

Approved: 2-15-95
Date

MINUTES OF THE JOINT MEETING OF THE SENATE COMMITTEE ON JUDICIARY AND THE
SENATE COMMITTEE ON PUBLIC HEALTH AND WELFARE

The meeting was called to order by Chair Tim Emert at 10:00 a.m. on January 26, 1995 in Room 514-S of the Capitol.

All members were present except:

Committee Staff present: Michael Heim, Legislative Research Department
Jerry Donaldson, Legislative Research Department
Gordon Self, Revisor of Statutes
Janice Brasher, Committee Secretary

Conferees appearing before the committee:

Claudia Gilchrist, Youth Service Coordinator, Shawnee County
Debra Nusz, Community Vision Now, Garden City
Judy Moler, Corporation for Change
Stella Tharp, Franklin County Juvenile Services and Children's Coalition

Others attending: See attached list

Juvenile Justice System

Claudia Gilchrist, Youth Service Coordinator, Shawnee County, outlined several legislative recommendations for the Committee to consider as noted in her written testimony. (Attachment 1)

During Committee discussion it was pointed out that the truancy law addressed those youths age 7 to 16, and changing the mandatory age of attendance in school would be an issue the committee may want to consider. Ms. Gilchrist commented she would like to see the mandatory school attendance age raised to 18.

Debra Nusz, Community Vision Now, addressed the Committee regarding legislative recommendations as noted in her written testimony. Ms. Nusz stressed the need for communities to be responsible and accountable for their local programs. (Attachment 2)

Judy Moler, Corporation for Change, gave an overview of local planning councils and noted they are a grass roots effort in response to the blue print for Kansas Children and Families, and the interagency councils, also known as the 3113 councils, deal with specific child and family issues.

Stella Tharp, Franklin County Juvenile Services and Children's Coalition, gave background information on her organization and outlined legislative recommendations for the Committee's consideration. (Attachment 3) and (Attachment 4)

In regard to a juvenile holding facility in her community, Ms. Tharp noted that because of stringent rules and regulations they are limited in the use of the facility. Ms. Tharp also stressed early intervention and prevention.

Written testimony was received from Linda Laird, Reno County Planning Council for Children and Families, (Attachment 5), and Nancy McCarthy Snyder, Former Executive Director of the Sedgwick County Family and Youth Commission. (Attachment 6).

The meeting was adjourned at 11:00 a.m.

The next meeting is scheduled for January 27, 1995.

SENATE JUDICIARY COMMITTEE GUEST LIST

DATE: 1-26-95

NAME	REPRESENTING
Claudia Gilchrist	TOPEKA
Judy Miller	Corporation Change - Topeka
Philip D. Knapp	Youth Center Operators Division - KS
Kathleen Treaster	Lyons
Harley Ruckman	Lyons
Matt Jordan	KBA
Paul Davis	Sum. Hunsby
GREG HAUSTON	Sen. HARRINGTON
Gene Johnson	KS alliance on alcohol & Drugs
Paul Shelby	OJA
Heather Randall	Sen. Kass
JERRY TREASTER	Lyons KS
Catherine Holdeman	City of Wichita
Bruce Lewis	KALPCCA
Ben Coates	KPA

Claw

TESTIMONY BEFORE THE JOINT COMMITTEE MEETING
SENATE JUDICIARY AND SENATE PUBLIC HEALTH AND WELFARE
JANUARY 28, 1995

SHAWNEE COUNTY LOCAL PLANNING COUNCIL
MEMBER OF SUB-COMMITTEES
MAKING THE GRADE & SUCCESS BY 6

As a member of the Shawnee County Local Planning Council sub-committees Making the Grade and Success by 6 and working as the Youth Services Coordinator for the City of Topeka I welcome this opportunity to speak before this joint committee session. Today I would like to address how I feel the legislature can continue to help children, youth and families in the following areas:

"Potential problem solving" - When enacting laws which would address one concern evaluate the outcomes. The law which was enacted during last year session to address students with guns in school or students who show violent behavior would be expelled for up to a year. This bill had very good intent but did not address the community needs of what to do with the expelled students.

Punishment that removes children from school only compounds the problem of delinquent behavior, and provides opportunities for more serious infractions. We all need to make better use of alternative education funds and other resources targeted to at-risk children and their families.

