

Approved: February 4, 1993
Date Phv

MINUTES OF THE HOUSE COMMITTEE ON PUBLIC HEALTH AND WELFARE.

The meeting was called to order by Chairperson Joann Flower at 1:30 p.m. on February 2,, 1993 in Room 423-S of the Capitol.

All members were present except:

Committee staff present: Emalene Correll, Legislative Research Department
William Wolff, Legislative Research Department
Sue Hill, Committee Secretary

Conferees appearing before the committee:

Donna Whiteman, Secretary Department of SRS
Janet Schlansky, Director of Work Force Development Division of SRS

Others attending: See attached list

Meeting was called to order by Chairperson Flower.

The Chair drew attention to minutes available that had been corrected per vote by members at the meeting yesterday. Chair then welcomed Secretary Whiteman and invited her to begin her presentation.

Secretary Donna Whiteman, offered hand out, (Attachment No. 1), a paper that details (An idea of how KanWork has been implemented, how it operates in the area offices.) She detailed the history of KanWork as it was legislated in HB2644 in 1988. Four pilot counties were the focus of the implementation of the program. . To provide services helping to reduce poverty and to bring children out of poverty, to encourage work and self-support for clients is a big job, that the Department of SRS takes seriously. She detailed changes resulting from new law, i.e., the Family Support Act calls for stiffer penalties for non-compliance and she redefined the exemptions from participation. She detailed the exemption and penalty criteria. She noted another change, due to federal requirements, they have, have and are moved away from targeting volunteers, moving toward targeting specific groups of AFDC recipients as defined by the federal law. The federal law mandates the state must expend 55% of the JOBS budget on federally-mandated target group. She detailed the mandated requirements, outlined priority groups; procedures for Job Club workshops designed to sharpen job search skills were explained.

Secretary Whiteman stated there is a contract with the Department of Human Resources, and she explained this in connection with the WIN program (Work Incentive Program), that is implemented by the Department of Human Resources.

Secretary Whiteman detailed the procedures a client goes through from the out-set when a determination is made for eligibility, all the way through to the employment stage. She detailed how vital it is to maintain contact with the clients, show interest, know if more educational training is necessary, whether or not social problems exist with the client that may need to be address even before the job readiness process is begun, i.e., depression, problems with alcohol or drugs. She then drew attention to charts in the hand-out that indicate the forms that are completed by prospective clients, noting when a client is being assessed as to eligibility, a contract actually is signed by that client when they are placed in the program. This contract holds them to taking the responsibility of holding a job, earning a wage to enable them to become self sufficient. She outlined the duties of case workers; noted 50% of the dollars go for child care. She stressed there are numerous former clients that now are working as case workers and in other positions for the Department of SRS and many other jobs in the state. She detailed the option to declare if they are employable they can obtain a job themselves.

Secretary Whiteman detailed the current operation of KanWork. The model is based on client strengths and

employment goals. She noted the direct services, i.e., education and training are contracted out and are provided by School Districts, Community Colleges, Vo-Tech Colleges. One program that is provided by the Department however, is the Job Club Workshop. She detailed this program. Records indicate that 46% of the clients that come to the Department for assistance do not have a GED, noted however some continue with their education, some completing college obtain a degree and become self sufficient. She gave a detailed explanation of the program on Survival Skills, services which are available for removing barriers, i.e., vocational training; literacy; adult basic education; general education development; specialized assessment for those clients with learning disabilities, drug and alcohol addiction, functional skills; personal and family counseling; emergency assistance; assisted job search; vocational counseling; local job market information; on the job training; direct job placement; child care; housing transportation.

Secretary Whiteman detailed efforts in referrals and coordinating programs with adult education centers; Community Colleges; Vo Tech Schools; mental health facilities; transportation companies, Universities, job service centers; local community services organizations, Department of Human Resources KanWork with the four pilot counties. She noted the importance of involvement by business and industry and detailed programs currently on-line. She identified changes they hope for to help the KanWork program work better, i.e., quicker assessment of clients in determining when they are ready for employment; provide transitional medical assistance longer than one year; offer more lucrative jobs, to make employment more attractive (however a federal waiver would be required to implement this program). More accurate job readiness indicators must be developed; provide assistance in relocation of clients where good jobs are available; increase transportation allowance; improve education coordination.

Recorded as (Attachment No.2) is the response to KanWork Post Audit report. The attachment was not detailed verbally, but made available for all members of the Committee.

Ms. Whiteman and Janet Schlansky both answered numerous questions, i.e., The Federal government does not have just one Jobs program, the largest is for food stamp recipients, and also have do refugee programs, eligibility for day care. The state operates 2 Jobs programs, and are trying to the Federal government to combine the programs for easier administration. She detailed the new positions acquired by the Department. It was noted, perhaps a missing component in the circle of clients returning again and again is that there could perhaps be more dollars invested in the transition period to help ensure clients have more education so better jobs can be obtained, and self sufficiency obtained as well. Secretary Whiteman indicated, it is difficult to track many of the individuals going off the AFDC programs, i.e., some move away, some die, no phone contact can be made. Guidelines on waivers were explained. It was noted a certain percentage of clients would be successful in becoming self sufficient with or without help, but the reality is if some had not had the benefit of services at the time of challenge, perhaps a teenage pregnancy for example, they would have had more difficulty in meeting the challenge.

There are no figures available on percentages of clients who may have the potential for entering and completing a college degree. As noted earlier, there are currently KanWork clients enrolled in college, and some former clients who have obtained their degree and are now serving as case workers and in other fields.

Chair thanked Secretary Whiteman for her comprehensive report, and to both the Secretary and to Ms. Schlansky for their response to the numerous questions.

Chair drew attention to a report Ms. Correll had provided Committee on request, (Attachment No.3). Proposal No. 17--KanWork, directs the Legislative Budget Committee to study implementation and effectiveness of the KanWork program. This report was initiated as a result of an interim study.

Chair thanked Mr. Foster for his presence this day as well. Mr. Foster, Senior Auditor of Post Audit, was available for questions if necessary.

Chair adjourned meeting at 3:00 p.m.

The next meeting is scheduled for tomorrow, 2/3/93, at 1:30 p.m.

VISITOR REGISTER

HOUSE PUBLIC HEALTH AND WELFARE COMMITTEE

DATE Feb 2, '93

| NAME | ORGANIZATION | ADDRESS |
|---------------------|------------------------------------|----------|
| Dodine J. Lacey | KCSL | Topeka |
| Sky Westlund | YWCA | Topeka |
| Millie Walter | EDS | Topeka |
| Linda Loring Carter | KDHR | Topeka |
| Shirley Cook | Washburn | Topeka |
| Elizabeth Lawson | -- | Topeka |
| Allen Foster | Legis. Post Audit | Topeka |
| Phyllis Lewis | IRS | Topeka |
| Janet Scholonsky | SRS | Topeka |
| Donna Whitman | SRS | Topeka |
| Marty Kennedy | DOB | " |
| Kelly C. Knoebner | Washburn U. | " |
| Nancy Reddy | Sec. of State | " |
| Nancy Swan | Washburn | Topeka |
| Suzanne Clarke | Leg Research | Topeka |
| George M. Doyle | Washburn University | Topeka |
| Misti Luttrell | " | " |
| Kelli Qualls | Washburn Univ. | Topeka |
| Bunda Chegwidden | Washburn Univ. | Topeka |
| Lyra Catthoff | Washburn Univ | " |
| Cedelle White | " | Topeka |
| Missy Ramsey | WU | Topeka |
| Sydney Hardman | KS Action for Children Lawrence | Lawrence |

KANSAS DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
Donna Whiteman, Secretary
Testimony Before the House Public Health and Welfare Committee
February 2, 1993

HISTORY OF KANWORK

The 1988 Kansas Legislature passed the KanWork Act (HB 2644) which included the necessary benefits of child care, education and training, transportation, medical, and transitional services. Its purpose was to insure job preparation, placement, and retention to help individuals on public assistance become gainfully employed. Implemented in four counties (Sedgwick, Barton, Finney, and Shawnee), the pilot program was designed to reach 35% of the public assistance population in Kansas. Shortly after the implementation of KanWork in Kansas, the Family Support Act of 1988 was approved by Congress and signed by the President in October of 1988. The Act provides for the replacement of the existing Aid to Families with Dependent Children (AFDC) program with a new Family Support Program which emphasizes work, child support, and need-based family support supplements and creates the Job Opportunities and Basic Skills Training Program (JOBS). When Kansas implemented JOBS in October, 1989, KanWork became the complete JOBS program and replaced the Work Incentive Program (WIN) in effect at the time. Kansas operates a minimal JOBS program in non-KanWork counties.

CHANGES RESULTING FROM NEW LAW

The Family Support Act called for stiffer penalties for non-compliance and redefined the exemptions from participation. Recipients of public assistance are referred to the KanWork Program as a condition of eligibility, if they are not exempt under the law. Exemption and penalty criteria vary. Recipients required to participate may lose all or part of their benefits for failure to cooperate with these programs. Persons not required to participate may volunteer to participate without penalty for failure to cooperate.

Another change due to federal requirements was movement away from targeting volunteers and toward targeting specific groups of AFDC recipients as defined by federal law. To maximize the federal funding available, the state must expend 55% of the JOBS budget on the federally-mandated target group which includes:

- a) Families in which the custodial parent is under age 24 and has not completed high school, or is not enrolled in high school or an equivalent course;
- b) Families in which the custodial parent is under age 24 and has worked less than 6 months in the last 12 months;
- c) Families in which the youngest child is within two years of being ineligible for assistance because of age; and
- d) Families who have received assistance for more than 36 months during the preceding 60 month period.

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PRIORITY GROUPS

First priority is given to the target group population; volunteers are second in priority. Teenage parents with a high school or equivalent education and more than six months work experience in the preceding 12 months are given third priority and AFDC-Unemployed Parent program recipients are given fourth priority.

KANWORK PILOT PROJECT

The KanWork Pilot Project allowed the state to have a head start on the federal requirements and included the same provisions of child care, medical assistance, transportation, training, education, job search and transitional services. As a result of designating the KanWork Pilot as the federal JOBS program in Kansas, the state was able to access federal matching funds. In order to continue receiving these funds, the state must continue to meet certain requirements, including participation rates and statewideness. The statewideness regulation required each state to have a comprehensive JOBS program available to at least 75% of the adult AFDC population by October 1, 1992. Kansas expanded the KanWork program to 24 counties in FY '92 and FY '93 and met this mandate.

The operation of AFDC work programs under the WIN program was a dual responsibility shared by SRS and the Department of Human Resources (DHR). Under the Family Support Act, the state IV-A agency (SRS) became solely responsible for implementing and operating the new AFDC work program, JOBS.

CURRENT OPERATIONS

KanWork now provides comprehensive services in 24 Kansas counties. (Attachment G, SRS Employment Preparation Facts and Information: Counties Initially Offering KanWork; Phase I KanWork Expansion (5/1/92) and Phase II KanWork Expansion (1/93)

Some KanWork services are provided directly by the SRS KanWork staff. These services include an initial assessment and completion of an individualized self-Sufficiency Plan formulated with and signed by the client and the sharing of information about opportunities available through KanWork. The Plan is developed based upon the individual's situation and takes into consideration the participant's specific barriers to employment. The plan addresses appropriate steps to be taken in the employment seeking effort and identifies responsibility for those steps. Plans toward self-sufficiency should build upon the participant's strengths and should clearly document the Employment Goal. (See Attachments A.1 through A.3, for a completed Self-Sufficiency Plan).

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KanWork staff also conduct Job Club workshops designed to sharpen job search skills; Survival Skills workshops are conducted and provide group support and information about the following:

| | |
|------------------|---------------------|
| Assertiveness | Self-Advocacy |
| Personal Health | Legal Rights |
| Nutrition | Crisis Management |
| Parenting | Community Resources |
| Money Management | Employment |

CASE MANAGEMENT

Each client has a KanWork case manager who serves as a coordinator of services and the primary point of contact and support for the client throughout the program. Many clients have attributed their success in KanWork to the support of case managers.

KanWork case managers make many referrals to other agencies and providers for many client services. Referrals are made to services which assist in removing barriers to program participation, as well as to appropriate training and specialized assessments. Referrals include but are not limited to:

| | |
|--|------------------------------|
| Vocational Training | Assisted Job Search |
| Literacy | Vocational Counseling |
| Adult Basic Education | Local Job Market Information |
| General Education Development (GED) | On-the-Job Training |
| Specialized Assessments (learning disabilities, drug and alcohol addiction, functional skills) | Direct Job Placement |
| Personal/Family Counseling | Child Care |
| Emergency Assistance | Addictions Counseling |
| | Housing |
| | Transportation |

STATE COORDINATION

Close coordination with other agencies is essential to the success of KanWork. Both local area office staff and central office staff coordinate closely with community and state agencies to maximize resources, prevent duplication of services, and ensure comprehensive quality services for KanWork clients. SRS is coordinating with the Department of Human Resources and the Kansas State Board of Education to use and promote the Kansas Competency System as an educational assessment system that can be used and understood as a common frame of reference by adult education centers and local and state agencies. SRS coordinates with Job Training Partnership Act (JTPA) Private Industry Councils in the development of contracts and in the delivery of some services. SRS and JTPA have held several joint meetings to prevent possible duplication of services and to determine how services can be coordinated to better serve KanWork/JTPA participants. Coordination provides improved services and establishes guidelines for providing services to clients who are eligible for both programs.

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LOCAL COORDINATION

At the local level, SRS KanWork makes referrals to and coordinates with:

| | |
|-----------------------------------|--|
| Adult Education Centers | Job Service Centers |
| Community Colleges | DHR KanWork (Barton, Finney, Sedgwick, Shawnee) |
| Area Vocational Technical Schools | JTPA |
| Mental Health Facilities | Local Community Service Organizations |
| Transportation Companies | |
| Universities | |

Recent innovations include having an SRS KanWork staff person on-site part-time at places where clients receive services from providers. For example, Topeka is exploring the possibility of having a KanWork staff member conduct on-site Survival Skills workshops at the adult education sites for the benefit of clients enrolled in GED and other adult education programs. Wichita has a KanWork staff member available part-time at the adult education center to learn of absences immediately and to answer questions from clients and center staff. Exploring absences immediately and providing services to remedy problematic situations such as loss of child care or other crisis, greatly enhance the chances of absent students returning to class and completing studies.

