MINUTES OF THE SENATE COMMITTEE ON WAYS AND MEANS.

The meeting was called to order by Chairperson August Bogina at 11:00 a.m. on February 24, 1995 in Room 123-S of the Capitol.

All members were present except:

Committee staff present: Kathy Porter, Legislative Research Department

Paul West, Legislative Research Department Tim Colton, Legislative Research Department

Norman Furse, Revisor of Statutes Michael Corrigan, Revisor of Statutes Judy Bromich, Administrative Assistant Ronda Miller, Committee Secretary

Conferees appearing before the committee:

It was moved by Senator Salisbury and seconded by Senator Lawrence that the minutes of the February 21, 22, and 23 meetings be approved as presented. The motion carried on a voice vote.

Senator Salisbury moved, Senator Rock seconded, that bill draft 5 RS 1162 as requested by Senator Langworthy be introduced. The motion carried on a voice vote.

At the Chairman's request, <u>Senator Brady moved</u>, <u>Senator Vancrum seconded that bill draft 5 RS 1035 be introduced</u>. The motion carried on a voice vote.

SB 343: Appropriations for FY 96, the department of social and rehabilitation services and state mental health and mental retardation services

Chairman Bogina reviewed the FY 95 and FY 96 subcommittee reports for the Department of Social and Rehabilitation Services (<u>Attachment 1</u>). In response to the second recommendation for FY 96, (<u>Attachment 1-5</u>), it was noted that new offices with longterm leases, new lease space, and changes in the property tax law have played a part in the anticipated increase for area office rent.

Item 7 (<u>Attachment 1-6</u>) -- The Chairman stated that the Secretary of SRS is confident that the waiver which would include SSI in the consideration of assets for Aid to Families with Dependent Children will be granted approximately March 1, 1995.

Item 10 (<u>Attachment 1-6</u>) -- It was noted that the Senate subcommittee would like the House subcommittee to reprioritize all physician reimbursement rates in the recommended study.

Item 12 (<u>Attachment 1-7</u>) -- Senator Brady stated that some areas may have no options other than to contract with the Department of Human Resources for employment placement contracts, and stated his opinion that Human Resources may need to be more effective. There was lengthy discussion regarding the effectiveness of the KanWork program. It was noted that KanWork has been regarded as one of the key elements for welfare reform, yet there has been little monitoring of it. It was suggested that performance of the KanWork program might be an appropriate subject for an interim study.

Item 17 (<u>Attachment 1-8</u>) --Concern was expressed that the Department might be reimbursing the full per diem rate for SRS placement in juvenile detention facilities in Topeka but not in other regions of the state. Staff indicated that because of litigation, SRS is responsible for full payment if a juvenile in Shawnee County is not turned over to SRS custody within three days. It was noted that though this applies only to Shawnee County, the Department has indicated that they plan to make these payments applicable statewide. Members expressed concern that actual costs related to the per diem rates for SRS placements in juvenile detention facilities are not known or monitored.

Senator Karr inquired whether the issues regarding the juvenile centers in Saline and Reno counties had been resolved. The Chairman stated that the moneys have been allocated within the Finance Council, but there are a

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON WAYS AND MEANS, Room 123-S Statehouse, at 11:00 a.m. on February 24, 1995.

number of questions which have been unanswered, i.e., "Who is reviewing these facilities? Who is determining the appropriate level of funding? Should there be regional centers and, if so, should they be funded? Should the break-aways be funded?" The Chairman stated that once funding issues were resolved, the monies could be placed in an appropriations bill. He stated that he would inquire whether the Chairman of the Juvenile Offenders Advisory Committee could address these issues in Committee.

Item 21 (<u>Attachment 1-9</u>) -- Senator Petty expressed concern that the vocational rehabilitation grants for the mentally retarded might need more resources in light of the Committee's recommendation to close a mental retardation facility. Senator Karr expressed his concern that the Legislature is in a "budget trap" trying to provide ongoing funding for the institutions, funding for transition, funding for waiting lists, and funding for vocational training. He pointed out that downsizing does not necessarily mean less expensive, and expressed his belief that the Governor's recommendations fall short of providing full funding for institutional downsizing.

Item 22 (<u>Attachment 1-9</u>) -- <u>It was moved by Senator Petty and seconded by Senator Salisbury that the subcommittee report be amended by striking the word "possible" in the second line of item 22 (<u>Attachment 1-9</u>) and by striking the words "such services" from the third line of item 22 (<u>Attachment 1-10</u>). The motion carried on a voice vote. In answer to a question, the Chairman stated that there will be no state support services for KAPS.</u>

In response to Senator Morris, the Chairman stated that he would like the full Committee to address concerns regarding juvenile detention centers.

Senator Vancrum moved, Senator Rock seconded that the subcommittee reports as amended be adopted. The motion carried on a voice vote.

Senator Rock moved, Senator Morris seconded, that SB 143 as amended be recommended favorable for passage. The motion carried on a roll call vote, 5-2.

The Chairman adjourned the meeting at 12:10 P.M. The next meeting is scheduled for February 27, 1995.

