Approved: 4-28-92

MINUTES OF THE HOUSE COMMITTEE ON APPROPRIATIONS.

The meeting was called to order by Chairperson George Teagarden at 12:50 p.m. on April 2, 1992 in room 514-S of the Capitol.

All members were present except: Representatives Everhart, Pottorff, Gregory, Goossen, Helgerson, Kline,

Blumenthal and Hochhauser. (All excused).

Committee staff present: Ellen Piekalkiewicz, Legislative Research Department

Debra Duncan, Legislative Research Department

Jim Wilson, Revisor of Statutes Sue Krische, Administrative Aide Rose Baker, Committee Secretary

Conferees appearing before the committee:

Representative Vancrum
Representative Barbara Lawrence
Charles Dodson, KAPE
Representative Ann Cozine
Ross Boelling, Chief, Fire Prevention Division
Jack Hawn, KPERS

Others attending: See attached list

HB 2661 - State employee fiscal bonus program.

Representative Vancrum presented testimony in support of <u>HB 2661 (Attachment 1)</u> and provided the committee with a proposed amendment to the bill (<u>Attachment 2</u>). Representative Vancrum stated that this bill will offer incentives to state employees in an effort to achieve economy and efficiency in their respective agencies. Chairman Teagarden expressed concern on how to determine what is cost efficiency or lack of production. Lengthy discussion followed addressing this concern.

Representative Lawrence presented testimony in support of <u>HB 2661</u> (<u>Attachment 3</u>). Representative Lawrence stated that she has discussed this bill with state employees and their responses have been positive.

Charles Dodson, KAPE, presented testimony on <u>HB 2661</u> (<u>Attachment 4</u>). Mr. Dodson expressed KAPE's concern with the potential for abuse by employees and the costs to each agency. Chairman Teagarden stated that the fiscal note on the bill would be for administrative costs only.

HB 2977 - Reimbursement of foster parents for property loss caused by foster child.

Representative Cozine presented testimony in support of <u>HB 2977</u>. (<u>Attachment 5</u>). Carolyn Risley-Hill, Acting Commissioner, Youth and Adult Services, SRS, provided written testimony in support of <u>HB 2977</u>. (<u>Attachment 6</u>). SRS provided to the committee recommended amendments to the bill stating that the secretary shall adopt rules and regulations to establish the claims process. (<u>Attachment 7</u>). The fiscal note estimates a SGF cost of approximately \$18,000 per year. SRS has insurance with a \$250 deductible on destruction of property by foster children.

CONTINUATION SHEET

MINUTES OF THE HOUSE COMMITTEE ON APPROPRIATIONS, room 514-S Statehouse, at 12:50 p.m. on April 2, 1992.

<u>HB 3198</u> - State Fire Marshal; relating to certain certification and registration of programs under the Kansas fire prevention code.

Ross Boelling, Chief, Fire Prevention Division, presented testimony in support of <u>HB 3198</u> (<u>Attachment 8</u>). In answer to a question from Representative Patrick, Chief Boelling stated that the fee assessed for fire sprinkler systems is charged to the company selling the system, not to an individual or business purchasing them. Inspection of the installation of the fire sprinkler systems would be included in the fee charge. The fiscal note on this bill has not been completed at this time.

HB 2961 - KP&F, benefits for spouse of deceased member.

Jack Hawn, KPERS, presented testimony to the committee in support of <u>HB 2961</u>. Mr. Hawn explained to the committee that under current law, a surviving spouse who remarries, and is receiving any retirement benefits, will cease to have any rights to any spouse retirement benefits after remarriage. This bill would allow a surviving spouse to be able to receive the retirement benefits after remarriage. There is no actuarial costs pertaining to this bill. Mr. Hawn stated this bill applies only to police and fire and pertains to KPERS service connected death benefits.

Representative Wisdom moved that HB 2961 be recommended favorably for passage. Seconded by Representative Adam. A substitute motion was made by Representative Heinemann to strike the marriage provision relating to children. Seconded by Representative Turnquist. Motion withdrawn. A substitute motion was made by Representative Heinemann to amend HB 2961 by deleting the wording relating to the marriage of children of the surviving spouse. Seconded by Representative Turnquist. Substitute motion carried.