The Hutchinson SRS KanWork recently entered into an agreement with the South Central Kansas Area Agency on Aging Housing Authority to provide the Family Self-Sufficiency Program to eligible KanWork participants. This program establishes an escrow account for each eligible family. Following employment of each participant, an escrow account is credited a portion of the increase of rent paid that otherwise would result from increases in earned income during the time the family is in the program. The amount in a participating family's account in excess of any amount owed the Public Housing Authority may be paid to the eligible participant after the participant completes the KanWork Self-sufficiency Plan and certifies that no immediate family member any longer receives any public assistance for housing.

BUSINESS AND INDUSTRY PARTNERSHIPS

For KanWork to be truly successful, business and industry must be involved. Pilot projects are under way with business and industry for the training and hiring of KanWork participants. One project involves the Diversified Educational, Training & Manufacturing Company (DETAMC) of Wichita, a minority-owned for-profit company; SRS KanWork and the Job Training Partnership Act (JTPA). SRS KanWork refers clients to the project. The company provides thirteen weeks of basic academic education and work skills training and then moves clients to on-the-job training. After six months of on-the-job training

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with wages paid by JTPA, the company hires the trainees or places them in entry-level jobs with other companies. Wichita also has the Wichita/Sedgwick County Emergency Dispatch (911) Project which provides eleven weeks of intensive technical training with opportunity for full-time permanent employment following training. SRS KanWork refers clients; JTPA pays for the on-the-job training wages.

STATE EMPLOYMENT

A project involving employment in the public sector places and tracks KanWork participants in State Civil Service positions. The procedure sometimes involves temporarily downgrading a position to qualify it as a direct entry position. Direct entry positions do not require a test, and open competition allows any candidate to apply without having to meet regular state hiring requirements. This Employment Preparation Services initiative is designed to put responsibility on SRS staff to request the referral of KanWork participants to compete for vacant civil service positions. The hiring of KanWork participants within SRS not only helps them become self-sufficient, but also establishes a model for other agencies and the private sector.

Each area office has a designee who identifies qualified KanWork participants interested in the position, reviews state applications of interested participants, and refers qualified participants to the hiring agency. From that point, Kanwork clients compete with other applicants. When a KanWork participant is hired into a downgraded position, the position may be upgraded after the client obtains the necessary experience/skills to meet the qualifications of the original position. To date, this fiscal year, the SRS management areas report 183 participants who have been referred to the program, 104 interviewed for positions, and 33 hired.

In another project, Kansas Department of Transportation (KDOT) provides newly obtained federal funding to recruit women KanWork clients for a three-day orientation workshop directly related to non-traditional highway construction occupations. SRS KanWork provides staffing, training space, and referrals to contractors. In addition to teaching women clients how to gain and retain employment in highway construction, the project also offers a short training course for KDOT contractors on the benefits of hiring women, provides training of trainers for SRS KanWork staff so they can conduct workshops locally, and assists KDOT in reaching the craft goal of having 6.9 percent women in highway construction.

Please see attachments B, C, and D for flow charts of participant services, attachment E for a listing of current contracts, and attachment F for case examples.

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CHANGES SRS WOULD LIKE TO SEE IN THE KANWORK PROGRAM

From our experience in operating the pilot program in the original four counties, we have identified changes and enhancements that should improve services. We have also considered information gained from the Wichita State University (WSU) evaluation, Legislative Post Audit, SRS Audit, and technical assistance visits in proposing the changes.

- * We need to develop a fast track process for those clients who have skills but are temporarily on assistance due to family circumstances. By quickly assessing these persons and determining they are ready to seek employment, we can refer them quickly to agencies that will help them find jobs.
- * There are some individuals who would prefer to self-declare they are ready to seek work that we can immediately refer for employment services. We also find that some, due to learning disability, will not ever be able to pass a GED examination that we should divert to other services such as a work experience program or to employment services to seek employment even at minimum wage jobs.
- * We need to provide transitional medical assistance longer than one year. In many beginning level jobs, medical insurance is not provided or provided at such a high cost that is not affordable. If we could extend transitional medical services to at least two years, clients would have raises during the period which may enable them to purchase the service or with work experience gained, may move them to jobs offering medical insurance for them and their children. A federal waiver or state only medical program would have to be developed to implement this option.
- * We need to offer more lucrative income disregards in our assistance program to make employment more attractive. A federal waiver would be required to implement.
- * SRS, in conjunction with participating agencies and organizations, must define the roles and responsibilities of all.
- * SRS, in collaboration with DHR, must develop a clear mission and vision for KanWork, with defined outcomes, and agreed upon by the Governor, Legislature, and participating agencies.
- * A management information system that will accurately evaluate the programs, provide information requested by State and Federal agencies, and provide clear evidence of desired outcomes must be developed.
- * Job readiness indicators that more accurately determine a participant's employability status must be developed.

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- * The monitoring and oversight capabilities of the KanWork Interagency Coordinating Council should be strengthened.
- * When participants are not cooperative with the self-sufficiency plan, federal regulations require a visit to and conciliation with clients. This lengthens the time prior to penalty application. A federal waiver could be sought to eliminate conciliation.
- * We need to strengthen the link between education, training and employment. By using, as a model, the DETAMC, CESSNA, and EMERGENCY DISPATCH projects that successfully combine training with assured employment, we can enhance private sector involvement and create new opportunities for KanWork participants. We are also considering an alternative work experience program with the private sector for those businesses who cannot afford to pay for on-the-job training experiences. This would require federal approval.
- * If we could provide assistance in the relocation of clients to places where they can find work in their field of training, this would encourage clients to take jobs they could not otherwise afford to accept.
- * An increase in the current transportation allowance from the current maximum of \$25.00 per month is necessary for clients to more actively participate in our services. In addition, if we could pay for clients to attend an interview outside of their home area, we could assist them in obtaining jobs they would not otherwise consider.
- * We need to target our program toward those participants who can make the most expeditious use of JOBS services. We have proposed a pilot project to target most of our time and resource toward those high-functioning individuals with moderate barriers to employment who are within a year of becoming self-sufficient but are not immediately job ready. If this is successful, the concept would be expanded to other KanWork counties.
- * We have found that the workload of staff has exceeded the caseload numbers needed to be effective. A Southport Institute for Policy Analysis survey suggests a caseload size of 82 AFDC families for each case manager. Only two states, Hawaii and Vermont, think their current caseloads, 70 families and 30 families respectively, are not adversely affecting the quality of service provided by the JOBS program. According to an October 1992 survey of KanWork counties in Kansas, caseloads range from 113 to 129. By targeting the bulk of our efforts on those participants who we believe can be successful in removing themselves from cash assistance, the program can become more effective. This will mean larger waiting lists, minimal time with other lower functioning individuals, but a higher level of services being provided to those we believe can most benefit from training.
- * We believe a job has benefit even though it may not pay enough to get someone completely off of assistance. Many clients will not earn enough to

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remain free of assistance until they have been at a job for some time. For most of our rural areas any job above minimum wage is exceptional. But a job even at minimum wage may help to break the welfare cycle and serve as an example to children that working is the norm. We should support these movements toward self-sufficiency by subsidizing the participant through enhanced income disregards and other incentives to remain employed. Some participants have the capacity to enter college or vocational training which will lead to substantial employment and remove them from cash assistance. This will usually require a long term investment in their education.

EDUCATION COORDINATION

- * In order to meet the challenge of providing adult education to more participants than was originally anticipated, there needs to be enhancement of interagency coordination for the provision of relevant education services to meet the needs of participants and their families, and increased funding for these additional services must be secured.
- * In coordination with education, we need to develop resources to more effectively assess client skills and strengths and also be able to identify learning disabilities and other weaknesses that may hinder clients from achieving their employment goals.
- * We find that in some rural areas there are not sufficient adult education services to meet our needs. We would strongly support Legislative action to more adequately fund local Adult Education Centers. In addition, the funding for Adult Education is on a per pupil basis and usually a time delay of nearly two years before any funds are received by the local education agencies for increased services.
- * Staff believe that an education counselor at the adult learning center could help keep participants in basic education classes. With the problems many participants have had previously with the education system, participants become easily frustrated. A counselor immediately available at the learning center could assist in resolving those concerns so that no time would be lost before the case manager is notified, as happens in some situations. Further coordination with JTPA and Education would be necessary to provide this service.
- * SRS workers assist participants by removing barriers to participation in component activities. They serve as brokers between many of the participating agencies to assist the client in maintaining motivation and self-confidence. By SRS acting as intermediary between JTPA, Education, and the other agencies, clients are better able to focus on working towards self-sufficiency without the problems of dealing with so many different agencies. We expect to continue this role.

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Attachment A.1

State of Kansas
Department of Social and
Rehabilitation Services

Attachment A.1
Self-Sufficiency Plan

EP-4305
Rev. 7-92

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| | | | | | |
|--|---|---|--------------------|-----------------------|---|
| 1. NAME Jane Doe | 2. SOCIAL SECURITY NUMBER ----- | 3. CASE NUMBER ----- | TYPE OF PLAN | INITIAL REVISION # | X |
| 4. CASEHEAD Same | 5. OCCUPATIONAL GOAL LPN | | | | |
| 6. PLAN OF ACTION | TASKS TO BE ACCOMPLISHED | PERSON(S) RESPONSIBLE | TARGET DATE | COMPLETED DATE | |
| Non-Participation Status | Complete drug treat- ment plan. | Jane | 1/31/92 | | |
| Education | Enroll in GED classes at the Adult Learning Center - attend 20 hrs per week then take GED test - turn in time- sheets. | Jane | 2/1/92 - 6/92 | | |
| Survival Skills | Attend February workshops - 12 hrs/wk. | Jane | 2/92 | | |
| Job Skills Training | Enroll in VoTech LPN program - 40 hrs/wk. | Jane | 7/92-8/93 | | |
| I HAVE AN ACTIVE ROLE IN COMPLETING THE SELF-SUFFICIENCY AGREEMENT. I WILL KEEP IN CONTACT WITH THE EPS WORKER THROUGHOUT THE PROGRAM. I HAVE BEEN MADE AWARE THAT FAILURE TO PARTICIPATE MAY AFFECT MY FOOD STAMPS AND/OR CASH ASSISTANCE CASE. | | I HAVE AN ACTIVE ROLE IN COMPLETING THIS SELF-SUFFICIENCY AGREEMENT AND I AGREE TO PROVIDE ALL AVAILABLE AND NECESSARY SERVICES AS INDICATED FOR ENTRY INTO EMPLOYMENT, FUNDS PERMITTING. | | | |
| Jane Doe PARTICIPANT'S SIGNATURE | 12-22-92 DATE | EPS Worker EPS WORKER | 12-22-92 DATE | | |
| DISTRIBUTION: WHITE, CASE FILE; YELLOW, CLIENT THIS FORM SUPERSEDES ALL PREVIOUS EDITIONS. | | | | | |

State of Kansas
Department of Social and
Rehabilitation Services

Attachment A.2
Self-Sufficiency Plan

EP-4305
Rev. 7-92

TYPE
OF
PLAN

| | |
|------------|---|
| INITIAL | X |
| REVISION # | |

| | | | | |
|--|------------------------------------|---|----------------|-------------------|
| 1. NAME Jane Doe | 2. SOCIAL SECURITY NUMBER ----- | 3. CASE NUMBER ----- | | |
| 4. CASEHEAD Same | 5. OCCUPATIONAL GOAL LPN | | | |
| 6. PLAN OF ACTION | TASKS TO BE ACCOMPLISHED | PERSON(S) RESPONSIBLE | TARGET DATE | COMPLETED DATE |
| Job Skills Training (Con't) | Attend classes | Jane | | |
| | beginning 8/92. | | | |
| Job Club | Attend 2 week workshop | Jane | 9/93 | |
| | 20 hrs/wk. | | | |
| Job Search/ | Search for Employment | Jane | 9/93-11/93 | |
| Referral to DHR | 8 weeks - 20 hrs/wk | EPS Worker/ DHR KanWork | | |
| Transportation | Review need for each | EPS Worker | | |
| | component for GED and | | | |
| | Survival Skills - 6mth | | 2/92-6/92 | |
| Child Care | Will authorize payment | EPS Worker | | |
| | and review at 6 months | | 2/92-6/92 | |
| Employment - Self | find and accept suit- | Jane/EPS Worker | 11/93 | |
| I HAVE AN ACTIVE ROLE IN COMPLETING THE SELF-SUFFICIENCY AGREEMENT. I WILL KEEP IN CONTACT WITH THE EPS WORKER THROUGHOUT THE PROGRAM. I HAVE BEEN MADE AWARE THAT FAILURE TO PARTICIPATE MAY AFFECT MY FOOD STAMPS AND/OR CASH ASSISTANCE CASE. | | I HAVE AN ACTIVE ROLE IN COMPLETING THIS SELF-SUFFICIENCY AGREEMENT AND I AGREE TO PROVIDE ALL AVAILABLE AND NECESSARY SERVICES AS INDICATED FOR ENTRY INTO EMPLOYMENT, FUNDS PERMITTING. | | |
| Jane Doe | 12-22-92 | EPS Worker | 12-22-92 | |
| PARTICIPANT'S SIGNATURE | DATE | EPS WORKER | DATE | |
| DISTRIBUTION: WHITE, CASE FILE; YELLOW, CLIENT THIS FORM SUPERSEDES ALL PREVIOUS EDITIONS. | | | | |

