

MINUTES OF THE HOUSE COMMITTEE ON BUSINESS, COMMERCE & LABOR.

The meeting was called to order by Chairman Al Lane at 9:00 a.m. on January 27, 1995 in Room 526-S of the Capitol.

All members were present except: Rep. Vaughn Flora - excused
Rep. Gary Merritt - excused
Rep. Candy Ruff - excused
Rep. Sabrina Standifer - excused
Rep. Dale Swenson - excused

Committee staff present: Jerry Donaldson, Legislative Research Department
Bob Nugent, Revisor of Statutes
Betty Evans, Acting Committee Secretary

Others attending: See attached list

Conferees appearing before the committee:

Janet Schalansky, Acting Secretary of Kansas Department of Social and Rehabilitation Services (SRS)
Linda Ramirez Clanton, KS Department of Human Resources (KDHR)

Janet Schalansky, Acting Secretary of the SRS, started the presentation on the KanWork Program in Kansas. The KanWork is co-operatively operated with the Department of Human Resources. The KanWork Act was passed by the 1988 Kansas Legislature, it enabled Kansas to participate in the Job Opportunities and Basic Skills Training Program (JOBS) created under the Family Support Act of 1988 enacted by the Federal Government and signed into law by President Ronald Reagan. The goal of this program is to encourage and assist welfare recipients to obtain education, training and employment needed to break dependence on public assistance. The Act was further reformed by the 1994 Legislature. One feature of this reform places a 30-month time limit on education and training activities, and require that resources be focused on individuals who show they have the potential for gaining and retaining employment.

In the handout (see Attachment 1), the Federal priorities and target groups are outlined. There are 23 KanWork counties in Kansas. KanWork serves the "hard to serve" and unemployed two-parent families. It also lists the statistics according to gender, ethnicity, education level, age, and number of children in the household. Numbers are also kept on what assignment the case receives, lists how many are on the waiting list, and also lists some of the barriers of participation. The goal of the program is to effectively manage available resources and use them to assist AFDC recipients in obtaining employment which results in permanent independence from cash assistance. The charts show the FY 1995 year-to-date achievement of outcome/output goals in the following areas: percent of KanWork participants completing GED or high school, percent of KanWork participants completing vocational training, percent of participants obtaining full-time and part-time employment, the average hourly beginning wage, and average monthly number of JOBS participants. Also in the handout are short sketches of the local offices in Kansas and their goals of meeting manpower needs through employer input, and through business cooperation in the training programs. Another goal of KanWork is to avoid duplicating services through community cooperation.

Secretary Schalansky stated that this is just a few examples of the kind of efforts that her department is doing to get KanWork involved with other community resources so that their clients can increase their ability to obtain employment. She concluded by answering questions from the committee.

Phil Anderson, in charge of Budgets and Statistics for the KanWork Program, was introduced from the audience by Secretary Schalansky. He helped explain some of the budget items for the program.

Linda Ramirez Clanton, KDHR, gave a short presentation on the services their department provided to KanWork participants in nine counties in Kansas. Their primary objective is to assist Aid for Dependent Children KanWork participants in obtaining unsubsidized employment. In her written testimony (see Attachment 2), she provides the SFY94 data. They provided 3940 individual services for participants and 6593 follow-up contacts. She included in her testimony, the answers to some of the questions about KanWork that were asked last week in committee. She continued by telling some of the ways they help

CONTINUATION SHEET

MINUTES OF THE HOUSE COMMITTEE ON BUSINESS, COMMERCE & LABOR, Room 526-S
Statehouse, at 9:00 a.m. on January 27, 1995.

people find employment. Their department has built a relationship with employers who call to hire some of their participants. There are follow-up contacts with the participants in KanWork who have found employment at several different intervals to check on the status of their employment. Ms. Clanton ended her presentation by answering questions from the committee.

Roger Aeschliman, Deputy Assistant of KDHR, introduced John Bowes, Acting Director of the Employment Training Division, which has KanWork and other job training programs, KDHR; and Gerald Schneider, Chief of Fiscal Management, who has the overall budget of the department.

The meeting was adjourned by Chairman Lane.

The next meeting is scheduled for January 31, 1995.

KANSAS DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
Janet Schalansky, Acting Secretary

House Committee on Business, Commerce, and Labor
Testimony on KanWork/JOBS Program

January 27, 1995

KANWORK/JOBS PROGRAM BACKGROUND

KanWork was Created to Reform Welfare

- The nation's basic approach to welfare, the Aid to Families with Dependent Children (AFDC) program, began during the Great Depression of the 1930's as part of the Social Security Act.
- Population and economic changes during the decades following World War II resulted in steady increases in the number and characteristics of people using AFDC benefits.
- Beginning in the late 1960's, a series of approaches to welfare reform were undertaken by successive administrations with the goal of moving the growing number of recipients from welfare to work.

KanWork and the Family Support Act

- The Family Support Act of 1988 was signed by President Ronald Reagan with broad bipartisan support in Congress and the active participation of the National Governor's Conference. The popularity of this reform measure centered on its emphasis on work, training, and enforcement of child support laws.
- The KanWork Act passed by the 1988 Kansas Legislature enabled the State to participate in the Job Opportunities and Basic Skills Training Program (JOBS) created under the Family Support Act. The goal of this program is to encourage and assist welfare recipients obtain the education, training and employment needed to break dependence on public assistance.

