budget can provide good data, so that informed policy choices can be made concerning children's issues. There is a certain truth to the saying that "budget is policy."

If we don't create a children's budget:

- How will we know if the state has placed a greater emphasis on prevention of children's problems?
- How will we know if the state has reduced its reliance on institutionalization of children?
- How will we know if the state has increased its investment in young children, 0-5?

A children's budget can provide information crucial to answering these questions. It can help the state set a more informed policy around investing in children. It is one way of taking our concerns about children seriously. It is one way to find out "Who's for Kids and Who's Just Kidding."

*House Federal & State Affairs
January 29, 1992
Attachment #9*

The major drawback to the idea of a children's budget is the initial investment of work on the part of state agency personnel to gather the data. I'm sure this will cause headaches, hassles, and frustrations for people who are already working very hard.

Because we are sensitive to this concern, we issue a note of caution. The Children's Coalition believes this work will be worthwhile -- i.e. the results will justify the effort IF someone takes the responsibility to be sure the law -- if passed -- is fully implemented who will take this responsibility? If 2697 is passed and halfheartedly implemented, it will be worse than not passing it at all. If we have a "kind of" sort of "partial," "full of holes" children's budget, we will not have gained, but lost. We won't have a usable children's budget and we will have wasted the time of very busy state employees.

Let's create a children's budget in Kansas, and commit to full implementation of it.

House 332A
1-29-92
9-2

To: House Federal and State Affairs Committee

Re: HB 2697 - Children's Budget

Date: January 29, 1992

From: Paul Johnson - 1992 Chairperson, Children's Coalition
Director - Public Assistance Coalition of Kansas

A children's budget for Kansas is a great idea. This approach will give all parties involved a very specific idea of what Kansas government actually spends on its children and how adequate that spending is. This type of budgeting will help identify inadequacies early on and help prevent more costly problems in the future. I would like to see two areas of the State budget highlighted that are not specifically listed. One is housing and the other is the economic development impact of these investments.

Kansas is slowly starting to develop a more comprehensive policy towards housing. We are the last state to develop a state housing office. Our first comprehensive housing affordability strategy points up some real inadequacies in housing. In 1980, 11% of all households paid more than 35% of their income for rent or owner costs. Since family income has fallen since 1980, since there are now more single parent households and since fewer resources have been put into low-to-moderate income housing, there is every reason to believe the 1990 census data will show more families paying too much for housing. This 11% figure breaks down to 6.75% of all homeowners and 21.80% of all renters. Further complicating this problem is the cost of utilities. Kansas has no policy to weatherize rental units which comprise 32% of the housing stock. An April 1990 survey by the Kansas Department of Education indicated that there were 2152 homeless children in primary and secondary schools statewide. When Kansas updates its affordable housing strategy with 1990 data, a special chapter should be included documenting the housing needs for children and their families.

The Legislature should direct the Department of Commerce and Housing to take the children's budget and document how many jobs are created or maintained through these services for children and their families. This should be presented on a county by county basis to give lawmakers a precise understanding of the local economic impact. This will give us a more precise understanding of how these investments compare to other types of governmental spending. As we embark on more community oriented, preventative efforts there should be some analysis of what the institutional costs would have been without the efforts (ie. state hospitals, group foster care homes, youth centers, longterm Medicaid costs, etc.). The other side is to show what fully developed and properly trained children will contribute to our economy through taxes and quality of life standards. A further analysis might show how state services such as daycare or medical care are a direct benefit to certain employers and whether a cost sharing

House Federal, State Affairs
January 29, 1992
Attachment # 10

plan might not be in order. While this effort could start with the children's budget it would eventually make sense to expand this effort to all social services especially the ones offered for the elderly and the disabled. Commerce could play a very helpful role in analyzing this data and commenting on efficiency improvements. In 1988, per capita state and local government spending for social services in Kansas was \$448 while the national average was \$616 (source - Federal Reserve Bank of Kansas City). Overall per capita spending was \$2,562 in Kansas while it was \$2,857 in the U.S. Kansas should analyze our social service spending now and develop an investment plan for the future.

House FSSA
1-29-92
10-2