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Attachment A.2

State of Kansas
Department of Social and
Rehabilitation Services

Attachment A.3
Self-Sufficiency Plan

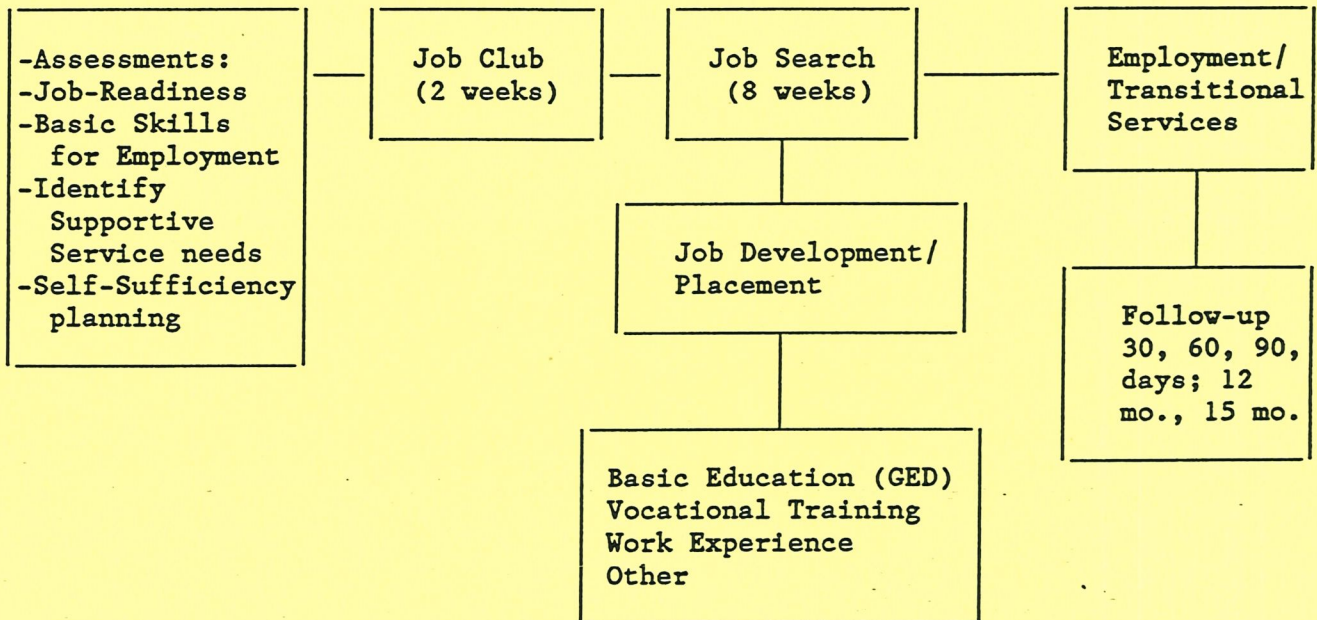
EP-4305
Rev. 7-92

| | | | | | |
|--|------------------------------------|--------------------------|---|-------------------|--|
| 1. NAME Jane Doe | 2. SOCIAL SECURITY NUMBER ----- | 3. CASE NUMBER ----- | TYPE OF PLAN | INITIAL X | |
| 4. CASEHEAD Same | 5. OCCUPATIONAL GOAL LPN | | | REVISION # | |
| 6. PLAN OF ACTION | TASKS TO BE ACCOMPLISHED | PERSON(S) RESPONSIBLE | TARGET DATE | COMPLETED DATE | |
| Employment / Self-Sufficiency | able employment. | Jane/EPS Worker | 11/93 | | |
| Transitional Services | Assess need for trans- | EPS Worker | 11/93 | | |
| | portation child care | | | | |
| | or special employment | | | | |
| | allowances. | | | | |
| Follow-up | Personal contact at | EPS Worker | | | |
| | 30, 60, and 90 days | | | | |
| | following employment | | | | |
| | to offer services to | | | | |
| | promote employment | | | | |
| | retention. | | | | |
| I HAVE AN ACTIVE ROLE IN COMPLETING THE SELF-SUFFICIENCY AGREEMENT. I WILL KEEP IN CONTACT WITH THE EPS WORKER THROUGHOUT THE PROGRAM. I HAVE BEEN MADE AWARE THAT FAILURE TO PARTICIPATE MAY AFFECT MY FOOD STAMPS AND/OR CASH ASSISTANCE CASE. | | | I HAVE AN ACTIVE ROLE IN COMPLETING THIS SELF-SUFFICIENCY AGREEMENT AND I AGREE TO PROVIDE ALL AVAILABLE AND NECESSARY SERVICES AS INDICATED FOR ENTRY INTO EMPLOYMENT, FUNDS PERMITTING. | | |
| Jane Doe | 12-22-92 | EPS Worker | 12-22-92 | | |
| PARTICIPANT'S SIGNATURE | DATE | EPS WORKER | DATE | | |
| DISTRIBUTION: WHITE, CASE FILE; YELLOW, CLIENT THIS FORM SUPERSEDES ALL PREVIOUS EDITIONS. | | | | | |

Attachment A.3

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Attachment B

KanWork Program
Track II. Determined Immediately Employable
or
Self-Declared Employable

- * These individuals are identified at the initial assessment as ready to enter the Work Force, self declared employable, or those individuals who have completed other component activity (i.e., education, vocational training) and are now considered available to enter the Work Force.
- * They participate in Job Club, administered by SRS.
- * If the participant is not employed at the completion of Job Club, the participant will be assigned to Supervised Job Search which is administered by either SRS KanWork or DHR KanWork (where available).
- * Job development and placement services are available through DHR KanWork, JTPA, and other available community resources.
- * Employment follow-up is provided by SRS/DHR at 30 days, 60 days, 90 days, 12 months, and 15 months.
- * The following support services and transitional support services are available to individuals as they participate in components and lose cash eligibility due to employment.

Child Care Assistance
Transportation Assistance
Family Mentor Services
Special Services Allowance

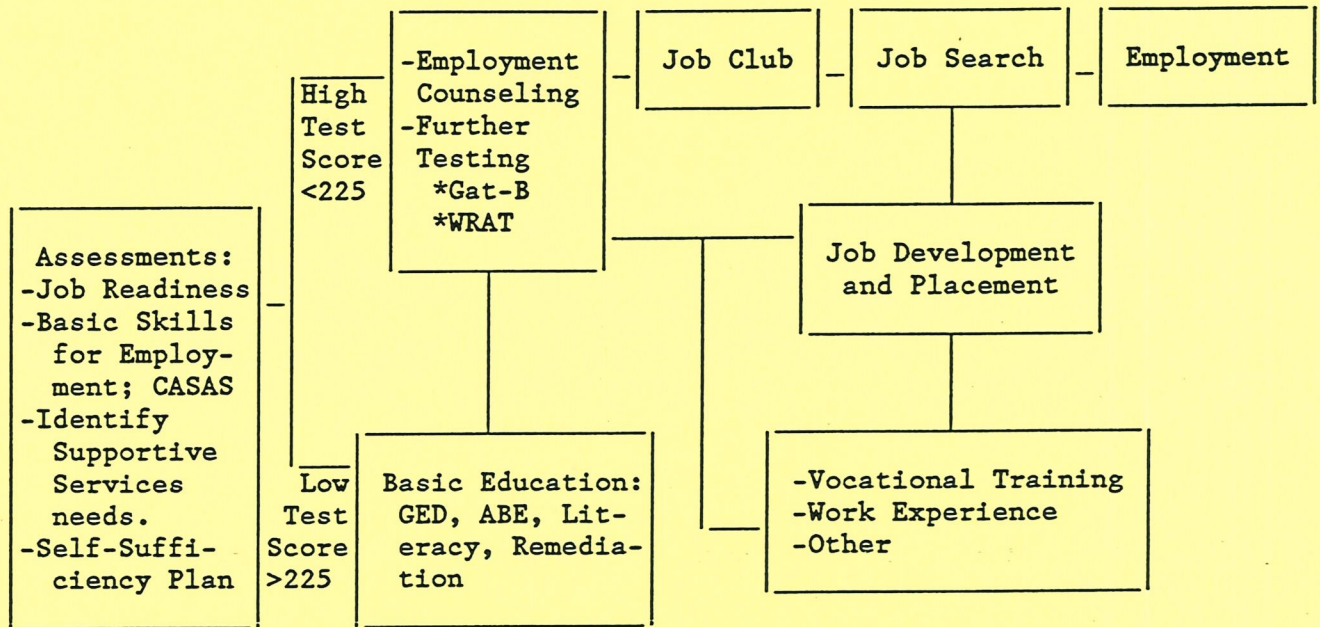
Transitional Medical
Transitional Child Care
Transitional Transportation
Special Employment Allowance

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Attachment C

KanWork Program
Track II

II. Education/Training



- * These individuals are identified at the initial assessment as needing education and/or training before they could be considered ready to enter the Work Force. Depending upon the individual's basic skills test scores and the presence of a current work skill, the participant will be referred for Basic Education and/or Employment Counseling.
- * Employment Counseling is provided by DHR KanWork, JTPA, Job Service Centers, Rehabilitation staff, or may be purchased or provided free by other community resources.
- * Following Employment Counseling and/or Basic education, participants may be referred to components such as vocational (post-secondary or vocational) or work experience. The participants next participate in Job Club.
- * Following the completion of Job Club, the unemployed participants are assigned to Supervised Job Search (administered by SRS KanWork or DHR/KanWork).
- * Job Development and Placement services are available through DHR KanWork, JTPA, and other available community resources.
- * Support Services are available to participants as they participate in components and transitional support services are available to participants who lose cash eligibility due to employment (See Track I).

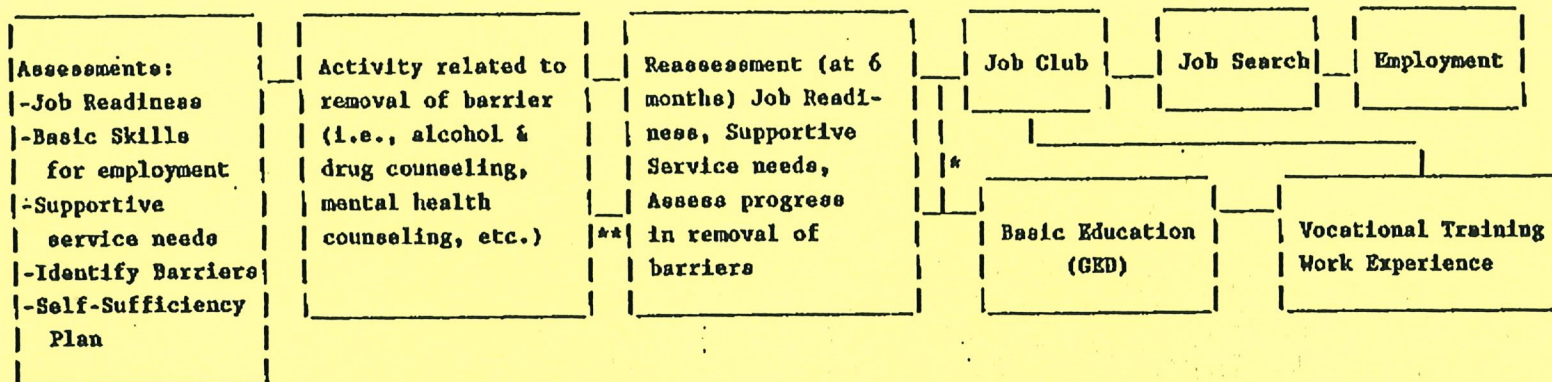
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Attachment D

KanWork Program
Track III

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NON-PARTICIPATION STATUS



* If barrier has been removed.

** If barrier still exists.

Situations which would warrant placing an individual in a non-participation status include the following:

- * Alcohol and/or drug problem,
- * Acute mental health problems,
- * Acute physical health problems,
- * Temporary legal problems (examples including housing, battered person, arrests, evictions, utility cut-offs, wage garnishment, juvenile court involvement),
- * Natural disasters (flood, fire, tornado, etc.),
- * Child care problems (lack of providers, children with special needs)
- * Transportation problems (lack of public transport, car problems)

In certain instances, barriers to active participation will be identified during an assessment interview (initial or ongoing). When this occurs, it is possible to place these individuals in non-participation status. The non-participation status period should not exceed 6 months unless there is thorough documentation to substantiate the extension. During the non-participation period, the individual must be working toward removing the barriers to participation. Those steps need to be established in the Self-Sufficiency Plan. Payments may be issued for Support Services for individuals in Non-Participation Status who require these Supportive Services in order to remove barriers to participation.

At the end of the non-participation period, the individual must be reassessed.

Attachment E.1

KANSAS JOBS CONTRACTS
STATE FISCAL YEAR 1993Local Area Office Contracts:

| | |
|---|---------------------------------------|
| Barton County Community College Great Bend, Kansas GED, ABE, ESL, Literacy | \$ 15,000 |
| The CAB Great Bend, Kansas Transportation | \$ 4,000 |
| Garden City Community College Garden City, Kansas GED, ABE, ESL, Literacy, Job Readiness | No Maximum* \$2.75 per student hr. |
| South Central Kansas Area Agency on Aging Public Housing Authority Hutchinson, Kansas Coordination agreement to provide escrow accounts for KanWork participants in public housing who successfully complete their Kan- Work Self-Sufficiency Plans for employment. | No Cost |
| Let's Help Topeka, Kansas GED, ABE, ESL, Literacy | \$ 37,000 |
| USD #501 Topeka, Kansas GED, ABE, ESL, Literacy, Remediation | \$ 40,016 |
| Dunbar (USD 259) Wichita, Kansas GED, ABE, ESL, Literacy | \$312,000 |
| Alcoholism Family Counseling Center Wichita, Kansas Counseling to remove addiction barriers to self-sufficiency. | No Maximum* \$17 per counseling hr |
| Wichita Area Vocational Technical School Wichita, Kansas Micro Computer Screening Assessments (MESA) Used only when JTPA funds are not available. | \$ 7,000 |
| Wichita Indochinese Center Wichita, Kansas ESL | \$110,880 |

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Attachment E.2

| | |
|---|--|
| Wichita Metropolitan Transit Authority Wichita, Kansas SRS is trading use of computer software for bus tickets for KanWork clients. | No Cost |
| Fort Scott Community College Fort Scott, Kansas Kansas Competency Functional Basic Skills Remediation | No Maximum* \$200 per 100-hr. session per client |
| Labette Community College Parsons, Kansas Kansas Competency Functional Basic Skills Remediation | No Maximum* \$294.30 per 90-hr. session per client |
| Lawrence Public Schools Continuing Education Services Lawrence, Kansas GED, ABE, Literacy | No Maximum* \$3.00 per student hr. |
| Southeast Area Vocational Technical School Columbus, Kansas Kansas Competency Functional Basic Skills Remediation | No Maximum* \$270 per 90-hr. session per client |
| <u>State Central Office Contracts:</u> | |
| Kansas Department of Human Resources Job-Readiness Services; OJT; Job Development, Placement, and Individual Job Search; Employment Follow-Up Services 7-1-92 -- 6-30-93 | \$843,742 |
| Kansas Vocational Rehabilitation Center Salina, Kansas One-Day Psychometric Testing | No Maximum* \$201.70 per assessment |
| Kickapoo Tribe of Kansas Horton, Kansas Coordination agreement. Provides figures which determine Kickapoo Tribe's share of Federal JOBS funds to operate the Kickapoo JOBS program. Coordination to prevent duplication of services and expenditures. | Coordination |
| University of Kansas Development and Training Services related to KanWork | \$ 62,648 |

* Agreements with no maximum dollar amount are handled like provider agreements and paid on a client-specific basis. SRS pays a flat amount per client per service.