Community flexibility - Laws must allow communities the flexibility in attacking problems and the design of local service systems within a broad stated parameter. Enact laws which would approach legislative concerns requiring outcomes that can be tracked on a community level. The goals of any legislation must be shared decision-making as well as responsibility for resource allocation in order to change the way business is done with children and families.

Sharing of Juvenile information - The need for juvenile assessment centers in urban areas, providing multiple assessments and services from multiple agencies exists. Adequate assessment requires client information be shared by multiple agencies. Information sharing is limited, difficult and slow, reducing the effectiveness of assessment and service. Many times this means that treatable symptoms are not being addressed to prevent future problems. A process must be established to eliminate these barriers.

Support of Community pilot program - Often times local communities need "start-up" funding to get programs off the ground. The continued support for pilot programming is very important.

*Senate Judiciary
1-26-95
Attachment 1*

Page two

Truancy - Truancy programming at both the state and local levels is very important. Youth who do not get an education will be unable to provide for themselves and their families as adults.

Last session, several bills were before the legislature addressing truancy. The need for this consideration is still as valid today as it was then. Anything the legislature can do to help local communities address this problem would be appreciated.

Examples would be funding for truancy officers, community based pilot programs, increased alternative education funding and local assessment centers.

Family Centers - This years legislature may be asked to address the issue of "Family Centers". The concept of family centers is to have programming and services available within the reach of both children and their families. These centers will be titled for example "Cities and Schools", "Project Attention" and titles to match the communities needs that address this holistic family approach.

Legislative support for this concept, the "one stop shopping" concept, is needed. Through this support, communities can leverage needed funds for center development.

As I have mentioned several times, the need for local flexibility in programming for children and their families is vital to the success of the program. This is not a case of one size fits all. Each community is unique in it's needs and available community resources.

Thank you again for this opportunity, if you have any questions you may contact me, Claudia Gilchrist, Youth Service Coordinator, 515 Kansas, Topeka, (913) 295-3711.



Community Vision Now

"...promoting the development of positive, healthy children and youth."

Testimony to the Senate Public Health and Welfare
and the Senate Judiciary Committees
1/26/95

It takes a considerable amount of time, energy and resources to do the background work to develop a truly community project, and the project has a limited amount of time to do that work in order for it to maintain credibility. Part of a community's credibility comes from the state's moral and financial support, so it is with those things in mind that I ask you for support of Community Vision Now as we work toward integrated services and promotion of prevention programs.

Finney County was chosen by the Governor's Commission on Children, Youth & Families as the community most likely to succeed in producing a comprehensive family services program aimed at children and youth.

While we ask that you continue to fund the state agencies that fund the planning councils and the service providers, we also need help in other areas to assure that CVN is able to maximize the promotion of Finney County's services.

First Community Vision Now needs the opportunity to sign off on all grant requests made to the state from Finney County agencies. We need to know about all services being funded or proposed in Finney County. This knowledge will help us promote and coordinate all available services which would give the feel of integrated services until we can get them under one roof. Promotion and coordination of services also will stretch grant dollars by decreasing programs that overlap or duplicate services and will help us to know what needs have been filled when assessments reveal deficiencies.

We would like to ask the state to put more funding into agencies that are working on prevention models like SRS's "Communities That Care Risk and Resource Assessment Training" project, the Regional Prevention Centers' programs, early childhood programs like Parents as Teachers, teen pregnancy preventions programs, public health departments, and prevention programs in the schools. Prevention programs educate youth to keep them from **wanting** to drink alcohol, from wanting to engage in sexual activity, from wanting to drop out of school and from wanting to join gangs. Is there a way you can help us convince the schools to keep kids in school? When it's easier to expel a student than to keep him/her in school, then we've all lost because the student is left with more time to get into trouble. Schools should be taught how to deal with the troubled students. We also needs stricter enforcement on laws against juveniles buying alcohol and cigarettes. A possibility could be revoking alcohol license for selling to juveniles and higher taxes on cigarettes.

The choices are not whether the money should be spent. It's when should we spend it. We can spend it now on prevention or down the road on detention.

Local planning councils need continued funding and technical support in order to address problems on a local basis, promote prevention, and to strengthen coordination between service agencies and consumers.