Major Welfare Reform Enacted by 1994 Legislature

- The federal legislation contains provisions which allow states to request waivers from federal requirements in order to experiment with different approaches to welfare reform and still remain eligible for federal program funds.
- The 1994 Legislature passed House Bill No. 2929 which made comprehensive changes to the KanWork Program subject to the waiver of existing federal law and regulations. Presently, the department is negotiating with the federal government to obtain waiver approval.
- The chief features of this reform place a 30-month time limit on education and training activities, and require that resources be focused on individuals who demonstrate the potential for gaining and retaining employment.

Business, Commerce & Labor

Attachment 1

1/27/95

FEDERAL PRIORITIES AND TARGET GROUPS

- Federal law requires that services under the JOBS program be available to 95% of the state's AFDC recipients.
- States must also meet a participation rate which requires that 20% of all mandatory recipients be served. (Mandatory participants are AFDC recipients not exempted from participation due to specific reasons identified in the law - usually a child under the age of three).

Serving the "Hard to Serve"

- Federal legislation also requires that 55% of JOBS resources go to serving members of specific "hard to serve" target groups:
 - Families in which the parent is under age 24 and 1) does not have a high school diploma or GED, or 2) has not worked in at least 6 of the last 12 months.
 - Families who have received cash assistance for 3 of the preceding 5 years.
 - Families in which the youngest child is within 2 years of being ineligible for cash assistance due to age.

Serving Unemployed Two-Parent Families

- In addition, the federal government has given priority to two parent families who are receiving AFDC benefits because both parents are unemployed and not eligible for unemployment compensation.
- In FY 1995, 50% of families in this category must be served. This rate will increase to 60% in FY 1996 and 75% in FY 1997-1998. To meet this federal participation rate, at least one parent must be involved in one of the following work components:
 - Community Work Experience Program (CWEP)
 - on-the-job training (OJT)
 - unsubsidized employment
 - work supplementation
 - a state designed program approved by the Secretary of the U.S. Department of Health and Human Services
- A parent under the age of 25 who does not have a high school diploma or GED may also meet the participation requirement by engaging in an educational activity intended to result in obtaining a diploma or GED.

PARTICIPANT CHARACTERISTICS

Gender	
Female	84.3%
Male	15.7%

Age	
19 and below	5.7%
20-24	22.6%
25-34	47.9%
35 and over	23.8%

Ethnicity	
White	68.0%
Black	20.3%
Hispanic	6.1%
Asian	3.6%
Native American	.9%

Number of Children in Household	
1 child	37.3%
2 children	33.4%
3 children	17.4%
4 or more	11.9%

Highest Grade Achieved at Entry	
9 or below	18.8%
10-11	20.1%
12 or GED	45.6%
Above 12/GED	15.5%

Length of Stay in Program (years)	
.5 or less	37.5%
.6-1.0	22.6%
1.1-2.0	20.9%
2.1 and over	19.0%

Assignment Status*	
Assessment	5.7%
Education	18.2%
Training	40.5%
Employment Skills	13.9%
Transitional	12.9%
Employed	5.0%
Other	3.8%

Waiting List 6,025

*** Barriers to Participation**

Once an individual enters the KanWork/JOBS program, barriers to participation may be identified that preclude active participation for a short time, or may be of such intensity and duration that deferral from program requirements is necessary and prudent. Participants may be placed in Resolution Status for 3 to 6 months while they attempt to remove barriers with the assistance of the KanWork casemanager. If no resolution occurs, they may return to the KanWork program waiting list.

Situations that may be identified as barriers to participation include, but are not limited to, the following:

- alcohol/drug problems
- mental problems
- physical problems
- transportation problems
- ~~legal problems~~
- natural disasters
- child care problems

STRATEGIC PLAN

Program Mission:

- Make long term investments in the human potential of Kansas residents,
- Maximize the effectiveness of public resources,
- Empower individuals and families to become more self-sufficient, and
- Develop opportunities for present and future generations to escape dependence on public assistance.

Goal:

To effectively manage available resources and use them to assist AFDC recipients in obtaining employment which results in permanent independence from cash assistance.

Strategies:

1. To provide intensive, strengths-based case management services to those AFDC recipients who can make the best use of KanWork/JOBS services.
2. In collaboration with the Kansas Board of Education, improve the delivery of General Equivalency Diploma (GED) services to AFDC recipients.
3. Direct JOBS participants into shorter-term, vocational/technical skills training that decreases the length of stay in KanWork/JOBS and results in stable employment with adequate wages.
4. In collaboration with the public and private sectors, increase the number of customized training opportunities for KanWork/JOBS participants.
5. Provide supportive services (including transportation, child care, special services and employment allowances, and education and training support) to KanWork/JOBS participants.
6. Expand contracting for job development and placement services to provide uniformity in all JOBS counties.