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SRS Employment Preparation Services

Federal law requires that all states offer two employment preparation programs:

- **More Opportunities for Education and Training (MOST)**, mandated by the United States Department of Agriculture, targets food stamp recipients. The MOST program is available in 10 counties. Only in these counties are MOST services available to EPS clients.
- **Job Opportunities and Basic Skills (JOBS)** program, created by the federal Family Support Act, serves recipients of Aid to Families with Dependent Children (AFDC).

The complete JOBS program in Kansas is KanWork.

- Able-bodied AFDC recipients with children age three and over are served through JOBS/KanWork.
- According to state legislation, General Assistance recipients are also eligible for KanWork services, funded by State General Funds.
- Transitional services for newly employed individuals are available only through the JOBS program. These services include:
 - Medical
 - Transportation
 - Child care
 - Special employment allowance

All non-KanWork counties are called JOBS Balance of State (JOBS-BOS).

- Minimal JOBS services are available in these counties.

- Services available through JOBS-BOS include:

- Information and referral services
- Education
- Training
- One optional component

- Most of the JOBS-BOS counties offer the SRS Mobile Job Club as the optional component.

The federal Office of Refugee Resettlement (ORR) provides funds for education and training.

- These funds are administered by SRS and granted to community social service agencies for this purpose.

All of these programs are administered through the SRS Employment Preparation Services (EPS) Program.

- The SRS EPS program offers clients evaluation for eligibility and services, job preparation activities, education, training, support services and transitional services after employment.

The SRS EPS program emphasizes the importance of education and training in assisting individuals to reach self-sufficiency.

- EPS staff assists clients in developing training plans for occupations that have a positive employment outlook.
- Since component services such as transportation and child care are common to both the JOBS and MOST programs, SRS EPS strives to operate these two programs as consistently as possible.

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SRS Employment Preparation Facts and Information

| | | | |
|---------------------------|-------------------------|---------------------|-----------------------|
| Counties | Phase II | Limited JOBS | Osage |
| Initially Offering | KanWork | Expansion | Pottawatomie |
| KanWork | Expansion (1/93) | Allen | Pratt |
| Barton | Atchison | Anderson | Rice |
| Finney | Cherokee | Bourbon | Sherman |
| Sedgwick | Cowley | Brown | Sumner |
| Shawnee | Crawford | Chautauqua | Thomas |
| | Geary | Coffey | |
| Phase I KanWork | Harvey | Dickinson | Counties |
| Expansion | Labette | Doniphan | Receiving MOST |
| (5/1/92) | Lyon | Ellis | Services |
| Butler | Miami | Franklin | Douglas |
| Douglas | Montgomery | Grant | Franklin |
| Ford | Reno | Greenwood | Geary |
| Johnson | Riley | Harper | Montgomery |
| Leavenworth | Saline | Jackson | Reno |
| Seward | | Kingman | Riley |
| Wyandotte | | Linn | Saline |
| | | Marion | Sedgwick |
| | | Marshall | Shawnee |
| | | McPherson | Wyandotte |
| | | Neosho | |

JOBS/KanWork Program Activity* FY 1992

| | |
|--|------------|
| Clients screened/assessed | 6,382 |
| Clients placed in education plans | 2,729 |
| Clients placed in training plans | 2,387 |
| Clients completing education/ training | 1,309 |
| Clients entering employment | 1,816 |
| Clients receiving transitional services | 1,269 |
| Cases closed due to employment | 1,068 |
| Cases reduced due to employment | 908 |
| Avg. starting wage/KanWork | \$5.28/hr. |
| *Includes JOBS Balance of State | |

MOST Program Activity FY 1992

| | |
|------------------------------------|-------|
| Referrals | 8,145 |
| Clients completing prog. activitie | 945 |
| No. Verified Employments | 510 |

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FAMILY SUPPORT ADMINISTRATION

01



DEPARTMENT OF HEALTH & HUMAN SERVICES

Administration for Children and Families
Region VIIKD7C2/Williams
FA-38Room 354, Federal Office Building
601 East 12th Street
Kansas City, Missouri 64106

January 22, 1993

Ms. Donna Lee Whiteman, Secretary
Social and Rehabilitation Services
Docking State Office Building
Topeka, Kansas 66612

Dear Ms. Whiteman:

This is in response to the questions raised about the JOBS program requirements for statewideness. These questions were raised by Paula Gibson in her conversation, on January 19, 1993, with Thelma Williams of my office.

The first question concerns the penalty for failing to have a statewide JOBS program as required by 45CFR 250.11. This provision stipulates that, not later than October 1, 1992, the state must make the JOBS program available on a statewide basis. A program is statewide, if a full JOBS program, as defined in 45CFR 250.11(a) ff, is available in each political subdivision of the state. If the state determines that it is not feasible to provide the program on a statewide basis, the state must request and be granted a waiver of this requirement by the Secretary in accord with 45CFR 250.11(c).

Failure to meet the requirements of 45CFR 250.11, without having received an approved waiver by the Secretary, will present an issue in compliance and could jeopardize Kansas' full limit of entitlement for JOBS. Also, 45CFR 250.20(a) requires the operation of a JOBS program under a JOBS plan approved by the Secretary as a condition for participation in the AFDC program. Therefore, failure to meet the JOBS statewideness requirements would present a compliance issue under the AFDC program and could jeopardize funding for this program. All of these actions would be subject to the Departmental Appeals process.

Ms. Gibson also requested information about states that do not have a statewide JOBS program. There are four states with approved waivers to operate less than a statewide JOBS program. These states are:

Idaho -- serves 70% of its AFDC program with a complete JOBS program but uses the full limit of its entitlement;

New Mexico -- serves 85% of its AFDC program with a complete JOBS program;

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FAMILY SUPPORT ADMINISTRATION

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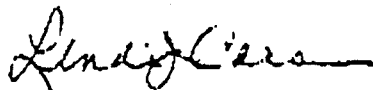
Texas -- serves 90% of its AFDC program with a complete JOBS program; and

New Jersey -- received a waiver as part of a general welfare reform.

As indicated by the above, waivers for operation of JOBS on less than statewide basis are approved only in very narrow circumstances.

Should you have additional questions, please contact Thelma Williams, Children and Families Program Specialist, at (816) 426-7081.

Sincerely,



Linda J. Carson
Regional Administrator
Administration for Children
and Families

*include hand-out of BOS &
JOBS*

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Attn #1
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KANSAS DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
Donna Whiteman, Secretary
Testimony Before the House Public Health and Welfare Committee
February 2, 1993

SRS RESPONSE TO KANWORK POST AUDIT

I appreciate the opportunity to respond to the issues raised by the Legislative Post Audit. I would like to stress that we believe the KanWork program has had a significant impact on many participants of the program. The review by the Legislative Post Audit did point out several areas of concern, but it should be noted that other studies which have been conducted paint a little brighter picture although we are quite aware of the need for changes in the program and are working diligently to address the issues.

The Hugo Wall Center for Urban Studies at Wichita State University conducted a year long study of the KanWork program in 1991. The executive summary of the study is Attachment A. In this study, 56.1% of the KanWork clients were leaving the AFDC system compared to 38% of the clients in the control group. When looking at employment, results were similar with the clients who had been in the KanWork program demonstrating that they were being provided with job retention skills.

In addition, a study of the Shawnee County KanWork Program was conducted by Dr. Robert Gustafson at Washburn University. As a follow-up to his study, the Topeka Area Office followed up on these individuals to see if indeed they remained off assistance due to employment. The results of this follow-up are illustrated in Attachment B.

HISTORY OF THE KANWORK PROGRAM

The 1988 Kansas Legislature passed the KanWork Act (HB 2644) which included the necessary benefits of child care, education and training, transportation, medical and transitional services. Its purpose was to insure job preparation, placement, and retention to help individuals on public assistance become gainfully employed. Implemented in four counties (Sedgwick, Barton, Finney, and Shawnee), the pilot program was designed to reach 35% of the public assistance population in Kansas. Shortly after the implementation of KanWork in Kansas, the Family Support Act of 1988 was approved by Congress and signed by the President in October of 1988. The Act provides for the replacement of the existing Aid to Families with Dependent Children (AFDC) program with a new Family Support Program which emphasizes work, child support, and need-based family support supplements and creates the Job Opportunities and Basic Skills Training Program (JOBS). When Kansas implemented JOBS in October, 1989, KanWork became the complete JOBS program and replaced the Work Incentive Program (WIN) in effect at the time. Kansas operates a minimal JOBS program in non-KanWork counties.

The Department of SRS has learned from our operation of the pilot, the post audit, SRS internal audit, and private research studies. We are eager to use these studies to continually improve the client service delivery system and our management capabilities.

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Attn #2

Since receiving the audit report in October, we have attempted to aggressively make changes, address concerns raised by the report, as well as address issues raised in other studies or by our own staff. An Action Plan is attached, (Attachment C) which details some of the items we have been addressing.

INTERAGENCY COORDINATION AND COOPERATION

One of the issues raised in the audit was the relationship between SRS and the Department of Human Resources (DHR). I have attached a draft document to show the progress to date of the mission, vision and goals statements for the KanWork Program developed by the KanWork Futures Team (Attachment D). This team is made up of both Field and Central Office Policy Staff from DHR and SRS. The final outcome will be to have a specific action plan with roles and responsibilities of all parties designated. It would be our plan to seek consensus within our Department as well as from the members of the KanWork Interagency Coordinating Council (See below). I would anticipate further work will need to be done with other agencies involved, such as Job Training Partnership Act (JTPA) agencies, as well as representatives from the educational system.

KANWORK INTERAGENCY COORDINATING COUNCIL

We have been focusing on the KanWork Interagency Council, first by updating membership and second by asking the members to actively participate in subcommittees to provide input and feedback, and set priorities for the future direction of the program (See Attachment E).

PROGRAM EVALUATION/PROGRAM DATA

Significant work continues on improving our ability to collect data in order to evaluate the program. As outlined in the post audit, we have been seriously hampered by lack of information. The Kansas System for Child Care and Realizing Economic Self Sufficiency (KsCares) is targeted for full implementation by December 1993. This program will automate Employment Preparation Services (EPS) and child care programs' data collection process. As the Post Audit Report recommended, we have initiated several projects to assist in data collection, until the KsCares system is fully operational. These projects have just begun, but preliminary reports indicate they should improve our ability to respond to requests for information and enable us to evaluate our progress in achieving expected client outcomes.

We have also begun discussion with individuals who are willing to provide assistance in designing an evaluation system. This will assist in the design of our current system and future enhancements of KsCares to develop additional management reports.

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Attn #2
Pg. 2 of 33

We have also included several other items which should help address some of the issues raised earlier by the Committee. First is a chart entitled Continuum of Service Public Assistance to Employment (Attachment F), which illustrates what happens to a persons assistance as their wages increase. Second is a list of the types of jobs taken by KanWork clients (Attachment G).

Thank you for the opportunity to respond to the Post Audit report.

Donna L. Whiteman, Secretary

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KANWORK EVALUATION: FINAL REPORT

Executive Summary

This report presents the findings of a year long evaluation of KanWork, an employment and training program for recipients of public assistance. KanWork was implemented on a demonstration basis in Barton, Finney, Sedgwick and Shawnee counties in fiscal year 1989.

The stated goal of KanWork is to provide welfare recipients with the skills necessary for unsubsidized employment. In order to monitor the effectiveness of KanWork in meeting its goal, a sample of 371 KanWork participants was tracked from July 1989 to June 1990. Findings from that group were compared with a sample of 355 AFDC recipients drawn in July, 1987 before KanWork was implemented.

The evidence provided by this sample is that KanWork is doing an extremely good job. Through June of 1990, 210 of the 371 KanWork participants in the sample had been employed at some time between January of 1989 and June of 1990. Not all of these jobs can be attributed to KanWork, however. After appropriate adjustments for unrelated placements and for individuals still enrolled in KanWork components, the actual placement rate for KanWork participants as of June 1990 was 66.2 percent. Of those who had been employed in November of 1989, 83 percent were still employed the following June.

Wages ranged from \$2.10/hour (a waitress also receiving tips) to \$12.00/hour (a painter). The average wage for the sample was \$5.03. This is not high enough to make all clients self-

sufficient, but it is well above the minimum wage. Clients who participated in post-secondary occupational training had significantly higher wages than those who received only basic skills education or job preparation assistance.

Evidence indicates that minorities have lower placement rates than whites and that blacks have lower starting wages than other demographic groups. Because there is nothing in KanWork that changes the labor market and existing wage differentials, these findings are expected. They nevertheless indicate that special attention should be paid to developing labor market skills of minority participants.

Comparison of the progress of KanWork participants with a similar group of welfare recipients who did not receive KanWork services offers further evidence that the program is being effective in providing clients with the skills and information they need to find employment and in removing clients from the AFDC rolls.

Between July of 1987 and June of 1990 only 38 percent of the AFDC cases of the comparison group had closed. In contrast between July 1989 and March 1991, 56.1 percent of the KanWork clients had closed their AFDC cases.