As planning councils, perhaps you could allow us to help you define service coordination and help to set strategies for addressing problems that face children and youth. We want to be accountable for what we do, and we want a fair chance to show you that we can promote positive change.

*Senate Judiciary
1-26-95
Attachment 2*

January 26, 1995

Dear Committee Members,

Thank you for allowing me this opportunity to share some of the success, suggestions, and frustrations being expressed by residents and professionals in Franklin County. I speak to you on behalf of the Franklin County Children's Coalition which serves as the local collaborative group that meets on a monthly basis to discuss and resolve issues facing children and families in our community. This Coalition also serves as the Local Planning Council, House Bill 3113 Interagency Council, and East Central Kansas Regional Prevention Center planning committee.

The Franklin County Children's Coalition (FCCC) was established about five years ago and has undergone several changes over the years. FCCC is still continuing to develop and expand in its activities as it works toward the vision that was established by the members. The vision adopted by the members states the following, "a county-wide community where all children and families are supported in living healthy and productive lives." This vision for some children and families in our community is still a very distant dream. The present day living situation for many is filled with hunger, inadequate housing, abuse, neglect, and no sense of hope that quality of life will improve for them.

Our successes have been quite outstanding and I would like to share with you some of these highlights. Over the last two years the FCCC has sponsored Parents University, which included many outstanding professionals from the State of Kansas working in areas relating to children and families. Over 200 parents participated in workshops and networking opportunities. Our third Parents University is scheduled for Saturday, November 4, 1995.

On August 29th, the FCCC held a community wide forum where key players and the public were invited to discuss the following questions; 1)What do you consider to be unmet needs of children in Franklin County? 2)What does the FCCC need to focus on to reach our vision of a county wide community where all children and families are supported in living healthy productive lives? 3) What do you or your organization bring to the table? 4)What benefits do you see for your or your organization in working with the coalition? 5) Are there other resources that might be available to the coalition?. Over eighty individuals participated and responded to these questions. The list of responses is lengthy but these responses helped the Coalition to prioritize its goals and begin working on them.

The Franklin County Children's Coalition worked together to develop and implement a program for youth who are either legally truant from school or who are at risk to become truant. This program provides for a case manager who works with the school,

Senate Judiciary Comm
1-26-95
Attachment 3

youth, family, and community agencies to help our children get back in school or increase their school attendance. Often times many other issues come into the picture and the case manager serves as a neutral party who can make referrals and recommend other options. This program is a combined effort of the schools, courts, parents, youth, and other service agencies. The positive outcomes from this program has aided over 125 youth during the last three years to attend school on a regular and consistent basis.

To date our greatest achievement has been in the development of our Case Resolution Process. This is a voluntary process by which families and professionals can meet around the table to help resolve concerns, problems, or issues in a creative and non hostile environment. During the last two years over 85 families have gone through this process. At times the lack of resources has prevented the team from coming up with solutions, but the brainstorming and innovative solutions have often solved concerns for families in our county. This process has provided positive interaction and problem solving not by just the professionals but by family members themselves.

While our success have been many, the frustration level has reached a high point in our community. Topics such as truancy, juvenile crime, home schooling requirements, prenatal and early childhood care, teen pregnancy, drug and alcohol use, lack of resources, limited capacities to serve families are just a few of issues that are discussed during our meetings. The FCCC members understand that the solutions to such issues are not going to be easily developed nor easily solved.

Franklin County has a population of approximately 22,000. Ottawa is the county seat with a population of about 12,000. In our county four school districts comprise the public education for our residents. According to SRS ADAS data indicators for Risk/Protective Factor Analysis, Franklin county ranks third in the East Central Region. Areas identified as the highest risk include low family management in the Family Domain, low commitment to school in the School Domain, alienation, rebelliousness, lack of social bonding and favorable attitudes toward drug usage in the Individual/Peer Domain, and community laws and economic deprivation and low neighborhood attachment in the Community Domain.

These indicators give us along with Kansas Kid Count Data, an overview of where we need to direct our energy. The picture is not always a pretty one. This information provides a base by which we can evaluate whether we are working toward achieving our vision.