Outcomes Measures:

	<u>FY 1994</u>	<u>FY 1995</u>	<u>FY 1996</u>
1. Percent of JOBS participants completing GED or High School.....	26.9%	26.9%	27.9%
2. Percent of JOBS participants completing vocational training.....	18.1%	18.1%	19.1%
3. Percent of participants obtaining employment			
Full-time.....	12.8%	12.8%	14.4%
Part-time.....	8.6%	8.6%	9.6%
4. Average hourly beginning wage			
Full-time.....	\$ 5.88	\$ 6.06	\$ 6.24
Part-time.....	\$ 5.11	\$ 5.26	\$ 5.42

Output Measure:

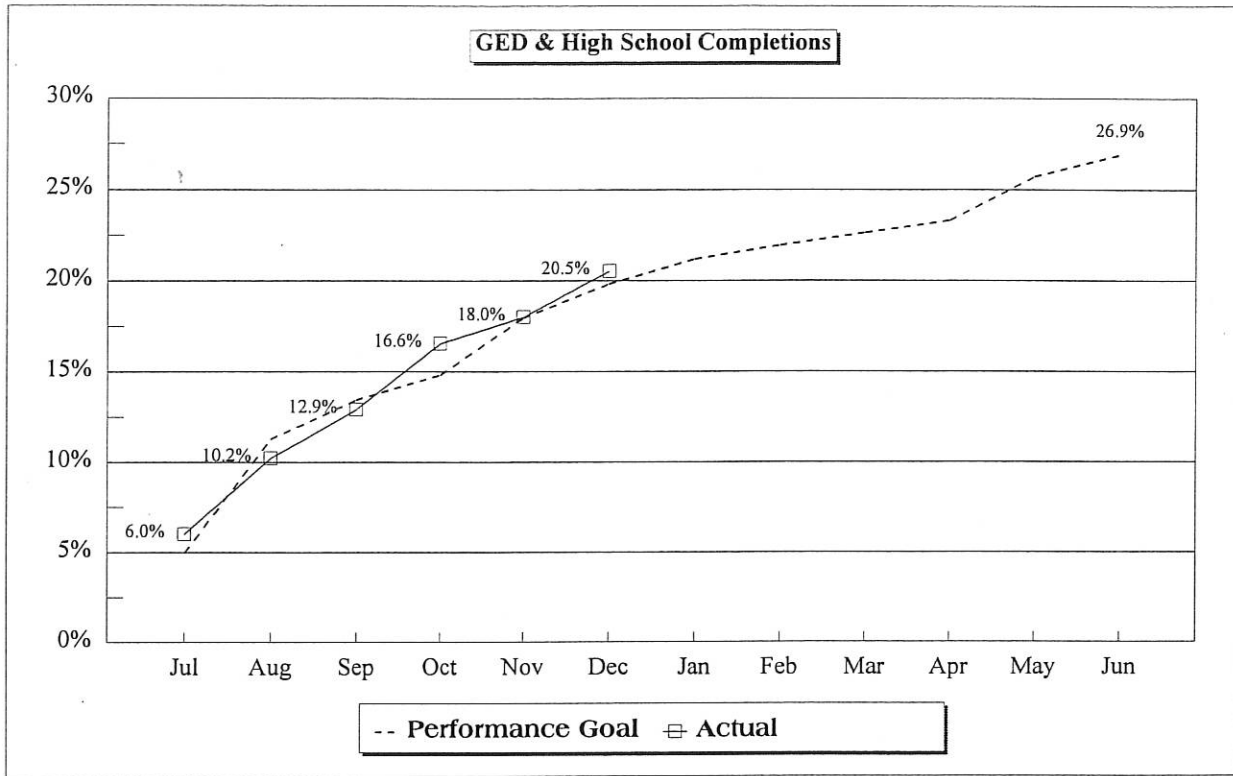
	<u>FY 1994</u>	<u>FY 1995</u>	<u>FY 1996</u>
Average Monthly Number of JOBS Participants.....	7,900	8,500	8,500