The employment records of the comparison group were extremely erratic. Although over 60 percent of the comparison group had been employed at some time between 1987 and 1990, only 29.6 percent of the comparison group members were employed in June of 1990, according to records provided by the Kansas Department of Human

Resources. Of the entire comparison group of 355, only 48 (13.5 percent) had held a single job for more than 12 months. These figures cast favorable light on KanWork's ability to provide clients with job retention skills. By June of 1990 nearly one-third of the KanWork sample had retained employment for at least nine-months, over one-fourth had been employed for a year, and an additional 23 percent of the sample were still enrolled in a KanWork component.

Although KanWork experienced some early managerial and organizational problems, significant progress has been made toward improving program administration. Overall, the program has shown remarkable success.

Early observations of KanWork point to conclusions and recommendations that should be considered before the program is expanded to the rest of the state.

The clients who enter KanWork are an extremely diverse group. There is no single set of services or path through the program that is appropriate for everyone. Continued program success requires that KanWork emphasize individualized case management. This, in turn, requires that caseloads be held to reasonable levels and that agencies work together to provide services.

Evidence from this study clearly indicates that emphasis should be placed on education and training, as opposed to job placement services. This is expensive but results in higher paying jobs for long term self-sufficiency. It requires thorough client assessment, integration of basic skills and vocational education,

and provision of support services, particularly transportation and child care.

The biggest problem facing KanWork is a lack of resources to fully serve all nonexempt AFDC recipients. This lack of adequate resources means that KanWork must target clients. We believe that the best strategy for KanWork is to emphasize prevention of long term welfare dependency by targeting never married young women with newly opened AFDC cases, rather than already existing long-term cases. Until more funding is available we would discourage placing too much emphasis on individuals who are most job ready or on those older recipients who are least job ready.

In order to insure the best use of resources KanWork needs to build evaluation criteria into all components of the program. The greatest current needs are for review of child care services and basic skills education. It is essential that KanWork maintain on-going program evaluation to track clients and to identify the factors that are most likely to result in successful job placement.

It is difficult for public administrators to design and implement programs like KanWork, because there is no political consensus on the nature of welfare programs in Kansas or the United States. Liberals have traditionally preferred to reform welfare through increased benefits. Conservatives have preferred to limit benefits and mandate work. The long-term promise of KanWork lies in its potential to alter terminology, attitudes, and underlying assumptions about welfare. Instead of using the authority of the state to extract an obligation from welfare recipients by making

work a punishment, KanWork offers clients an opportunity to take responsibility for themselves through the rewards of education and employment. If KanWork continues to demonstrate the success that it has thus far, it can gain support for a new welfare system that is mutually beneficial to clients, employers, and the taxpaying public.

Hugo Wall Center for Urban Studies
KanWork Evaluation
July, 1989 - June, 1990

| <u>Recommendation</u> | <u>SRS Response</u> |
|--|--|
| Adopt the Model of Quality Training | <ul style="list-style-type: none">- Improved client assessment (SRS, DHR, DOE);- Meet regularly with DHR and DOE;- Emphasis on education and training. |
| Staff Development and Caseloads | <ul style="list-style-type: none">- Involved field staff in training agendas;- Stressed individual case management;- Proposed pilot project to target specific groups. |
| Improve Data Sources and Automate Client Records | <ul style="list-style-type: none">- Implementation of KsCares, projected to be completed 12/93;- Outcome Measures Analysis Group to analyze data needs has been formed. |
| Improve Agency Coordination | <ul style="list-style-type: none">- Appointed SRS staff person to work with DHR Central Office;- Redefining KanWork Mission and Goals (SRS and DHR);- Meet regularly with DHR and DOE. |
| Case Management and Team Approach | <ul style="list-style-type: none">- Proposed pilot project to experiment with team approach (EPS, IM, CSE);- Providing orientation to IM staff in KanWork expansion counties. |
| Experiment with Orientation, Job Club, and Survival Skills | <ul style="list-style-type: none">- Developed OPTIONS component (expanded orientation, Survival Skills, Job Club);- Counties allowed flexibility in development of Survival/Life Skills. |
| Broaden CWEP | <ul style="list-style-type: none">- Developed proposal to expand CWEP into private sector. |
| Delay Implementation of the Unemployment - Parent Program | <ul style="list-style-type: none">- Actively seeking delay in federal implementation date (10-1-93) through appropriate federal forums. |
| Housing | <ul style="list-style-type: none">- Encourage local staff to coordinate locally on housing issues;- Representation of the Department of Commerce on KanWork Interagency Coordinating Committee. |

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As a follow-up to Dr. Robert Gustavson's study on the effectiveness of KanWork in assisting participants to become self-sufficient, we looked at the KAECSSES system to gather further information about recidivism for employed KanWork participants.

We were particularly interested in his study results on employment retention. In looking at employment, his assumption was that if the client did not keep in touch with his/her KanWork Social Worker and the KanWork case was closed, that they were no longer employed. As Dr. Gustavson did not have access to employment information on the KAECSSES system, TAO agreed to check the system to verify whether employed participants had returned to receiving Public Assistance.

Dr. Gustavson provided Topeka Area Office with a list of KanWork clients who had been employed during the tracking period. Then we checked KAECSSES to see whether the participant had gone off assistance due to employment and were not currently receiving assistance.

The results of this check showed that 65% of participants who became employed Left Public Assistance and were still not receiving Public Assistance (AFDC or GA) as of September 1, 992. Further, 57% of those employed went to zero grant due to employment income and had not returned to Public Assistance.

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RECIDIVISM FOR EMPLOYED
TOPEKA AREA OFFICE KANWORK PARTICIPANTS**

SAMPLE FROM OCTOBER 1989 - SEPTEMBER 1990

| SAMPLE | RECEIVING PUBLIC ASSISTANCE (AFDC or GA) SEPTEMBER 1992 | NOT RECEIVING PUBLIC ASSISTANCE (AFDC or GA) SEPTEMBER 1992 | % NOT RECEIVING PUBLIC ASSISTANCE (AFDC or GA) SEPTEMBER 1992 |
|--------|---|---|--|
| 20 | 6 | 14 | 70% |

60% went off Public Assistance due to employment income.

| SAMPLE | RECEIVING AFDC-UP SEPTEMBER 1992 | NOT RECEIVING AFDC-UP SEPTEMBER 1992 | % NOT RECEIVING AFDC - UP SEPTEMBER 1992 |
|--------|-------------------------------------|---|--|
| 12 | 4 | 8 | 67% |

58% went off Public Assistance due to employment income.

SAMPLE FROM OCTOBER 1990 - SEPTEMBER 1991

| SAMPLE | RECEIVING PUBLIC ASSISTANCE (AFDC or GA) SEPTEMBER 1992 | NOT RECEIVING PUBLIC ASSISTANCE (AFDC or GA) SEPTEMBER 1992 | % NOT RECEIVING PUBLIC ASSISTANCE (AFDC OR GA) SEPTEMBER 1992 |
|--------|---|---|--|
| 26 | 4 | 16 | 62% |

62% went off Public Assistance due to employment income.

| SAMPLE | RECEIVING AFDC-UP SEPTEMBER 1992 | NOT RECEIVING AFDC-UP SEPTEMBER 1992 | % NOT RECEIVING AFDC-UP SEPTEMBER 1992 |
|--------|-------------------------------------|---|--|
| 10 | 4 | 6 | 60% |

40% went off Public Assistance due to employment income.

TOTALS

| | | | |
|----|----|----|-----|
| 68 | 18 | 44 | 65% |
|----|----|----|-----|

57% of those employed went to zero grant due to employment income and are: not receiving public assistance as of September 1, 1991.

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ACTION PLAN

SECTION I

Recommendation - LPA Page 11

The Department should review its policies, procedures, and practices related to placing participants in non-participation status. Following this review, the policy should be clearly communicated to KanWork employees and the Department should periodically review cases to ensure that the policies and procedures are adhered to.

Action Steps

Date Completed

1. EPS Policy Unit review policy related to non-participation status for possible modification.
2. Discuss policy review and possible modifications with EPS Administrators.
3. If change is made in policy, incorporate in manual revision.
4. To provide technical assistance by EPS Policy Unit to review cases in non-participation status.

November 30, 1992

December, 1992

February, 1993

March, 1993 -
April, 1993

Recommendation - LPA Page 11

The Department should review the situation in Shawnee County to assure the correct policies are being followed in relation to placement of participants in non-participation status. The caseload size will be assessed and a decision made regarding the need for additional staff.

Action Steps

Date Completed

1. Review cases in non-participation status in Shawnee County.
2. Based upon the results of the case readings in all counties, a recommendation will be made related to caseload size, specifically in Shawnee county.

March, 1993

March, 1993 -
April, 1993

Recommendation - LPA Page 31

1. To help ensure that KanWork clients have the skills and education they need to successfully enter the job market and ultimately reduce their dependence on welfare, the following actions should be taken:
 - A. SRS and DHR should develop a common understanding of job readiness for KanWork clients that takes into account the level of education and skills that are needed to enable the person to obtain employment at a self-supporting wage. This should include staff from both agencies.

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Attach C

Action Steps

Date Completed

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2-2-93
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1. Currently we have formed analysis groups made up of both field and central office staff to examine several key issues identified in the program. One of these analysis groups is examining current job readiness criteria and making recommendations for change. We will assure that DHR is fully involved and, if desired, will become part of the decision making process.

On-going

- B. SRS should establish a realistic goal of providing both training and educational services to most KanWork clients and should periodically assess its progress toward meeting that goal.

Action Steps

Date Completed

1. Will utilize the currently operating analysis groups to develop tools to determine effective program outcome measures in terms of client training and educational services and will incorporate federal guidelines that will be mandated in FY '93.

On-going

2. Will continue to use program evaluations by internal auditors to assess progress toward meeting performance goals. Current recommendation by February, 1993.

On-going

3. Will continue to use the KanWork coordinating council.

On-going

- C. SRS should evaluate whether DHR or JTPA personnel would increase client's potential for employment. Administrators should consider taking more of a team approach with clients in which every client would have a social worker and job counselor assigned throughout the Program.

Action Steps

Date Completed

1. When working with clients SRS uses a Kansas Quality Management approach. Local offices have the flexibility to use the team approach in developing approaches to working with clients.

On-going

- D. SRS and DHR should work together to cultivate additional private-sector involvement in providing training opportunities for KanWork clients such as those in Wichita.

Action Steps

Date Completed

1. Encourage additional projects similar to the CESSNA project in Wichita.

On-going

2. Will be developing CWEP assignments within the private sector.

On-going

- E. SRS should comply with all State laws, including the requirement to contract with DHR for job services. If the Department thinks it needs added flexibility in contracting, it should seek legislation to accomplish the goal.

Action Steps

1. KSA 39-7,104 indicates that the Dept. of SRS and DHR should enter into an agreement. An agreement was reached in a meeting with the Dept. of Administration, Dept. of Human Resources, and Social and Rehabilitation Services prior to the announcing of the RFP. Future action is pending further review.

Date Completed

N/A

Recommendation - LPA Page 31-32

2. To ensure that the KanWork Program is managed as efficiently and effectively as possible, and has the best chance of meeting the goals, the Legislature intended the following actions should be taken:

A. The Departments of Social and Rehabilitation Services and Human Resources should convene regular joint meetings of both agencies' local caseworkers and supervisors to discuss program changes, policies, and problems. Recommendations for Program improvements developed in these meetings should be reviewed by upper-level management.

Action Steps

Date Completed

1. To request DHR field staff have joint meetings with SRS field staff.
2. To arrange for joint field staff to meet at least quarterly to discuss program changes, policies and problems. To hold first meeting in January.
3. Results of joint field staff meeting will identify program changes needed, any problems or concerns will be forwarded to SRS and DHR central offices.
4. SRS and DHR Central Office staff will meet at least quarterly to review concerns of field staff.
5. Responses to field staff will be prepared and sent to our respective field staff within 30 days of their report being sent to Central Office.

December 1, 1992

January 30, 1993

On-going

December 31, 1992

On-going

B. As the Program continues to be expanded in the state, the Department of Social and Rehabilitation Services should regularly include the Departments of Human Resources and Education in planning for that program expansion.

Action Steps

Date Completed

1. To expand the existing regular meeting between the Departments to include expansion planning in addition to issues about the Kansas Competency System.
2. SRS will appoint an Central Office SRS staff person to meet regularly with DHR staff, attend DHR meetings, and share policy materials with DHR Central Office. This staff person will assure coordination with DHR has been completed prior to major policy changes in the KanWork Program.

On-going

December, 1992

- C. The KanWork Interagency Coordinating Committee should assure its statutory role of providing oversight of the KanWork Program by actively monitoring the program for compliance with federal and state law, and by discussing and making recommendation on issues of disagreement among the agencies that manage the program.

Action Steps

Date Completed

1. Results of the joint meetings with the Departments of SRS, DOE, and DHR will be shared with the KanWork Interagency Coordinating Committee.
Quarterly
 2. Requests will be made of the KanWork Interagency Coordinating Committee to form sub-committees to monitor KanWork compliance issues, coordinating problems or disagreements.
December, 1992
 3. To ask the Interagency Coordinating Council Sub-Committee to meet with Department leaders to discuss issues of concern.
On-going
- D. The Departments of SRS and DHR should explore ways to combine their resources and services to clients. The KanWork Interagency Coordinating Committee should be an integral part of the discussion.

Action Steps

Date Completed

1. SRS and DHR Central Office staff will develop a plan to outline areas of their respective services that could be combined to assist clients. Aspects of these plans will be submitted quarterly to the Interagency Coordinating Council before implementation.
On-going
- E. The Department of Social and Rehabilitation Service should ensure that the KsCares computer system is able to provide accurate, current, and historical information about KanWork clients and the money being spent on them. This also will require that the Department keep complete and accurate information in the case files and ensure that each information is accurately ventured into the computer system.

Action Steps

Date Completed

1. KsCares is currently being programmed and will have information stored in a data base for retrieval and will provide the structure needed for consistency in data system. Training for all staff will be provided as well as a user manual to ensure proper and accurate information is entered.
On-going
- F. Because many of the potential benefits for KanWork clients may show up only over the long-term, the Department of Social and Rehabilitation Services should continue to periodically assess the effectiveness of the KanWork Program. As part of that assessment, the Department should ensure that it collects and reviews specific information about KanWork clients' experiences in the program in such areas as the types of training and education they receive, their job-readiness, the types of jobs they obtain, their wage rates, their length of employment, and the like. Until the computer system is able to compile this information, the department should ensure that it is manually compiled and reviewed, at least on a sample basis.