Enclosed is a copy of the Franklin County Children's Coalition membership list. These individuals are part of our community effort to achieve the FCCC's vision for children and families. I have also added a list of other groups and their contacts who assist the Coalition in trying to achieve better conditions for children and families. Our local community is working hard in the area of collaboration, being accountable, reducing duplicity of services, yet providing for the needs of children and families in a profamily system of services.

A strong cry and recommendation that comes from the Coalition to this committee is for members to study, understand, and plan for the repercussions that will occur with any major change that is undertaken. While change is needed, the effects of such changes will impact our client's life and our ability to serve our clients.

On behalf of the Franklin County Coalition these recommendations and suggestions are made;

1. That all juvenile offenders, juvenile offender institutions, juvenile offender programs be removed from the Department of Social and Rehabilitation Services.
2. Development of short-term detox centers and treatment facilities for youth who have problems with alcohol and drugs.
3. Allow Judges to develop more intermediate sanctions for youth and parents who do not follow conditions set forth by the court.
4. Increase programming for prenatal and early childhood programs. Home visitations programs such as Healthy Start and Parents As Teachers must be promoted. More families need to be served and the age of children to be served should be raised to five years of age.
5. Legislators need to spend time and hear from front line staff in communities. This includes all levels of programming from government to private agencies that provide services for children and families.
6. Juvenile Offenders Code should reflect statute changes to include city and county ordinances as being part of the code.
7. Tackle the issue of truancy-- revise statutes to help the courts have power to deal with legally truant children.
8. Unless a youth is in school or working on a GED, the State of Kansas would not issue that youth a driver's license. Loss of a drivers license could also be added to the Juvenile Offenders Code as an sanction that could be used by the court.

9. Establish requirements for parents who are home schooling their children. An objective measurement for the progress of that child needs to be established.

10. Do allow for the passage of the school voucher system for the State of Kansas.

11. Clarify authority of intake workers to make placement decision by statute and not the policy of that jurisdiction.

12. To establish statutory authority for intake programs the options of electronic monitoring, house arrest, and conditions of conduct.

13. Authorize surety and O.R. bond for youth at point of intake. An option within this process would be to establish specific conditions of release which the youth must follow pending a first appearance.

14. Allow communities block grants to develop and administer programs that would be for services that would meet the needs of the clients and community.

15. Enact legislation that would provide for flexibility in requirements that involve state agencies.

16. Broadened the licensing for counselors such as family and marriage therapists to practice in this state.

The majority of our recommendations are geared toward those youth who are of late elementary age or adolescence. All Coalition members agree that this is reacting to the problems of our community. If professionals and residents of Kansas really want to move towards a preventive model and philosophy, then more time, money, effort, resources, services, and energy has to be spent on working with individuals who are about to become parents or who have just recently become parents. Parenting is one of the hardest jobs but one that we are least prepared for.

As a community based organization, we appreciate having the opportunity to discuss these ideas and recommendations. We do not have all the answers or even suggestions that would necessarily benefit other communities, we believe that the changes mentioned above would greatly help the players in our community achieve the goal of a county wide community where all children and families are supported in living healthy, productive lives.

Stella Tharp

Stella Tharp
Franklin County Juvenile Services
Franklin County Children's Coalition

List of Collaborate Groups in
Franklin County

1. Hope House - Franklin County Ministerial Alliance
Contact: May Lois Yates at Hope House
2. USD 290 At Risk Committee -
Contact: Bev Brands & Teri Howard at Lincoln
Elementary School
3. After School Project -
Contact: Brenda Boldra at Fr. Co. Child
Development Center
4. Phase - Sexual Risk Reduction Project
Kansas Health Foundation
Contact: Midge Ransom at DCCCA
5. Early Childhood Committee -
Contact: Susan Oglesby
6. Franklin County Children Coalition - also serves as the Local
Planning Council, House Bill 3113, Regional
Prevention Planning Committee.
Contact: Carolyn Newmaster at USD 290 Special
Services
7. Interagency Council - serves as the Collaborate Council for
all ages of citizens in Franklin County.
Contact: Bob Becker at Adult Education Center
8. Community Corrections Advisory Board -
Contact: Larry Wright at Fr.Co. Attorney's Office
9. Juvenile Crime/ Education Task Force -
Contact: Jim Cain at USD 287 Board Office
10. Franklin County Domestic Violence Task Force -
Contact: Diane Seymour at Fr. Co. Mental Health
11. KFI Regional Planning Committee -
Contact: Cindi Walker at DCCCA
12. Case Resolution Team - voluntary working group of parents,
youth, and professionals using creative ways to help
families and children.
Contact: Brenda VanNess at Ottawa SRS Office