BUDGET INFORMATION

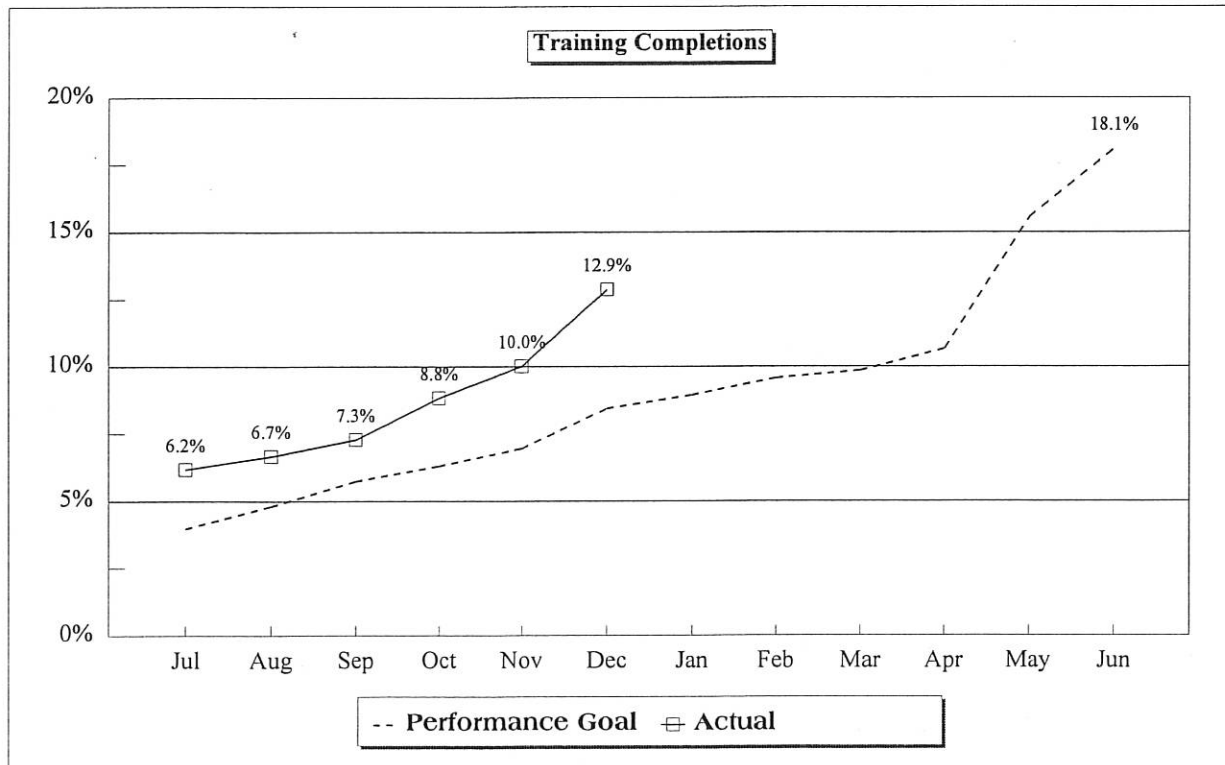
	FY 1994 <u>Actual</u>	FY 1995 <u>GBR</u>	FY 1996 <u>GBR</u>
KanWork/Jobs			
Salaries	6,828,607	7,552,776	7,879,568
Other Operating Expenditures	634,470	535,402	628,977
Employment Services	<u>4,426,795</u>	<u>5,077,617</u>	<u>5,366,085</u>
All Funds	11,889,872	13,165,795	13,874,630
State Funds	5,463,099	6,842,532	7,105,155
<i>Positions</i>	<i>241.0</i>	<i>241.0</i>	<i>239.0</i>
KanLearn			
Salaries	0	142,418	282,950
Other Operating Expenditures	0	111,095	56,030
Supportive Services	<u>0</u>	<u>0</u>	<u>191,520</u>
All Funds	0	253,513	530,500
State Funds	0	126,756	449,097
<i>Positions</i>	<i>0.0</i>	<i>10.0</i>	<i>10.0</i>
Total			
All Funds	11,889,872	13,419,308	14,405,130
State Funds	5,463,099	6,969,288	7,554,252
<i>Positions</i>	<i>241.0</i>	<i>251.0</i>	<i>249.0</i>