Representative Wisdom moved that HB 2961, as amended, be recommended favorably for passage. Seconded by Representative Heinemann. Motion carried.

Meeting adjourned at 2:05 p.m. The next scheduled meeting will be April 3, 1992 at 8:00 a.m. in room 514-S.

GUEST LIST

COMMITTEE: HOUSE APPROPRIATIONS		DATE:	4-2-92
NAME (PLEASE PRINT)	ADDRESS	COMPANY	//ORGANIZATION
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BOB VANCRUM

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HOUSE OF

TESTIMONY OF REPRESENTATIVE BOB VANCRUM

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HOUSE APPROPRIATIONS COMMITTEE - HOUSE BILL 2661 TO BE DELIVERED AT NOON ON THURSDAY, APRIL 2, 1992

House Bill 2661 establishes a new incentive program for all State employees for the purpose of involving all employees in an agency in an effort to achieve economy and efficiency. It is somewhat similar to HB 2078 from last session which attracted 68 co-sponsors and is not a new idea around the legislative halls.

Essentially, the ideas is a take off from profit sharing plans that are used in private businesses and tries to involve State employees at all levels with an incentive to restrict and eliminate unnecessary spending in their agencies. bill has been refined somewhat from last legislative session-it excludes from bonus calculations all amounts for aids to local units of government, capital improvements, bond and debt service, lease payments and contract payments. Furthermore, although the agency head retains the discretion as to whether to pay the bonus in any given year, the amount to be paid must be divided among all eligible officers and employees of the agency in an amount not more than 10% of the amount by which actual spending of the agency comes in under the amount appropriated for that year. The bonus must be spread among all employees of the agency on a pro-rata basis based on the proportionate compensation of such person to all other employees of the agency and it cannot exceed 10% of the annual salary of any employee.

There has been a lot of misinformation about this bill. Although I certainly agree that the fiscal note is indeterminate since it depends on the amount of agencies that

HA 4-2-92 Attachment

COMMITTEE ASSIGNMENTS

JUDICIARY

TAXATION

MEMBER: APPROPRIATIONS

will actually be able to achieve savings and the number that choose to make a bonus payment, I do not agree that it is unclear who administers the program. Obviously each agency makes its own determination within the statutory guidelines and restrictions.

Secondly, some have said that there already is a state employee bonus plan in effect which is in conflict with this particular plan. Although there is a plan for bonus payments to employees and there have been some payments made for cost saving suggestions, the plan is entirely discretionary with the agency and allows an agency head to show preference for a favorite employee over others. Furthermore, it does not recognize the fact that in many cases all employees will have to pick up the slack to implement a good cost savings suggestion and not just the person who makes the suggestion. In short it is an ineffective if not counterproductive bonus program and if there is any conflict with that program it is the one which should be abolished.

Another criticism that has surfaced this year is that an agency head who was planning to retire might chose to destroy the long term effectiveness of his agency by prohibiting any purchases or forcing the layoff of protected employees and thereby pocket a bonus even though he wouldn't be around to pick up the pieces in the following year. I have two responses to that suggestion. First, I suppose the human nature is such that somebody will find a loophole in any good plan to destroy its good intentions. Secondly, I think it is a very easy matter to fix. We simply delay any payments under the plan until the following March 1st so that any agency head that was trying this tactic would be disqualified from receiving a bonus since he would no longer be a State employee at the time those payments were distributed. I have a balloon amendment which Jim Wilson will pass out which should meet this criticism effectively.

I'll be more than happy to stand for any questions.

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Proposed Amendment to HB 2661 For Consideration by House Commit on Appropriations 4-1-92

casioned by chance or circumstances outside the control of the state agency. If a state agency decides to make bonus payments under this section, the bonus amount shall be divided among all eligible officers and employees of the state agency in accordance with this section and shall be subject to approval by the state finance council acting on this matter which is hereby characterized as a matter of legislative delegation and subject to the guidelines prescribed in this section and in subsection (c) of K.S.A. 75-3711c and amendments thereto.