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Action StepsDate Completed

1. Information will continue to be manually collected for analysis until the KeCaree system is completed. On-going
 2. SRS staff will analyze all information currently collected and report to the director on the finding of the analysis. Quarterly
 3. Review what information can be obtained from KAECSSES. January 1, 1993
 4. Examine the need for additional programming resources to develop a standard set of reports to answer the many ad hoc request from the KSCARES system. On-going
- G. Based on the results of its assessments and reviews of client-specific experiences, the Departments of SRS and DHR should determine what changes, if any, need to be made in the program to bring about the desired results.

Action StepsDate Completed

1. SRS has formed central and field office analysis groups to review program changes needed. The results of these analysis group conclusions will be made available to DHR. On-going
 2. Joint meetings with DHR will be conducted to discuss and review analysis group recommendations. Monthly
 3. If SRS and DHR disagree over program changes, these issues will be brought to the KanWork Interagency Coordinating Council for discussion. Quarterly
 4. Review the following statutory requirement to see if the KanWork Interagency Coordinating Council can be further utilized. (KanWork Act 39-7,108.) The committee shall provide oversight of the KanWork program to insure cooperation at all levels of government, to avoid duplication among agencies and programs, insure cooperation and smooth implementation of the program, encourage involvement by the public, private, and nonprofit sectors in the state and provide ongoing planning for the program. In addition, the committee shall review periodically the use of funds under the federal job training and partnership act and other federal funds for any similar programs and may issue reports as necessary. December, 1992
- H. Department of SRS Central Office should play a more active role in ensuring that area offices adhere to uniform documentation and consistently enforce the department's policy and procedures.

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Action Steps

1. Program monitoring will be completed annually by SRS Audit Section.
2. Central Office staff will follow-up audits with technical assistance visits to assure compliance.
3. Other visits throughout the year will be made to conduct random case readings to assure compliance.
4. Staff training on policy issues will be conducted for new and experienced field staff (both DHR and SRS).
5. Policy staff will monitor and modify existing policies to ensure successful administration within available resources.

Date Completed

December, 1993

On-going

On-going

On-going

On-going

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SECTION II

Hugo Wall Center for Urban Studies' Recommendations

1. Adopt the Model of Quality Training, which includes more emphasis on individual client assessment, emphasis on basic skills education and reforms in vocational education and an increase in the emphasis on training.

Action Steps

Date Completed

1. Review of policies by EPS policy unit with indications made related to which policies are directed by Federal or State regulation.
2. EPS Policy Unit to work with analysis group regarding client assessment and job readiness definition.
3. Continue to attend KCET meetings to keep informed about workforce training and employment issues.
4. Continue to coordinate with DHR, JTPA and Dept. of Education to create functional skills workshops.
5. Analyze the educational process and maximize the use of vocational training.
6. Continue to monitor the number of participants entering vocational education and look at increasing participation.

November, 1992

December, 1992

On-going

1992 - On-going

On-going

On-going

2. Staff Development and Training

Action Steps

Date Completed

1. Request for specific areas of training have been considered in developing training agendas.
2. KanWork Quarterly Meetings are now EPS Administrators' Meetings. Field staff assist in setting the agenda.
3. Based upon the results of the case readings in all counties, a recommendation will be made related to caseload size.

On-going

On-going

March, 1993 -
April, 1993

3. Improve Data Sources and Automate Client Records

Internally assess the ability of current data information systems to provide performance measure information for ourselves and providers.

January 1993 -
On-going

See 2(c) in IPA recommendations.

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Action Steps

1. Appoint a SRS staff person to work closely with DHR Central Office.
2. Will continue to identify and resolve problems with Department of Education and local centers.
3. Will continue to improve communication between EPS and IH.
5. Case Management and Team Approach

Action Steps

1. Local offices have the flexibility of utilizing a team approach to case management.
2. EPS Administrators share their experiences in relation to case management options at EPS Administrators' Meetings.
6. Experiment with Orientation, Job Club, and Survival Skills.

Action Steps

1. OPTIONS, an expanded orientation which includes elements from Survival Skills and Job Club, has been developed and approved for pilot in the JONS State Plan.
2. Continue to encourage local areas to select or create Survival/Life Skills Workshops that are appropriate for their participants.
7. Broaden CWEP

Action Steps

1. An alternative work experience program which utilizes private sector placements has been drafted and will be considered for inclusion in the State Plan and Implementation.
8. Delay implementation of the AFDC - Unemployed Parent Program

Action Steps

1. Develop procedures to assure that the Federal requirements related to AFDC - Unemployed Parent participation are met.

Date Completed

November, 1992 -
On-going

1992 - On-going

1992 - On-going

Date Completed

1992 - On-going

On-going

Date Completed

1992 - On-going

On-going

Date Completed

September, 1992 -
Ongoing

Date Completed

May, 1993

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2. Require participation of AFDC-UP participants in 16 hours per week in specific components in order to meet Federal mandates.

9. Housing

Action Steps

1. Encourage coordination at the local level in relation to housing issues. Topic of discussion at EPS Administrators meeting.
2. Meet with Department of Commerce and Housing to identify needs and coordinate programs for participants.

10. Transportation and Child Care Services

Action Steps

1. Continue to attempt to increase the transportation allowances in order to better meet the needs of the participants.
2. Child Care Market survey to be completed.
3. Developed issue paper to recommend an increase in transportation allowance.

11. On-going Evaluation

Action Steps

1. To provide on-going technical assistance to assess the effectiveness of policies.
2. To continue to utilize feedback from the field related to policies.
3. To continue to utilize information obtained from audit reports in program development.

12. Target Effectively

Action Steps

1. Assess data obtained from KAECSSES in relation to the Kansas target population.
2. To work with the analysis groups in determining targets.

September, 1993 -
On-going

Date Completed

December, 1992 -
On-going

March, 1993

Date Completed

1993 - On-going

November, 1992

1992

Date Completed

On-going

On-going

On-going

Date Completed

December, 1992 -
On-going
December, 1992 -
On-going

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13. Work Toward A Common Understanding of Expectations from KanWork Intervention

Action Steps

1. To continue to work with the Legislature to provide accurate information regarding the performance of KanWork.

Date Completed

On-going

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SECTION III

1. OTHER INITIATIVES:

A. Coordination Efforts:

- 1) State Employees Child Care Center Committee - to establish a downtown child care center for state employees.
- 2) State Employers Child Care Center Committee - a group of Topeka employers meet to enhance the establishment of Child Care Centers.
- 3) Non-Traditional Training for Women and Employment for KanWork participants with Kansas Department of Transportation.
- 4) Job Corps (Flint Hills Job Corps Center, Manhattan, Kansas) - Child Care Center involvement.
- 5) Kansas City Area Transportation Group - Community agencies met to establish transportation between Wyandotte and Johnson counties.
- 6) Visitations to various private companies in KanWork counties to enhance the establishment of on-site child care centers and also to seek employment with benefits for KanWork participants.
 - a. Employers agreed to notify SRS of all vacant positions.
 - b. Explore additional areas for coordination such as joint training and child care option for employees.
- 7) Statewide Child Care Committee - established to develop coordination (providers, public and private sector are involved).
- 8) Coordinate with the Department of Commerce regarding new companies coming in - they will notify us of new companies so we can provide training.
- 9) Meet with Community Colleges to set up specialized individual remediation training.
- 10) Explore potential for on-site child care centers - Community Colleges.
- 11) Development of agreements with private employers in Wichita which coordinate JTPA, SRS, and private companies to provide training opportunities for KanWork participants.
- 12) Development of a common assessment tool used by DHR, SRS, and Department of Education.
- 13) Development of a grant to fund staff positions for a Teen Parent Program in Shawnee County which would work in conjunction with an already existing community program

- 14) Participate in the Kansas Competency System Policy Board which is made up of administrators from DHR, SRS, and the Board of Education.

B. Methods of obtaining input

- 1) EPS Administrators Meeting
- 2) Technical Assistance Visits
- 3) Analysis Groups
- 4) Contacts with DHR, DOE, DOT, Department of Commerce, Department of Health & Environment, and Governor's office.

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Tentative Strategic KanWork Plan

I. KanWork Mandates

- A. The Kansas Department of Social and Rehabilitation Services (SRS) shall establish and operate a Job Opportunities and Basic Skills (JOBS) Program (KanWork Program) under a JOBS Plan approved by the Secretary of the U. S. Department of Health and Human Services (HHS).
- B. SRS shall be responsible for the planning, integration, coordination and evaluation of employment and related services for public assistance recipients.
- C. Appropriate state and local agencies shall cooperate with SRS in implementing Mandate I. B.
- D. KanWork shall provide services to assist eligible public assistance recipients to move toward becoming self-sufficient. "Self sufficient" shall mean the participant is no longer eligible for cash assistance because of employment, child support and/or other available resources.
- E. KanWork services shall include, but not limited to, participant assessment and goal setting through written agreements for self sufficiency; supervised and unsupervised job search; job club workshops; employment counseling; job training and education; support services, including referral to community resources; job placement; community work experience; and transitional services.
- F. The Kansas Department of Human Resources (DHR) shall provide services to KanWork participants referred by SRS after being determined to be job ready. "Job ready" shall mean the participants are ready to receive services which allow them to compete successfully in the labor market, and to begin employment-seeking activities.

II. KanWork Stakeholders, And Their Interests And Expectations

- A. Participants: Timely individualized services, training and support of their choice to enable them to support their families without cash assistance.
- B. Legislature: Reduction of the rate of growth in the number of cash assistance recipients and in the aggregate cost of cash assistance through the provision of services leading to employment and avoidance of long-term dependency.
- C. SRS: Provision of KanWork services and facilitation of other services in order to enhance and empower Kansas individuals and families for self-sufficiency, to avoid the need for other more costly social services, and in order to receive Federal funding for Aid To Families With Dependent Children (AFDC).

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- D. DHR: Close coordination with SRS in the provision of quality employability services to KanWork participants.
- E. Employers: Availability of a pool of qualified workers and qualification for monetary incentives such as targeted job tax credits and on-the-job training subsidies.
- F. Education System: Interagency coordination for the provision of relevant educational services to meet the needs of KanWork participants and their families, and the receipt of increased funding for these additional services.
- G. Job Training Partnership Act (JTPA) Service Delivery System: Coordination to provide services to the JOBS (KanWork) population to meet targeting requirements and performance standards.
- H. Local Communities: Provision of KanWork services to improve the quality of life in communities and the coordination of community service delivery.
- I. Kansas Council on Employment and Training (KCET): Efficient coordination of interagency efforts and resources to meet all employability needs of KanWork participants.
- J. KanWork Interagency Coordinating Committee (KICC): Oversight, acquisition and assurance of coordination and commitment of effort and resources for the implementation of the Kanwork Program.
- K. HHS: Effective implementation of the Federal JOBS Program.
- L. Local KanWork Service Providers: Accurate definition of services, timely payment for services, and coordination of services with participant needs.

III. KanWork Mission

KanWork exists to make long-term investments in the human capital of the State of Kansas; to maximize the effectiveness of public resources; to empower individuals and families to move toward self-sufficiency; and to develop opportunities for present and future generations to escape dependence on public assistance as a way of life.

IV. KanWork Vision

- A. KanWork will slow the growth of cash assistance costs by reducing the number of long-term recipients.
- B. KanWork participants will receive individually-tailored services which facilitate the achievement of their self-sufficiency goals.
- C. Kansas employer needs will be fulfilled by well-prepared KanWork participants.

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- D. KanWork will support Kansas educational system reforms to deliver competencies required of the State's workforce.
- E. All agencies and organizations, in order to impact positively on the lives of KanWork participants, will cooperatively operate a system of "seamless service delivery."
- F. KanWork will be committed to continuous quality improvement with informed decision-making based on employee participation, feedback from consumers, analysis of data from monitoring, and evaluation of services and outcomes.

V. KanWork Issues

- A. Roles and responsibilities of all participating agencies and organizations must be clearly defined and understood by all.
- B. KanWork has inadequate resources to achieve its mission and vision.
- C. KanWork has not had a clear mission and vision, with outcomes defined, and agreed upon by the Governor, Legislature and participating agencies.
- D. KanWork does not have the data necessary to manage, market and evaluate the Program.
- E. KanWork does not have State criteria to target its limited resources which are outstripped by the number of potential participants.
- F. Conflicts exist between Federal and State laws regarding the roles of participating State agencies, target participant groups, participation rates and transitional services.
- G. KanWork does not have the resources to provide a comprehensive assessment of potential participants in order to ascertain the individualized services they need.
- H. SRS philosophy perpetuates recipient dependency instead of self-sufficiency.
- I. KanWork is not linked effectively to State workforce and economic development strategies.
- J. KanWork participants are not educationally prepared to be successful in the Kansas workforce.
- K. KanWork suffers from negative public images.

VI. KanWork Goals

- A. To achieve agreement among KanWork participating agencies on their respective responsibilities and roles. (The achievement of this goal, which is the responsibility of all participating KanWork agencies, would resolve Issue V. A.)