FY 1995 YEAR-TO-DATE ACHIEVEMENT OF OUTCOME/OUTPUT GOALS

1. Percent of KanWork participants completing GED or high school.

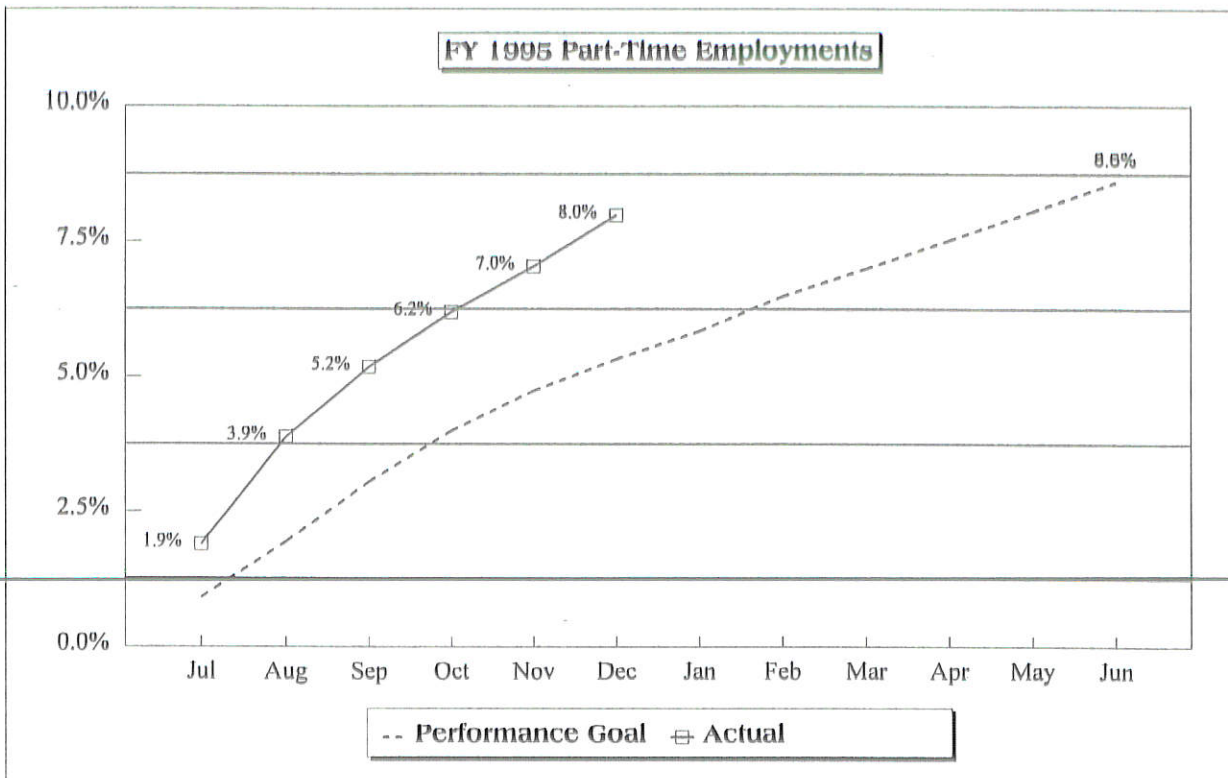
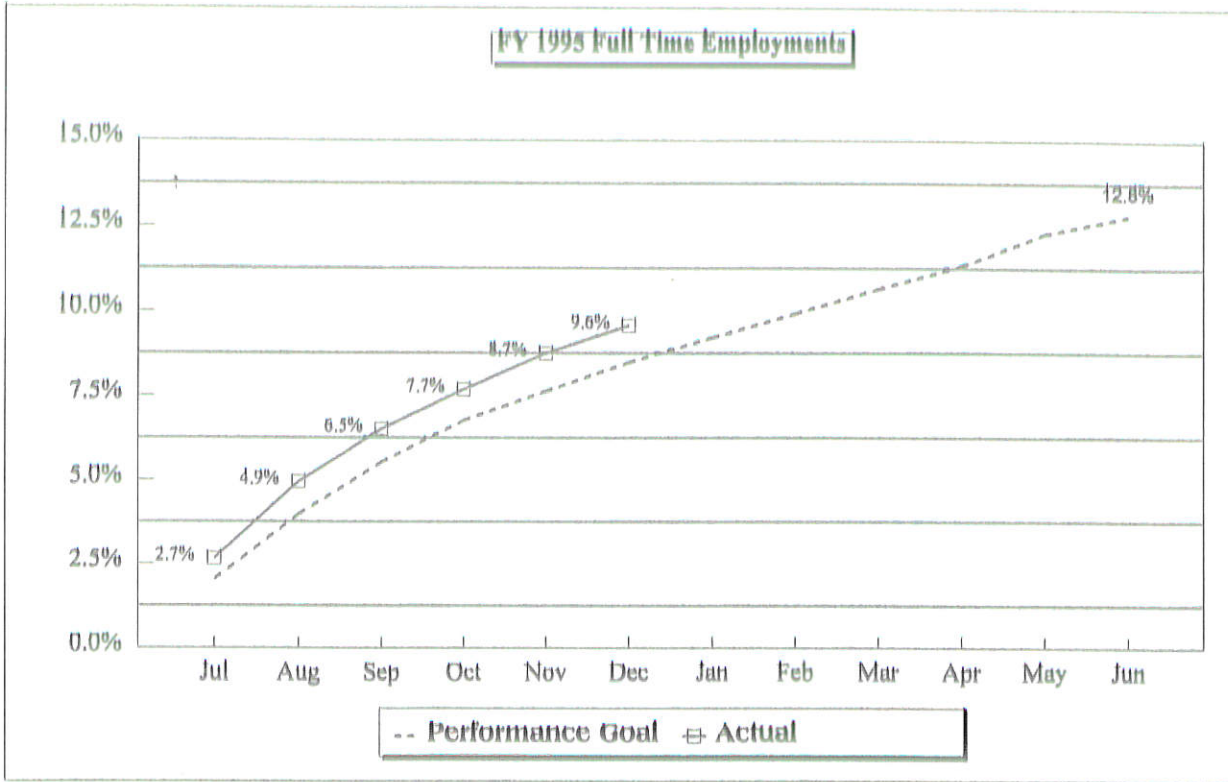