, except that such approval also may be given when the legislature is in session

(c) Each person who was an officer and employee who was employed by the state agency for the entire fiscal year for which there was an amount of savings and a bonus amount has been approved under this section shall be eligible to receive a payment from the bonus amount for such fiscal year. The bonus amount payment for such person shall be paid by the state agency from any moneys appropriated and available for operating expenditures and shall be equal to the lesser of (1) the amount equal to that portion of the bonus amount that bears the same relationship to the total bonus amount as the annual rate of compensation of such person in effect on June 30 of such fiscal year, exclusive of all other compensation, bears to the total of all of the annual rates of compensation of all eligible officers and employees in effect on such date, exclusive of all other compensation, or (2) the amount equal to 10% of the annual salary of such person at the rate in effect on June 30 of such fiscal year.

and who is employed by the state agency on the date the bonus amount payments are made pursuant to this section

(d) All bonus amount payments to persons pursuant to this section shall be compensation, within the meaning of K.S.A. 74-4901 et seq., and amendments thereto, for all purposes under the Kansas public employees retirement system and shall be subject to applicable deductions for employee contributions notwithstanding the fact that the payments are made no more often than annually. Bonus amount payments shall be in addition to any other compensation payable by law, or increase therein, to which an officer or employee may be entitled or for which such officer or employee may become eligible.

All bonus amount payments shall be paid during the fiscal year following the fiscal year for which there was an amount of savings and for which a bonus amount was approved under this section. The bonus amount payment date shall be on or after March 1 of such ensuing fiscal year.

Sec. 2. This act shall take effect and be in force from and after its publication in the statute book.

H.B. 2661

STATE EMPLOYEE FISCAL BONUS PROGRAM

H.B. 2661 is a bill which will encourage state employees to take an active part in the fiscal responsibility of their particular agency. While the people I represent face ever-increasing taxes, they are asking why the legislature doesn't address the problem of inefficiency and excessive spending in state government. The average Kansan's perception of state government is it's bloated budgets and wasteful management.

This bill focuses our attention and efforts to the root of the problem which is <u>not</u> our state employees, rather the system we have created. Who can better identify ineffeciences and duplications than those working daily in these agencies? The idea of incentive bonus programs also gives employees a sense of contributing significantly to the overall management of their department.

I have discussed this bill with state employees as well as many private citizens. The response has been unanimously positive.

I would urge you recommend H.B. 2661 favorably.

I'll be happy to stand for questions.

BARBARA LAWRENCE Representative 84th District



1300 South Topeka Avenue Topeka, Kansas 66612 913-235-0262 Fax 913-235-8788

Presentation to

House Committee on Appropriations
by
Charles Dodson
Kansas Association of Public Employees

Mr. Chairman, members of the committee, thank you for this opportunity to speak to you about HB 2661.

We are not opposed to any bill which has the potential of allowing state employees to earn a few dollars.

However, we are concerned with the potential for abuse. For example, section (d) states that the payments shall be subjected to KPER's deductions. The head of a small agency could conceivably cut needed expenditures to increase final year salary in order to increase his/her retirement pay. While this is unlikely to occur, it is possible. In that event, the employees who actually do the work would be stuck with the results.

We are also concerned that one-time savings just to get the bonuses could impact on the amounts appropriated for future years and would once again create undue hardship on the employees.

We do not believe the payments should be subjected to KPER's since that only helps employees in their final years and does nothing for the other employees who will be involved in the savings except they will be required to pay into KPER's and see no increase in their retirement checks.

If it is the decision of this committee to pass this bill, I do hope it comes with a committment to make adjustments to budgets and to this bill if other problems emerge.





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COMMITTEE ASSIGNMENTS
ELECTIONS
INSURANCE
PUBLIC HEALTH & WELFARE

TOPEKA

HOUSE OF REPRESENTATIVES

Mr. Chairman and Committee:

Chin Corne

HB 2977 concerns a problem, I as a former foster parent, and other foster parents have had. This is the vulnerability of uncompensated damages caused by a foster child, or children in SRS custody.

Foster parents certainly don't get rich being foster parents, in fact, they often take money out of their own pockets to pay for some of the things the state doesn't pay. We need generous and loving people to provide a nurturing, caring, environment for many of the state's most unfortunate children.

Unfortunately too, some of these children are hurt, angry, hostile and acting out in distructive ways. One way they are distructive is by damaging and destroying property, often it is the property of the foster parent. This is something to be considered if the state wants to keep good foster homes for these children.