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- B. To specify the resources needed to achieve the KanWork mission, vision and goals, and to develop a strategy to match resources with needs. (The achievement of this goal, which is the responsibility of all participating KanWork agencies, would resolve Issue V. B.)
- C. To gain consensus from the Governor, Legislature and participating agencies on KanWork's mission, vision and outcomes. (The achievement of this goal, which is the responsibility of all participating KanWork agencies, would resolve Issue V. C.)
- D. To develop and implement a system which defines and collects participant and program data which will allow the management, marketing and evaluation of KanWork. (The achievement of this goal, which is the responsibility of SRS, would resolve Issue V. D.)
- E. To develop targeting criteria which focus the available resources in such a way as to achieve the desired outcomes. (The achievement of this goal, which is the responsibility of SRS with input from DHR and the Kansas Department of Education (DE), would resolve Issue V. E.)
- F. To develop proposed modifications to the KanWork statute to address inconsistencies with the Federal JOBS law, and/or seek waivers from the JOBS requirements. (The achievement of this goal, which is the responsibility of SRS with input from DHR and DE, would resolve Issue V. F.)
- G. To develop a universal and comprehensive assessment system to assist participants in determining their appropriate path to self sufficiency. (The achievement of this goal, which is the responsibility of SRS, DHR, JTPA Service Delivery System, and DE, would resolve Issue V. G.)
- H. To revamp the SRS culture by inculcating the philosophy of self sufficiency. (The achievement of this goal, which is the responsibility of SRS, would resolve Issue V. H.)
- I. To collaborate in the implementation of State economic and workforce development strategies. (The achievement of this goal, which is the responsibility of SRS with input from DHR and DE, would resolve Issue V. I.)
- J. To encourage and support changes in the Kansas educational system and identify appropriate educational services for KanWork participants. (The achievement of this goal, which is the responsibility of SRS with input from DHR, JTPA Service Delivery System, and DE, would resolve Issue V. J.)
- K. To identify and address the negative images and promote the benefits of the positive outcomes of KanWork to the Legislature and public. (The achievement of this goal, which is the responsibility of SRS with input from DHR, would resolve Issue V. K.)

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The Next Steps

The Team reviews and perhaps revises its work to date on the tentative Strategic KanWork Plan. Is it complete? Is it clear? Is it consistent? Will the achievement of the goals resolve the issues and achieve the KanWork vision?

After reviewing and perhaps revising its work, the Team's next step is to rank order the KanWork goals. Please see the section entitled "Why Rank Order The Goals" on page 4 of the memorandum on the subject "KanWork's Mission, Vision And Goals," and dated December 14, 1992. Additional information will be provided to the Team immediately before it rank orders the goals.

The Team may want to discuss and decide if it is advisable or perhaps even necessary to obtain written approval of its work to date on the Plan before it begins to formulate the strategies of the Plan.

After rank ordering the KanWork goals, the Team's next step is to formulate strategies to achieve the goals in the Plan.

Guidance For Formulating KanWork Strategies

Each KanWork goal has a KanWork strategy for achieving it. At its meetings on January 6 and 26, The Team expressed an interest in formulating strategies for achieving the goals after it rank orders the goals. This section discusses the process of formulating strategies. Additional information will be provided to the Team immediately before it begins to formulate strategies.

A KanWork strategy is a pattern of decisions, actions, tactics, resources and other components for achieving one or more KanWork goals which, when achieved, resolves one or more KanWork issues. A KanWork strategy reflects plainly and follows logically its mandates, its stakeholders and their interests and expectations, and its mission and vision.

The notion that a strategy is a pattern is important. There must be a discernible cohesion among the decisions, actions, tactics, resources and other components of the strategy. The cohesion is based on the intention of participating KanWork agencies with respect to what is to be the interdependency or relation among the components. Without pattern, cohesion and intention, a strategy does not exist and will unlikely achieve its goal.

First, the Team identifies very briefly alternative possible KanWork strategies for achieving each KanWork goal. It looks beyond the obvious alternative strategies. It also searches for strategies that are used and successful elsewhere but are adaptable to KanWork. It also searches for strategies that are not currently used, but nevertheless are innovative and promising. The Team then chooses from the alternative possible strategies, that one strategy which is most likely to achieve each goal.

The Team discusses and decides the details of each chosen KanWork strategy for achieving each KanWork goal. Each goal states why its strategy exists. The Team formulates each KanWork strategy by discussing and deciding the answers to the following questions:

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- o Who is accountable for implementation of the strategy?
- o Who is (are) to approve the strategy?
- o What are the specific action steps of the strategy?
- o Who is accountable for performing each action step?
- o When is each action step to be performed?
- o Where is each action step to be performed?
- o How is each action step to be performed?

The answers to these questions are the action steps and related factors that deal with decisions, actions, tactics, resources and other components of each strategy. Collectively, the answers constitute each strategy. Pattern, cohesion and intention must exist among the answers for each strategy.

Specific answers to the questions are required for each successful strategy. The Team realizes that strategy formulation begins where the participating KanWork agencies are at the present time with respect to achieving KanWork goals. It undertakes discussions and makes decisions pertaining to expertise, personnel, supplies, equipment, information, monies, etc, that are necessary for participating KanWork agencies to implement each strategy.

While making these strategic decisions, the Team asks and answers the following questions for each planned KanWork strategy:

- o Will the strategy achieve its goal?
- o Will the strategy be the least costly over the long-run?
- o Is the strategy do-able by employees of the KanWork participating agencies?
- o Is the strategy capable of accommodating advances in knowledge and technology?
- o Is the strategy capable of accommodating increases and decreases in the number of KanWork participants?
- o Is the strategy compatible with KanWork's enabling Federal legislation and regulations?
- o Is the strategy compatible with KanWork's Federal grant?
- o Is the strategy compatible with KanWork's enabling State legislation?
- o Is the strategy compatible with KanWork's State legislative appropriation?
- o Is the strategy compatible with non-KanWork strategies of participating KanWork agencies?

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- o Is the strategy consistent with established ethical principles?

The Team may also want to ensure that certain strategies will resolve current and prevent future KanWork problems identified by the Legislative Post Audit Committee and the SRS Internal Audit.

It is most important that each KanWork strategy achieve its goal. A KanWork strategy that does not achieve its goal, even though it meets other criteria, is virtually worthless.

Guidance For The Next Meeting

The Team might want to consider the following items for the agenda of its next meeting. First, the Team reviews and, if necessary, revises its work to date on the tentative Strategic KanWork Plan. Second, the Team rank orders the goals statements, as explained above. Third, the Team begins to formulate strategies for achieving the goals, starting with its high-ranked goals, as explained above. The Team formulates strategies for low-ranked goals at future meetings.

There was also discussion among some Team members about composing KanWork participant outcomes objectives and outcomes performance indicators. Does the Team want to compose these objectives and indicators? If so, does the Team want someone from the Planning and Evaluation Unit to facilitate its composing of them?

If you desire to contact us before the next Team meeting, our telephone number is 913-296-0639. We look forward to working with the Team at its next meeting.

cc: Tina Taggart

Rita L. Wolf, Director, Management Services Division, Kansas Department of Social and Rehabilitation Services

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KANWORK INTERAGENCY COORDINATING COMMITTEE**Subcommittee Guide - Suggested Outcomes and Discussion Points****A. LEGISLATIVE AND BUDGET ISSUES SUBCOMMITTEE**

1. Develop a mechanism for quick, accurate response to legislative requests for input/information.
2. Review Proposal 17 and any proposed legislation impacting KanWork.
3. Make recommendations to the large committee regarding program improvement.
4. Describe the on-going functions of the subcommittee.
5. Identify subcommittee data needs.

B. PLANNING, EVALUATION, AND MONITORING SUBCOMMITTEE

1. Develop a system for evaluation, monitoring, and feedback to the KanWork Program.
2. Review current KanWork Action Plan, House Appropriations Testimony, Strategic KanWork Plan (Mission and Goals), and audit/technical assistance reports and comment.
3. Develop a procedure for reviewing SRS/DHR concerns.
4. Develop a system for monitoring adherence to the Mission and progress with the goals of the KanWork program.
5. Review the recommendations of the KanWork Analysis Groups and comment.
6. Propose issue papers for FY '95.
7. Develop procedures for receiving, monitoring and analyzing reports from field and central office staff.
8. Analyze current status of interagency coordination between participating agencies (including but not limited to DHR, DOE, Department of Commerce and Housing, JTPA, Department of Transportation) and make recommendations.
9. Review the results of the joint meetings of SRS, DOE and DHR.
10. Review SRS/DHR plans to combine services to participants.
11. Identify Subcommittee data needs.

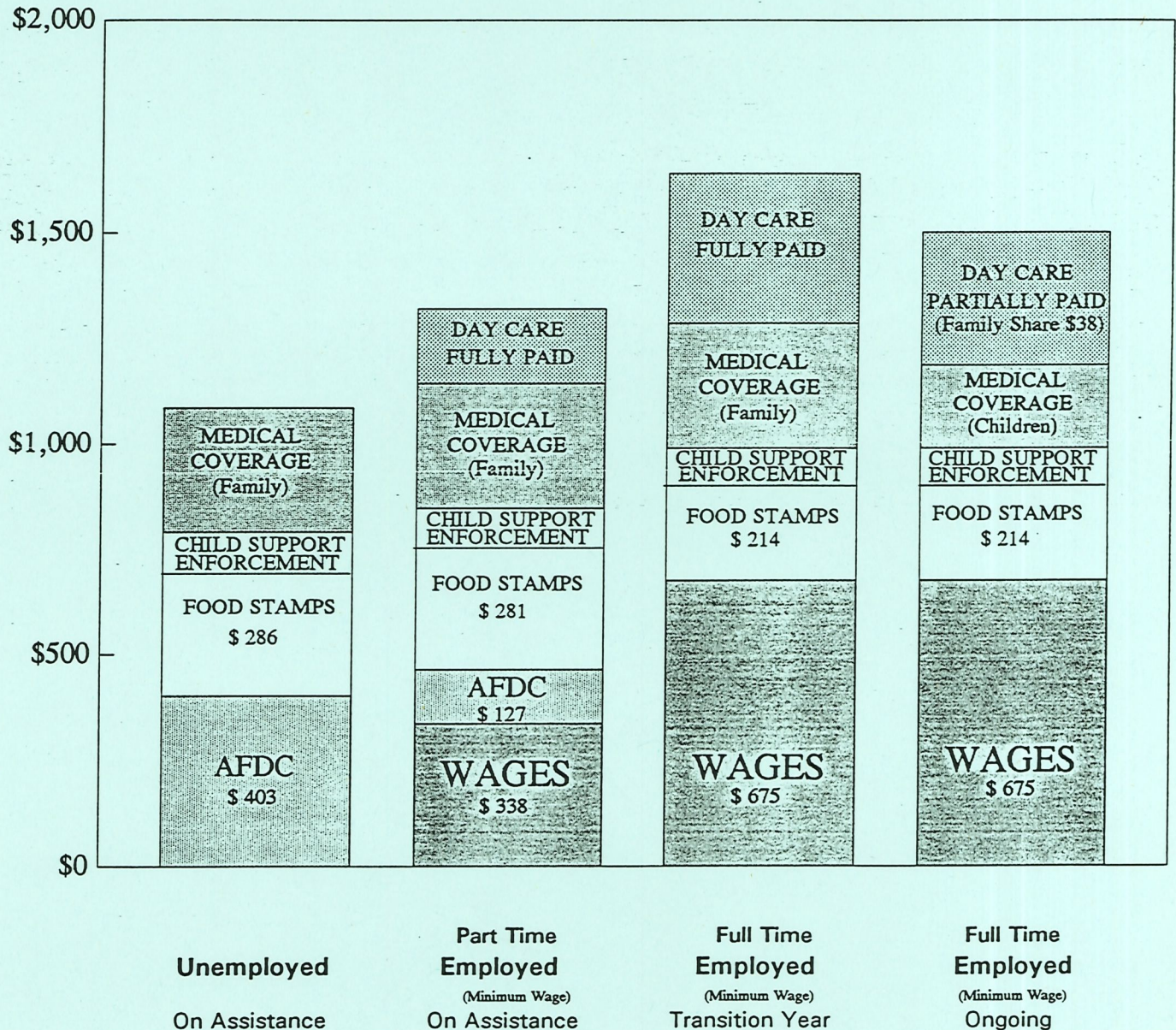
C. PUBLIC/PRIVATE SECTOR INITIATIVES

1. Review current private sector initiatives and comment.
2. Devise a system for periodically reviewing the use of funds under the federal job training and partnership act and other federal funds for any similar programs.
3. Propose strategies for developing private sector training and/or employment programs.
4. Review initiatives within the Department of Commerce and Housing that impact participants.
5. Set goals and procedures for interaction with KCET.
6. Assist in planning for the expansion of the CWEP program.

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Continuum of Service Public Assistance to Employment

Comparison of Available Income & Assistance For a Household of 3



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Types of Employment
Achieved by EPS Clients
and
Starting Wages

This is a representative list, not a comprehensive one. The frequency of employment by employment type is higher at the lower end of the pay scale, but there are no statistics yet accumulated to demonstrate this.

| <u>Employment Type</u> | <u>Starting Wage Per Hour</u> | <u>Employment</u> | <u>Starting Wage Per Hour</u> |
|-----------------------------|---------------------------------------|-------------------------|---------------------------------------|
| Waitress/Waiter | \$2.05 to \$4.35* | Child care worker | \$4.90 |
| Child care worker | 2.20** | Farm worker | 5.00 to 6.80 |
| Bartender | 3.75* | Roofer | 5.00 to 6.00 |
| Cashier | 4.25 | Auto body mech. | 5.25 to 7.00 |
| Child care worker | 4.25 | Auto mechanic | 5.50 6.00 |
| Clerk I (SRS) | 4.25 | Carpet installer | 5.50 |
| Cook | 4.25 | Construct. wkr. | 5.50 to 10.00 |
| Dishwasher | 4.25 | Mill worker | 6.00 |
| Greenhouse worker | 4.25 | Mover | 6.00 |
| Groundskeeper (cemetery) | 4.25 to 4.70 | Press operator | 6.00 |
| Hairstylist | 4.25 | Clerk (Dept. of Rev.) | 6.15 |
| Launderomat attendant | 4.25 | Dispatcher | 6.20 |
| Maid (motel) | 4.25 | Mental retardation tech | 6.46 |
| Pool attendant | 4.25 | Medical transc. | 6.50 to 7.00 |
| Production worker | 4.25 to 6.00 | Respiratory therapist | 6.73 |
| Receptionist | 4.25 to 6.75 | Driller | 7.00 |
| Teacher's aide | 4.25 | Electrician | 7.00 |
| Carryout (grocery) | 4.30 | School service worker | 7.00 |
| Cashier (retail sales) | 4.30 | Insurance clerk | 7.19 |
| Custodian (retail store) | 4.30 | Legal secretary | 7.25 |
| Stocker (grocery) | 4.30 | Driver (truck) | 7.50 |
| Telemarketer | 4.35 to 6.60 | LPN | 7.50 to 10.35 |
| Assembler (production line) | 4.50 | Maintenance wkr. | 7.50 to 8.55 |
| Housekeeper (nursing home) | 4.25 to 4.50 | Medical lab tech. | 7.81 |
| Secretary | 4.50 | Secretary | 8.20 |
| Bakery worker | 4.60 | Physical therapist | 8.50 |
| Cashier | 4.60 | Computer technician | 10.00 |
| Certified nurse attendant | 4.60 to 6.30 | RN | 11.00 to 12.01 |
| House parent | 4.60 | Cosmetologist | commission |
| Laborer | 4.75 5.50 | Accountant | \$27,000 per year |

* plus tips

** self employed

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PROPOSAL NO. 17 -- KANWORK

Proposal No. 17 directs the Legislative Budget Committee to study the implementation and effectiveness of the KanWork program.