2. Percent of KanWork participants completing vocational training.

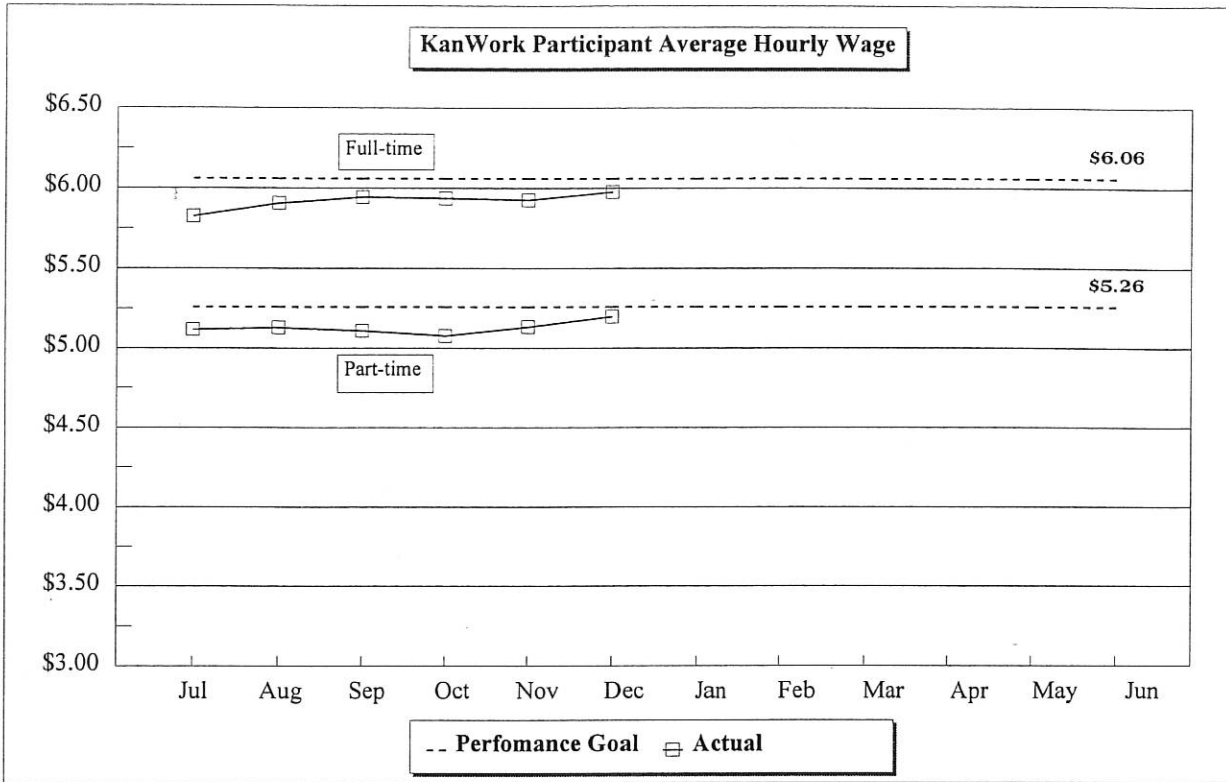


1-6

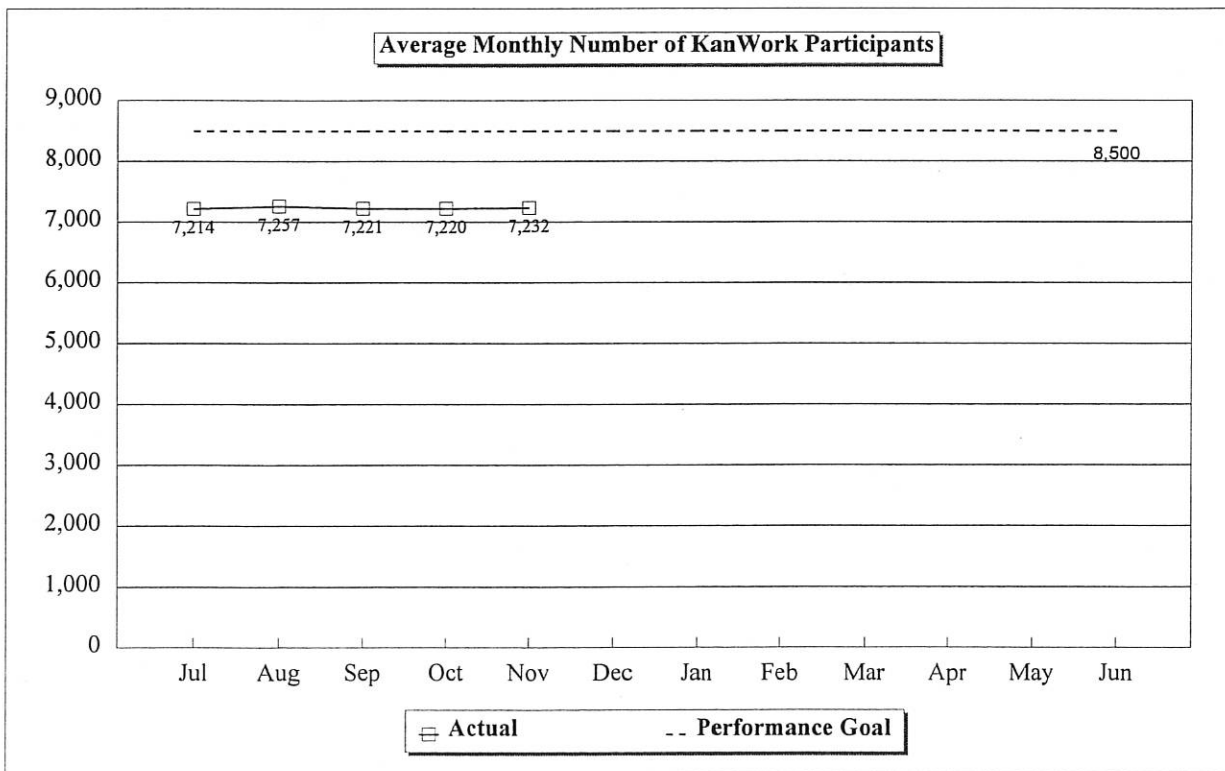
3. Percent of participants obtaining employment.