Besides the shortage of good foster homes, there is a very large turnover rate in foster care and I believe this is one thing we can do to help change this situation. Compensating foster parents for damages by foster children will make it easier to get and keep good foster parents for our children who need their love and care so desperately.

Having talked with Donna Whiteman, Secretary of SRS, I agree with her that the best way to handle this need would be with the balloon amendment which she proposed. This would provide what the bill calls for through rules and regulations, rather than by statute. Secretary Whiteman tells me this would be more efficient and cost effective.

Thank you Mr. Chairman and Committee. Your consideration and action on this matter will definately improve the situation for foster parents and their foster children in Kansas.

HA 4-2-92

DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES Donna L. Whiteman, Secretary

House Appropriations George Teagarden, Chairperson

Testimony in Regard to House Bill 2977 April 2,1992

AN ACT concerning the secretary of social and rehabilitation services; authorizing payments for property damage to property owned by foster parents under certain circumstances; amending K.S.A. 1991, Supp. 46-922 and repealing the existing section.

Mr. Chairman and Members of the Committee, I am appearing today to present testimony regarding House Bill 2977. This bill would allow the Secretary of SRS to compensate foster homes for personal and real property damages caused by foster children placed by SRS. The Secretary may create advisory boards to hear claims and to make recommendations.

SRS purchases insurance coverage for foster homes. The policy has a \$250 deductible for homes that do not have primary coverage, and has restrictions against claims for damage to property, such as automobiles, when they are damaged while away from the residence.

It isn't possible to calculate the fiscal impact of this bill because there isn't adequate information regarding the level and cost of damage that is currently uncompensated. If the bill intends to allow the Secretary to award compensation for deductibles, there would be some fiscal impact. For example, there are approximately 2,300 children in SRS custody who reside in family foster care homes. If ten percent of the children commit damage in a year, and if a claim is filed for \$100 per child, a typical deductible, it would cost \$23,000 per year.

If this Bill is enacted, we do not anticipate that the increased workload would require extra staff. We are offering an amendment that would decrease the staff time required to carry out the intent of this legislation. We are proposing that the bill allow the secretary to develop rules and regulations related to the processing of claim. We have attached a copy of the proposed changes.

The Department of Social and Rehabilitation Services supports the intent of House Bill 2977, and offers the following to accomplish the intent of the Bill: 1) authorize the Secretary to develop Rules and Regulations to allow the Department to supplement the current \$250 insurance deductible or 2) authorize the Secretary to purchase an insurance policy that has a smaller deductible. In both situations the fiscal impact is unknown however, it is anticipated that additional dollars would be needed by the Department.

Carolyn Risley-Hill Acting Commissioner Youth and Adult Services 913-296-3284

HOUSE BILL No. 2977

By Representative Cozine

2-12

AN ACT concerning the secretary of social and rehabilitation services; authorizing payments for property damage to property owned by foster parents under certain circumstances; amending K.S.A. 1991 Supp. 46-922 and repealing the existing section.

Be it enacted by the Legislature of the State of Kansas:

Section 1. K.S.A. 1991 Supp. 46-922 is hereby amended to read as follows: 46-922. (a) As used in this section and in K.S.A. 46-923 and amendments thereto, the term "state agency" shall have the meaning ascribed thereto in K.S.A. 75-3701 and amendments thereto.

(b) The head of any state agency is authorized to make payment to the officers or employees of such state agency for property damage or loss occurring while that officer or employee is acting within the scope of such office or employment if such property loss or damage, in the opinion of the state agency head, did not occur as a result of negligence of the claimant.

(c) The head of any state agency is authorized to make payment to any other person for personal injury or property damage or loss occurring under circumstances which establish, in the state agency head's opinion, that such damage or loss was caused by the negligence of the state or any agency, officer or employee thereof.

(d) The secretary of social and rehabilitation services is authorized to make payment from funds appropriated to the secretary department of social and rehabilitation services for the homemaker program to any person for personal injury or property damage or loss caused by an act of a homemaker employed by the secretary.