BACKGROUND

The KanWork program was initiated as a result of an interim study by the 1987 Special Committee on Ways and Means -- SRS. The 1987 interim committee concluded that the AFDC program did not provide incentives to seek employment rather than continue dependency, and identified disincentives and barriers to self-sufficiency, including the costs of child care and health insurance. The 1987 interim committee requested the introduction of 1988 H.B. 2644, which was enacted by the 1988 Legislature.

The KanWork Act

The KanWork Act (K.S.A. 39-7,101 *et seq.*) charges the Secretary of the Department of Social and Rehabilitation Services (SRS) with responsibility for administration of the program. All recipients of public assistance whose youngest child is age three or older are required to participate in the program; those with children under age three are encouraged to voluntarily participate. The Secretary is authorized to exempt certain clients by rule and regulation. Eligible clients receive the following services under the Act: evaluation for eligibility and services; job preparation, training, and education; support services including child care, transportation assistance and the family mentor program; and transitional child care, transportation, and medical assistance. By statute, clients who are determined to be job-ready must be referred to the Department of Human Resources for occupational assessment, goal setting, training, and other employment services.

A KanWork Interagency Coordinating Committee is established in the Act, consisting of 16 members representing state agencies, the business and education community, and local government. The Committee is charged with ongoing planning and ensuring cooperation at all levels of government, and between the public, private, and nonprofit sectors.

Federal Welfare Reform

In the fall of 1988, subsequent to passage of the KanWork Act, Congress enacted the Family Support Act, often referred to as welfare reform. One component of the legislation is authorization for the Job Opportunities and Basic Skills Training Program (JOBS). Since KanWork was developed at approximately the same time, it reflected many of the features of the federal law. The Family Support Act mandated all states to establish a JOBS program by October 1, 1990. Federal regulations permit states to implement a comprehensive JOBS program in some portions of the state while providing minimal services in other portions of the state. In Kansas, KanWork is the comprehensive JOBS program. Minimal services are provided in other counties referred to as JOBS-Balance of State. SRS implemented JOBS effective October 1, 1989, upon federal approval of its program.

By October, 1992, the federal law requires:

- a minimal JOBS program available in a number of political subdivisions in which 95 percent of the state's adult recipients reside; and
- a complete JOBS program available in all Metropolitan Statistical Areas in the state, and in a number of political subdivisions in which 75 percent of the state's adult recipients reside.

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Federal regulations specify both mandatory and optional program components. For a program to qualify as a complete JOBS program, all mandatory components and any two optional components must be provided. A minimal program must include high school or equivalent education, one optional component, and information and referral to available non-JOBS employment services. The following summarize mandatory and optional program components:

Mandatory Components

Education Below Postsecondary
Job Skills Training
Job Readiness Activities
Job Development and Placement

Optional Components

Group and Individual Job Search
On-the-Job Training
Work Supplementation
Community Work Experience Program

The following table summarizes the client support services for KanWork and JOBS clients both during the education and training phase and during the employment transition phase.

CLIENT SUPPORT SERVICES

Education and Training Phase

| <u>Service</u> | <u>Description of Benefit</u> |
|------------------|---------------------------------------|
| Transportation | \$25 per month/\$30 per month -- CWEP |
| Child Care | Available |
| Family Mentor | Available |
| Special Services | \$250 total payment |

Transitional Support Services

| <u>Service</u> | <u>Maximum Benefit/Eligibility</u> | <u>Maximum Time Period</u> |
|----------------------|--|--|
| Transportation | \$25 per month | 6 months -- KanWork 3 months -- JOBS-BOS ¹ |
| Special Services | \$150 per employment | One time per employment |
| Child Care | Co-pay based on family size and income | 12 months |
| Transitional Medical | Earnings test for 7th-12th month | 12 months |

Note: Transitional services are not automatic but are based on client need.

1) JOBS-BOS = JOBS -- Balance of state, minimal service counties.

Target Populations

Federal regulations require that 55 percent of a state's JOBS expenditures be made on behalf of members of target populations. Federal regulations define target populations as follows, but allow states to designate alternative groups of long-term recipients:

1. families who have received AFDC for any 36 of the preceding 60 months;
2. families with a custodial parent under the age of 24 who:
 - a. has not completed high school and is not enrolled; or
 - b. has little or no work experience in the preceding year; or
3. families in which the youngest child is within two years of being ineligible for AFDC because of age.

Financing

Federal funding for KanWork is in the form of a capped entitlement, *i.e.*, subject to the appropriations process. The federal matching rates vary by program component and in some cases are equivalent to the Medicaid matching rates. The following summarizes the rate of federal match for various KanWork/JOBS components and for food stamp client services under the MOST (More Opportunities for Self-Sufficiency and Training) program:

| | <u>Federal/State Share</u> |
|----------------------------|----------------------------|
| Direct Administration | 60/40 |
| Indirect Administration | 50/50 |
| Education | 60/40 |
| Transportation | 60/40 |
| Special Services | 60/40 |
| Employment Services | 90/10 ^a |
| Food Stamp Clients | 50/50 |
| General Assistance Clients | 0/100 |
| Transitional Childcare | 58/42 Medicaid Match |
| Transitional Medical | 58/42 Medicaid Match |

- a) A federal matching rate of 90 percent is available for expenditures up to an amount equal to the state's WIN allotment for fiscal year 1987.

Federal regulations allow for reduction of a state's federal financial participation (FFP) rate to 50 percent if less than 55 percent of the state's JOBS expenditures are on behalf of members of targeted populations. In addition, failure to achieve certain participation rates will also result in reduction of FFP to 50 percent. Although specific sanctions are not known for failure to meet statewide coverage requirements noted above, state operation of a JOBS program is a condition of participation in the AFDC program.

Funding and Program Implementation

The 1988 Legislature approved funding to begin implementation of the KanWork program in FY 1989. SRS was directed to establish KanWork in not less than three and not more than ten counties. In May, 1988, the Governor announced the selection of four counties for the KanWork program -- Shawnee, Sedgwick, Finney, and Barton. KanWork took effect August 1, 1988 in Shawnee, Finney, and Barton counties and October 1, 1988 in Sedgwick County.

The 1989 Legislature authorized funding to expand the program to seven additional counties in FY 1990. The expansion was subsequently delayed. The approved budget for FY 1992 assumed program expansion to seven additional counties beginning in May, 1992. The 1992 Legislature authorized program expansion to 13 new counties during FY 1993. The approved program expansion will meet the federal mandates regarding a statewide program.

The following summarizes the counties in which KanWork will operate in FY 1993.

KanWork Coverage

| <u>Original</u> | <u>May, 1992 Expansion</u> | <u>FY 1993 Expansion</u> |
|-----------------|----------------------------|--------------------------|
| Sedgwick | Butler | Atchison |
| Shawnee | Douglas | Cherokee |
| Barton | Ford | Cowley |
| Finney | Johnson | Crawford |
| | Leavenworth | Geary |
| | Seward | Harvey |
| | Wyandotte | Labette |
| | | Lyon |
| | | Miami |
| | | Montgomery |
| | | Reno |
| | | Riley |
| | | Saline |

The 1992 Legislature approved funding of \$31.8 million for KanWork and job preparation programs in FY 1993. The approved budget includes \$7.1 million and 112.5 new FTE positions associated with the phased-in expansion of the program to the 13 counties listed above. Approved funding includes costs associated with the KanWork program, JOBS Balance of State, Food Stamp Employment Programs, and General Assistance State-Only Employment programs. The following summarizes expenditures by program component for FY 1991-FY 1993:

JOBS and Employment Preparation Services

| | <u>Actual FY 1991</u> | <u>Approved FY 1992</u> | <u>Approved FY 1993</u> |
|--------------------------|-----------------------------|-----------------------------|-----------------------------|
| State Operations | \$ 4,157,131 | \$ 6,270,000 | \$ 10,162,732 |
| <u>Client Services:</u> | | | |
| Transportation | \$ 1,328,051 | \$ 1,319,681 | \$ 4,109,551 |
| Education | 694,753 | 654,243 | 1,142,810 |
| Special Services | 153,557 | 195,124 | 381,628 |
| Employment Service | 821,083 | 860,125 | 1,277,349 |
| Subtotal-Client Services | <u>\$ 2,997,444</u> | <u>\$ 3,029,173</u> | <u>\$ 6,911,338</u> |
| <u>Day Care:</u> | | | |
| AFDC Day Care | \$ 3,623,023 | \$ 5,016,650 | \$ 10,217,411 |
| AFDC Transitional | 1,296,833 | 2,796,870 | 4,021,786 |
| Food Stamp | 192,574 | 192,000 | 225,628 |
| GA Transitional | 72,375 | 150,000 | 222,255 |
| Subtotal - Day Care | <u>\$ 5,184,805</u> | <u>\$ 8,155,520</u> | <u>\$ 14,687,080</u> |
| TOTAL | <u><u>\$ 12,339,380</u></u> | <u><u>\$ 17,454,693</u></u> | <u><u>\$ 31,761,150</u></u> |
| FTE POSITIONS | 163.5 | 224.0 | 336.5 |

Origin of Charge

Concerns were raised during the 1992 Session regarding the implementation and effectiveness of the KanWork program. The House Appropriations Subcommittee considering the SRS budget raised questions as to whether the KanWork program is meeting its goal of equipping and empowering clients for self-sufficiency and noted that the program costs substantially exceed the program's annualized public assistance cost avoidance. Following hearings by the House Committee on Public Health and Welfare on several bills relating to welfare reform, that Committee voted to request an interim study of welfare reform in Kansas, with particular emphasis on the KanWork program and voted to request a Legislative Post Audit study of the program.

COMMITTEE ACTIVITIES

Staff of the Legislative Research Department presented background information on the KanWork program at the Committee's July meeting. Representatives of the Department of Social and Rehabilitation Services appeared and provided information on current program activity and employment statistics.

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At the Committee's November meeting, staff of the Legislative Division of Post Audit reviewed the results of an October, 1992 audit Examining the Effectiveness of the KanWork Program. The audit examined the following questions regarding the KanWork program:

1. Does the Department of Social and Rehabilitation Services' operation of the KanWork program conform to applicable legal requirements?
2. Has KanWork been effective in training state welfare recipients for jobs and in reducing their dependence on state financial services?
3. Has there been adequate coordination between the Department of Social and Rehabilitation Services and other agencies involved in implementing and operating the KanWork program?

In general, the audit concluded that clients in the KanWork program worked more and earned more money than clients who were not participating in the program, but still did not earn enough to stay off welfare. Over the two-year period reviewed by the auditors, KanWork did not appear to make a significant difference in the number of people getting off welfare. The audit cautioned, however, that the program may need to be viewed over a longer time period to show results. The audit also found that KanWork generally provides clients with only minimal amounts of education and training prior to job placement, and that this results in clients not attaining jobs that will allow them to become self-supporting.

The audit also found that staff of SRS and the Department of Human Resources generally work well together at the local level, but that communication and coordination between upper-level management at the two agencies is poor. The auditors found that the KanWork program generally conforms to state law and federal regulations, but noted that in some cases, SRS staff did not follow all procedures established for operating the program. As an example, the auditors found that a large number of KanWork clients in Shawnee County were being placed in an inactive status, some perhaps inappropriately. The audit concludes that in many cases SRS does not have the basic management information it needs to effectively manage the KanWork program and assess its effectiveness.

CONCLUSIONS AND RECOMMENDATIONS

The Committee is concerned that basic management information necessary for effective management and evaluation of the KanWork program is not readily available. Information such as the types of client training, which clients become employed, types of jobs received, length of time in jobs, and client earnings are not currently compiled at the local office or central office level. Without such basic information, it becomes extremely difficult to assess the program and to ascertain whether modifications to the program would increase its effectiveness. The Committee recommends that the Department establish a process to review and track client progress and to make this information available to policymakers.

The Committee is also concerned about the relatively minimal education and training received by KanWork clients as identified in the audit report. The Committee concludes that the Department may be taking an approach that is too short-term and placing clients without adequate training, and that simply providing a minimal level of education and job skills is not likely to help clients achieve employment to allow them to attain self-sufficiency.

The Committee recommends that SRS and the Department of Human Resources review the current program and provide to the 1993 Legislature a realistic estimate of the resources necessary to adequately train and support clients for self-sufficiency. The Committee recommends that this report include a review of the adequacy of client support services both during the training and education phase and following employment, a review of the financing necessary to fully implement the program, and options for targeting certain client groups. The Committee also recommends that SRS consider alternatives to compliance with the federal mandate to fully expand the program and report to the Legislature with information regarding potential sanctions for noncompliance. The Committee

believes that this information will allow it to analyze the costs and benefits of continuing a program which in its current form may not meet goals of client self-sufficiency.

The Committee believes that it is not only important for the state agencies involved in the KanWork program to work cooperatively, but that there is potential for greater private sector involvement in the program. The Committee recommends that SRS bring together the members of the KanWork Interagency Coordinating Council, which includes representatives from the business community, or convene a task force to make recommendations regarding program improvements. It is the Committee's belief that it is important not only to improve coordination with private industry regarding job markets, but also to draw upon the resources, skills, and knowledge of those in the private sector with expertise in job creation and investment in human capital. Such a study should include a review of effective programs in other states. The Committee recommends that SRS report any recommendations arising from this workgroup to the 1993 Legislature.

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