Senate Judiciary Com
1-26-95
Attachment 4

FRANKLIN COUNTY CHILDREN'S COALITION
MEMBERSHIP LIST AS OF NOVEMBER 1994

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Belinda Ball and Mary Lois Yates
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Jim Cain and Jill Berkley
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B.J. Chandler
Eckan
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Ottawa, Ks 66067
242-7515

Don Duncan
USD 290
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Ruth Wheeler
Court Services
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Jan Macek
Ransom Memorial Hospital
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Laura Harris
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Charles Patry, Kent Schulte and Bob Erisman
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Bryan Sadowski and Heather Smith
COF
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242-5035

Joyce White, Randy Renoud, and Jim Daugherty
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Wellsville, Ks 66092

John Steelman
District Court Administrator
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Stella Tharp
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242-2210

Cindi Walker
DCCCA
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Ottawa, Ks 66067
242-7100

Larry Wright and/or John Wilcox
Franklin County Attorney's Office
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Ethel Anderson
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Brenda Boldra
Franklin County Daycare and Preschool
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Testimony

Senate Public Health Committee and Senate Judiciary Committee January 26, 1995

The Reno County Planning Council for Children and Families was formed in 1992 following a community-wide assembly. The thirteen members of the Council meet on a regular basis to discuss and take action concerning issues facing families and children in Reno County. The Council functions primarily by forming grassroots task forces to address identified problems.

Some of the Council's actions to date include:

- * Facilitated the creation of a Boys and Girls Club to fill a gap in structured activities and supervision for late elementary and middle school youth with activities and mentoring (the Club has a Board and is organizing);
- * Organized a Parenting Fair last August attended by over 17,000 people in the Hutchinson Mall where 56 non-profit services provided information to families;
- * Coordinated a planning group which has successfully expanded Headstart into rural Reno County for the first time;
- * Increased inter-agency cooperation through roundtables about barriers to services and creation of community-wide computer resource directory, maintained, and updated regularly by the Public Library. The directory will be accessible to all agencies, businesses, schools, churches, and the public through fax/modem, library computer terminals, and telephone inquiry; and
- * Publicized and encouraged key local projects to apply for Kansas community service income tax credits for needed projects; six Reno County projects succeeded in receiving credits.

Work continues by Council task forces in the areas of child care for mildly ill children and development of community initiatives to reduce teen pregnancy. The Council is forming a task force to develop a comprehensive children's budget for Reno County and to monitor the need for alternatives for incarceration of juveniles.

The following actions are ways we see the Legislature could support the local efforts we are making:

1. Continue the community service income tax credits. The first round of these was recently awarded and, in the case of Reno County, went to key service needs in our community: new community health center, child care for mildly ill children, elementary latchkey services, student health service, Youthbuild (a program for employment training for unemployed drop-outs by constructing low income housing), and a local drug and alcohol service for youth, providing services wrapping around the school day.

*Senate Judiciary
1-26-95
Attachment 5*

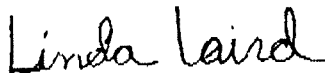
2. Legislate appropriate information exchange between state and local governments and local planning councils and enhance the Corporation for Change's ability to deliver technical assistance to local planning councils. The Council sees the need to know how money is being spent for children and family services. Limited grant support from The Corporation for Change and The Coalition of Community Foundation for Youth permits part time staffing for this project. A policy statement by the Legislature that state and local agencies are to cooperate with Councils in the children's budget and similar planning efforts will help make information more readily available. In addition, local volunteer groups need technical assistance with models and approaches to systemic change: how do you develop a children's budget, how do you reduce barriers to services across systems, how do you encourage businesses to be family-friendly? Continued technical assistance from the Corporation for Change remains critical for these matters.

3. Enforce 3113 or develop improved flexible approaches to assist families.

4. Provide mini-grants to local planning councils so they can offer seed money to local groups working on filling service gaps. Our experience has been that very small amounts of funds \$5,000-\$10,000 can materially assist a local effort to fill a service gap or create important community systems such as a computer resource directory, Parenting Fair, etc.