(e) The secretary of social and rehabilitation services is authorized to make payment from funds appropriated to the department of social and rehabilitation services for the foster care program to any foster parent for damage to personal property or real property owned by the foster parent which was caused by a foster child or other person in foster care so long as the foster parent did not contribute to such damage but acted under the circumstances during which the damage resulted in the manner any reasonable prudent parent would have acted under the same or similar circumstances.

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The secretary may establish an advisory board or boards composed of an equal number of social and rehabilitation services case workers and foster parents to hear claims under this subsection and make recommendations to the secretary concerning such claims.

(d) (f) No payment shall be made under this section on any claim for an amount in excess of \$500 or in any amount on a claim by a person who is an insurer and who is making the claim as a subrogee for all or part of any amount paid to such person's insured.

Sec. 2. K.S.A. 1991 Supp. 46-922 is hereby repealed.

Sec. 3. This act shall take effect and be in force from and after its publication in the statute book.

TESTIMONY OF ROSS K BOELLING, CHIEF FIRE PREVENTION DIVISION

HOUSE APPROPRIATIONS COMMITTEE APRIL 2, 1992

HOUSE BILL 3198

I am here to testify in favor of House Bill 3198. This bill would permit the State Fire Marshal to assess fees for various certification and registration programs the agency is responsible for.

I thank the Committee for introducing this legislation. This past Tuesday, our Senate subcommittee recommendation to the Senate Ways and Means committee included words of support for this legislation. We did request this legislation in our FY93 budget. Our agency position is that any certification or registration program we operate should be self-funded by the assessed user fees. Certification and registration programs provide an effective way for us to implement several of our statutory responsibilities. I have included an attachment which illustrates how the certification and registration programs fit into our overall responsibility.

In September we received a Division of Accounts and Reports Informational Circular No 1095 entitled "Optional Financing of Agency Programs by Identifying and Assessing User Fees More Nearly Equal to the Cost of Services Provided". This circular encouraged agencies to finance programs by assessing user fees at a level more nearly equal to the cost of services provided.

I WANT TO EMPHATICALLY STATE THAT HB3198 IDENTIFIES THE MAXIMUM FEES FOR THESE SERVICES, NOT THE FEES WE EXPECT TO CHARGE. We requested high ceilings on the fee amounts so the legislation can stand for a number of years without the necessity of increasing the fee amounts. It is our intent to only charge the fees necessary to support the FTEs and related administrative charges involved in administering the program. It is probable that one or two additional FTEs may be requested in future budgets to support these programs; full funding will be provided by these fees.

I will briefly explain the various fee programs to you.

EXPLOSIVES

As I understand it, the explosives program has been a part of the State Fire Marshal's authority for a number of Licensing initially began in 1984 after two firefighers were killed in an explosion. Additionally, 1988 Kansas City Missouri explosion which killed six firefighters further increased the program. This program requires a Fire Marshal issued permit to purchase, store, or ignite explosives in Kansas. Currently, we have approximately 1,300 Explosives Blasters, 300 Explosives Users and 900 Explosives Storage Sites. This program operates with no fees. HB3198 will provide us the authority to charge for administering this program. The fees will be utilized to increase our level of verification of blasters, users and sites.

FIREWORKS.

The State Fire Marshal has been involved for fireworks regulation for many years. We currently have a registration program for Bottle Rocket Manufactures. We have a limited program for Public Fireworks Display Operators. The Fireworks Manufacturers program would be a new registration program. These fees will be utilized for increased inspection services.

There have been requests from the Kansas Fire Service for a state-level certification program of Public Fireworks Display Operators. Fire Incident data the past several years has shown increases in the number of injuries occurring during public exhibition of fireworks. jurisdictions are becoming reluctant to accept responsibility for approving public display operators. This certification program would require a certified operator at any Class-B fireworks display in Kansas. Through certification, local jurisdictions would have an easy way to insure that the person in charge of a Class-B fireworks shoot meets our minimum requirements. Additionally, the certification requirement would permit the revocation/non-renewal of any unsafe operator. Fees would be used to administer the testing and certification program and for dissemination of information to the fire service regarding the program.

FIRE DETECTION SYSTEMS

This would be a new certification/registration program. Significant components of the Kansas Fire Prevention Code depend on smoke or heat detection systems to allow early notification and announcement of a fire situation in a wide variety of situations. Currently, we do not have any requirements adopted insuring that the businesses providing this service are knowledgeable about the installation, service or maintenance of such systems. We

have the authority to regulate such businesses, but to date have not implemented a program to address this need. Fees from this program will be used for certification, plans review, inspection and enforcement services.