4. Average hourly beginning wage.



5. Average monthly number of JOBS participants.



1-8

INITIATIVES

The long-term success of KanWork depends upon the effectiveness of our local offices in building bridges from the welfare office to the workplace. In order to prepare participants to meet the manpower needs of employers, we strive to work closely with the private sector, community organizations, and other public agencies to focus our efforts and maximize our resources.

KanWork Seeks to Meet Manpower Needs through Employer Input

In order to assist participants set realistic goals and develop achievable self sufficiency plans, local offices seek to keep informed about the needs of employers in their communities. A few examples:

- In Wichita, KanWork has developed a local **Assessment Center** in cooperation with employers, JTPA, and USD 259. Hands-on and computer-based tests have been designed to identify matches between participants and the 1,000+ occupations listed in the US Department of Labor's Dictionary of Occupational Titles. This enables KanWork to custom design selection criteria for employers and present the most suitable pool of clients.
- The Pittsburg office has participated in the formation of a Business Advisory Council which links community agencies involved with employment issues with local employers. The employers assist the agencies in program planning by apprising them of their anticipated labor needs. The agencies reciprocate with programs on issues of interest to the businesses, such as Worker Compensation and the Americans with Disabilities Act.
- A month long Community Job Search Project was conducted in Newton in cooperation with JTPA, Job Service, and the Department of Education. The project was planned and conducted based upon a survey of local employers.
- Local KanWork offices sponsor workshops in life skills and preparation for seeking employment. Guest speakers from private sector businesses regularly participate to help advise participants on such topics as effective job search techniques and employer expectations.

Businesses Cooperate in Training Programs

The need by businesses for workers with specific skills has prompted cooperative efforts in workplace education. Some examples:

- The Cessna Aircraft Company trains KanWork participants in sheet metal production with an emphasis on remedial education, workplace skills and overcoming employment barriers. This is a cooperative effort involving the City of Wichita, Sedgwick County, USD 259, and JTPA as well as the KanWork Program. The success of this program has led to the creation of a secretarial training project which uses the same model. There is a preliminary plan to duplicate these projects at the new Cessna plant ~~scheduled to open in Independence.~~
- DETAMC, a small manufacturing firm in Wichita, trains KanWork and JTPA participants in drill bit sharpening and small hand tool repair. Basic skill and GED preparation is also made available.

- In Dodge City, the KanWork Program cooperated with the Chamber of Commerce, Department of Human Resources, the Dodge City Community College, and Crustbuster/Speedking, Inc. in an effort which provided an intensive two week training course in welding at the college to six individuals who were guaranteed employment at the successful conclusion of their training.

The opportunities for future efforts of this nature appear to be growing with rapid advances in technology and expansion of free trade agreements with other nations.

- Technological changes in companies both large and small call for new skills and new applications of old skills in ways that lend themselves to short-term task specific training.
- The potential for employment in the private sector is considered to be positive, particularly in smaller companies which are typical of our State's economy. On a national scale, these firms have been found to produce over half of US exports and account for most of the new jobs created.

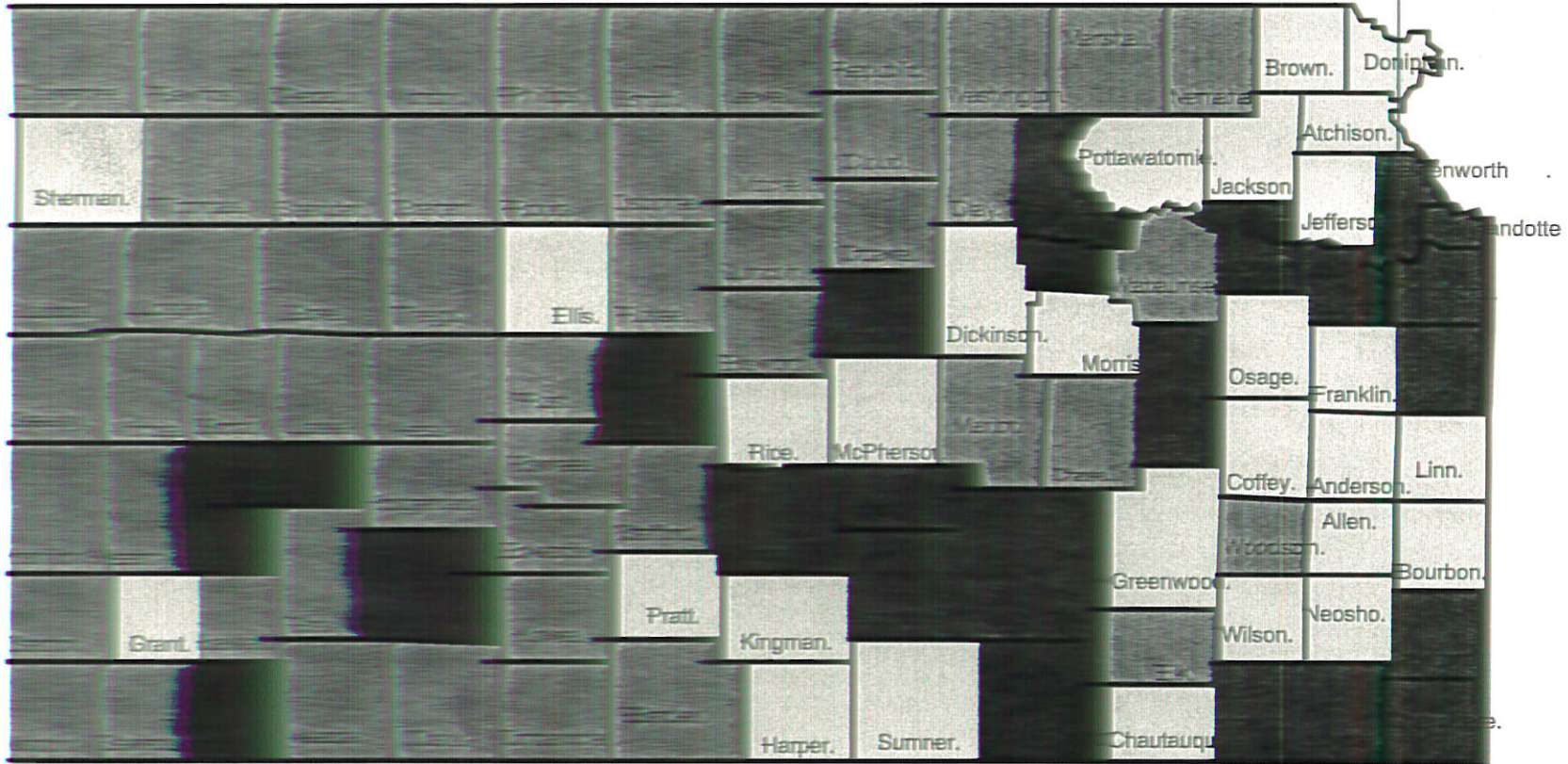
KanWork Avoids Duplicating Services through Community Cooperation