5. Develop financial incentives to businesses which implement policies and benefits supporting the family and provide information, as a matter of economic development, on how businesses can address changing demographic needs of employees. The Council has struggled to develop a Children's Network--a publicly recognized group of businesses, agencies and individuals--who adopt certain practices which are family friendly. This is a difficult effort. The Council intends to offer, with assistance from the Corporation, seminars to businesses about benefits which make sense for businesses, employees, and employees' families and create support for the family. Additional help from the State is important to make this type of real change.

Thank you for the opportunity to submit our testimony.



Linda Laird
Chairperson
Reno County Planning Council for
Children and Families

The Legislative Role in System Reform of Children and Family Services

The consensus that formed during the early 1990s for the need to reform the system that delivers services to children and families was national in scope, bipartisan, and shared by both public and private leaders and activists. The goals of the reform are general - to ensure that children are born healthy; nurtured and cared for in a safe, loving environment; progress well in school; and grow to healthy, productive adulthood. Achievement of these goals requires strong families. Over the past twenty years it has become clear that good parenting produces significant social benefits and that poor parenting results in very real social costs. Society therefore has a stake in assisting parents who experience problems rearing their children.

History has taught us that solutions to our major social problems cannot be designed in Washington or even Topeka. They require the commitment of individuals closest to the problems. Over the past two and one-half years Kansas has worked to build the partnerships necessary to provide the family supports that can improve the quality of life for disadvantaged children. This is a difficult, time-consuming process that involves parents, teachers, nurses, doctors, social workers, psychologists, communities, churches, businesses, and state government.

For the most part, system reform does not need new programs or new legislation. It would, in fact, benefit more from repeal of laws that prescribe detailed solutions to problems that need flexible responses. Whenever possible it would be desirable for the legislature to identify specific "outcome" goals for programs and to avoid detailed mandates on "how" programs are administered, e.g. specific kinds of assessments, exact composition of committees. Much of the fragmented, categorical nature of the current service delivery system is the result of federal funding. However, to the extent that the legislature can reallocate existing spending from categorical programs to flexible funding, progress will be made in meeting the needs of children and families. Study and debate over a "block grant" approach to state social service and education spending might prove to be productive.

There are other things that the Legislature could do to support local communities in their problem solving efforts. Reform requires the ability of both the Legislature and the public to hold program administrators accountable for results. The technology that is currently available to most state agencies make that very difficult. Some improvement has already taken place, but it is imperative that courts, law enforcement, education and social services possess information systems capable of producing detailed programmatic data and allowing these players to share information and to communicate electronically.

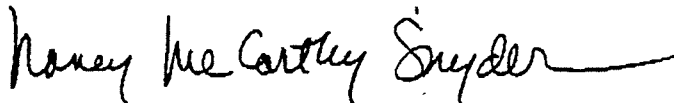
It would also be helpful for the Legislature to encourage the use of (not mandate) mediation and other methods of non-adversarial

Attachment 6

dispute resolution in family cases. The Legislature and the Judiciary can work together to create a more family-friendly court system. Likewise, the Legislature can encourage businesses to adopt family-friendly employment practices that allow employees to remain productive workers while fulfilling parental responsibilities.

The state must become more aggressive in child support enforcement. The Legislature should not allow past arguments that child support is too "messy" to handle or that wage with-holding stigmatized good parents who pay their child support payments, to prevent them from taking action. There can be no excuses for parents failing to meet their financial obligations to their children.

Finally, the Legislature can help to send a message that children and families are a high priority, that the survival of our democracy depends upon our ability to produce future generations of well-nourished, well-nurtured, well-socialized and well-educated children. Government can't do that. Only families can. But too many families aren't. What government can do is to foster an environment that is supportive of families. We need to change attitudes and make new heroes. Rather than pour admiration on sports, media and political celebrities, we need to shower respect on individuals who take parenting and family duties seriously, who are honest and decent and responsible. All of us need to help create a climate that recognizes parenting as the most profound activity most of us will ever undertake.



Nancy McCarthy Snyder
Former Executive Director
Sedgwick County Family and Youth Commission