FIRE SPRINKLER SYSTEMS

This would also be a new certification/registration program. Properly installed Fire Sprinkler systems can significantly reduce fire losses. Likewise, we do not have requirements adopted for those companies providing these services but do have the authority to do so. Fees from this program will be used for certification, plans review, inspection and inspection services.

LP-GAS BOTTLE FILL SITES

This would be a new certification/registration program as well. LP-Gas is safe when properly handled, stored and respected. There are a numerous locations throughout this state which do not provide adequately trained personnel to conduct bottle-fill operations. We have had some serious injuries this past year involving improper bottle fill operations. Additionally, we have had some serious potential situations caused by bottle-fill locations not properly conducting their refilling operations.

The proliferation of LP-Gas fueled barbecues and other LP-Gas appliances increase the possibility of serious incidents if the business which filled the bottle did an improper job. The LP-Gas industry attempts to self-police itself through an ongoing education and information program, however not all those involved in bottle fill operations participate. As the state agency responsible for the fire safety aspects of this product, this certification is necessary to insure public safety. I plan for this program to require certification of all businesses and locations conducting LP-Gas bottle filling for retail sale or rent. The fees would be used for certification, inspection and enforcement activities.

LP GAS CHECKLIST CERTIFICATES

This is an existing program to insure that the people installing LP-Gas carburetion on vehicles be certified by this office. Again, this program has been conducted without the collection of fees.

PRIVATE LIQUID FUEL TRANSPORTS

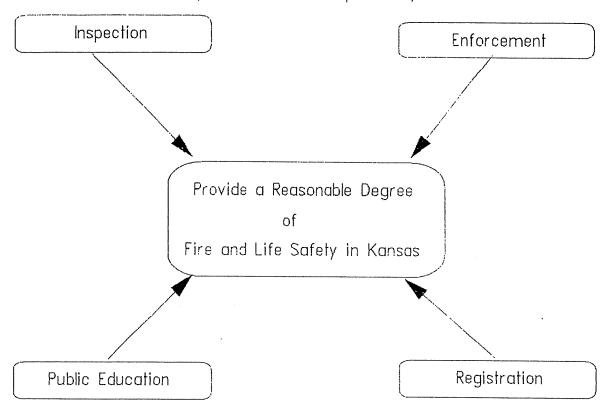
This would be a new program which will bring the agency into compliance with KSA 31-146. I am unsure of the continued need for this program given the myriad of other state agencies involved in the inspection of liquid fuel transports, however I am attempting to comply with our statutory mandates.

It is not our intent to charge excessive fees to drive companies out of business, nor to increase consumer prices by any significant amount. By assessing these fees and using them for oversight of these programs, we will improve the quality of services provided to Kansas citizens which will further improve their fire and life safety protection.

I will be happy to answer any questions you may have concerning my testimony.

Kansas State Fire Marshal Department Fire Prevention Division

Implementation of Responsibility



INSPECTION provides the on-site inspection activities throughout the state. This service identifies violations and fire safety problems and helps induce compliance with requirements through one-on-one visitiation and a facilities knowledge that an inspector will routinely visit.

ENFORCEMENT provides the follow-up to cited violations until an acceptable resolution of all violations occurs. This compels facility compliance through consistent and timely follow-up of all violations. This consistency in follow-up further improves facility cooperation.

PUBLIC EDUCATION is critical to the success of our prevention program. Our inspector and enforcement contact with most facilities is very short, if we are unable to provide proper public education of those we regulate, the importance of fire safety will never be acknowledged or recognized by the regulated community. If people cannot understand the rationale behind a requirement, they cannot be expected to comply with it.

CERTIFICATION/REGISTRATION is the area directly affected by HB3198. The State Fire Marshal has broad authority to insure businesses providing fire protection equipment and service are providing correct and reasonable services. Additionally, several registration/certification programs are in place to address other businesses with fire safety implications. Or, in other words, to insure that those purchasing fire equipment services or involved in certain hazardous operations are receiving their money's worth.