Recognizing the difficulties in achieving positive outcomes with a hard to serve clientele, KanWork case managers are directed to coordinate program resources with other services in the community in working toward participant self sufficiency. For example:

- The successful "life skills" workshop presented for participants in the Lawrence office drew community wide attention due to the inclusion of a variety of speakers from other agencies. This evolved into a "Parent Education Group" outside the agency to coordinate services and avoid duplication. Participating organizations include the Adult Learning Center, Headstart, the Chamber of Commerce, The School-Based Community Services Grant Project, Evenstart, and Parents as Teachers.
- With the expansion of the Earned Income Tax Credit, the Topeka office received training for staff members from the Internal Revenue Service so case managers would be able to share information with participants. Referrals to the IRS for tax information has become a regular part of the Survival Skills process.
- The Salina office has used a public access cable television channel to promote clients seeking work and present information on job search techniques. The weekly program aired last year with cooperation from local employers, the Kansas Office of Community Services, the YMCA, and SRS Customer Relations. It was funded with grant money and produced with volunteer help from KanWork participants. It won an award for community awareness programming.

KANWORK / JOBS

1-11



KanWork County



BOS County



Non-JOBS County

TESTIMONY
BUSINESS, COMMERCE AND LABOR COMMITTEE
JANUARY 27, 1995
BY LINDA RAMIREZ CLANTON
KANSAS DEPARTMENT OF HUMAN RESOURCES

I would like to thank you for giving me this opportunity to tell you about the services we provide to KanWork participants in Shawnee, Wyandotte, Sedgwick, Barton, Finney, Douglas, Ford, Seward and Leavenworth counties.

KDHR's primary objective is to assist Aid For Dependent Children KanWork participants in obtaining unsubsidized employment.

KDHR provides services to the participants when referred by Social and Rehabilitation Services (SRS). These services include but are not limited to, occupational assessment, goal setting and planning, determination of training and employment needs, vocational and educational counseling, job counseling, eight-week intensive job search, job development, job referral and placement, career exploration workshops, and on-the-job training. We also conduct follow-up contacts with employers and participants. We conduct 30, 60 and 90 day, and 6, 12 and 15 month follow-up.

Social services are provided through SRS.

I contacted Representative Gregg Packer to identify specific questions this committee may have had. I hope to address those questions today.

I am going to provide you with SFY94 data, July 1, 1993 to June 30, 1994. The reason I am providing this data, is to give you a complete years information.

*Business, Commerce & Labor
Attachment 2.*

1/27/95

2-1

Referred	2872
Job Search	359
OJT	38
Placement	121
Obtained Employment	1036
Counseling	832
Individuals Tested	1303
Career Exploration/Other Workshops	151

Employer	Due	Contacted	Employed	%
Follow-up contacts				
30 day	1033	990	973	98
60 day	1240	1200	956	80
90 day	1086	1008	766	76
12 month	753	703	374	53*
15 month	767	467	250	54*

We also conducted 1714 follow-ups with participants.

As you can see, we provided 3940 individual services for participants and 6593 follow-up contacts.

*Percentage drops occur for a number of reasons. A number of clients will not provide information once they leave the welfare rolls. There is the possibility that the number of people still employed may be higher, but due to our inability to access this information, we are not able to report it.