SENATE WAYS AND MEANS COMMITTEE GUEST LIST

DATE: <u>February 24, 1995</u>

NAME /	REPRESENTING				
LINDA MaGILL	KDTA				
Also J. Judeo	KDOH				
Landlag	KBA				
Han Scott	KFDA				
arika aldrich	RCK				
Doug Bowman	Counding ting Council				
Tinda amin Cantor	KDHR				
Dedie Lacey	KC8				
TK Shovely	KLS				
Paul M. Klots	ASSOC. CMHC'S KS. Inc.				
Bence Luke	KALPCCA				
Jirda K Sloan	SILCK				
Josio Torrez	Families Together, Inc				
my Elen O'Brin went	assis Tech. for Knows Project				
Gran Kuku	KAPS				
Jan Stripler	TAPS				
Soft B Rothe	Bd. of Ladyents Dylinge				
Mel Cathey	BIDS				
Harhi Spartes	DOB				

SENATE WAYS AND MEANS COMMITTEE GUEST LIST

DATE: <u>February 24, 1995</u>

NAME	REPRESENTING				
Paul Dhelby	. OJA				
Paul Dhelby Jerry Sloan	ADO				
J6 Srott	SRS				
WAR DARUNG	KS DIVLOF BUDGET				
Colenn Cogswell	N. Topek Drainage Dist KS Ban 18502				
Ron Smith	Ks Bar 18502				

SENATE SUBCOMMITTEE REPORT

ON

DEPARTMENT OF SOCIAL

AND

REHABILITATION SERVICES

FY 1995 AND FY 1996 EXPENDITURES

Senator August Bogina Jr., Chairman

Senator Robert Vancrum

Senator Alicia Salisbury

Senator Richard Rock

Senator Marge Petty

SUBCOMMITTEE REPORT

Agency: Department of SRS

(excluding MHRS)

Bill No. 236

Bill Sec. 6

Analyst:

West

Analysis Pg. No. 849

Budget Page No. 467

Expenditure Summary	Agency Estimate FY 95	Governor's Recommendation FY 95	Senate Subcommittee Adjustments		
All Funds:					
State Operations	\$ 268,654,362	\$ 267,250,279	\$ (119,048)		
Local Aid	86,252,705	87,062,998	0		
Other Assistance	1,055,960,235	1,027,081,357	0		
Subtotal Oper.	\$1,410,867,302	\$ 1,381,394,634	\$ (119,048)		
Capital Improvements	5,409,855	5,409,855	0		
TOTAL	\$1,416,277,157	\$ 1,386,804,489	\$ (119,048)		
State General Fund:					
State Operations	\$ 106,949,145	\$ 103,192,234	\$ (1,240,751)		
Local Aid	53,824,683	54,329,072	0		
Other Assistance	313,483,515	320,287,073	0		
Subtotal Oper.	\$ 474,257,343	\$ 477,808,379	\$ (1,240,751)		
Capital Improvements	45,789	45,789	0		
TOTAL	\$ 474,303,132	\$ 477,854,168	\$ (1,240,751)		
SRS Fee Fund	\$ 141,331,006	\$ 118,844,105	\$ 0		
FTE Positions	3,947.7	3,947.7	0.0		
Special Project Appointments	1,024.0	1,024.0	0.0		
TOTAL	4,971.7	4,971.7	0.0		

Agency Estimate/Governor's Recommendation

The FY 1995 estimated operating budget submitted by the Department of Social and Rehabilitation Services (SRS) is an increase of \$28.4 million from the level approved by the 1994 Legislature. The agency does not request an overall State General Fund supplemental appropriation in FY 1995, but does request several supplemental appropriations in individual accounts which are offset by requested lapses in other individual accounts. Expenditures from the SRS Fee Fund are increased by \$20.3 million, including a \$1.7 million increase in state operations expenses, with the balance of the requested increase used to meet anticipated caseload growth and to free up State General Fund monies for use in other programs.

The Governor's FY 1995 revised expenditure recommendation is a net decrease of \$29.5 million from the agency's estimate. Financing changes from the agency's estimate include an increase of \$3.4 million from the State General Fund and decreases of \$22.5 million from the SRS Fee Fund and \$10.4 million from federal and special revenue funds.

Senate Subcommittee Recommendation

The Senate Subcommittee concurs with the Governor's FY 1995 recommendation, with the following adjustments:

- 1. As a technical adjustment, add \$285,000 from the State Budget Stabilization Fund for the Information Systems Plan Project. This amount was approved by the 1994 Legislature but inadvertently omitted from the agency's estimate and the Governor's recommendation.
- 2. The Subcommittee notes that the approved budget includes \$698,067 from the State Budget Stabilization Fund for the 1.5 percent base salary adjustment. This financing was inadvertently omitted from the agency's request and the Governor's recommendation. The Subcommittee recommends inclusion of this funding and an equal reduction in State General Fund financing.
- 3. Add \$138,636 in federal vocational rehabilitation funds associated with a grant recently received by the agency.
- 4. Due to delays in implementing welfare reform, reduce State General Fund financing approved for welfare reform administration by \$292,684. The Subcommittee recommends that the House Subcommittee review this issue further to determine if additional savings are possible.
- 5. Reduce State General Fund financing for the contract for adult care home screenings performed by the Department on Aging by \$250,000. The Subcommittee has been informed by SRS that this amount is already included in Aging's budget.
- 6. The Subcommittee has been informed that a consensus on expenditures for the public assistance and medical assistance programs will be developed between staff of the agency, the Division of the Budget, and the Legislative Research Department in March. The Subcommittee defers recommending any adjustments for caseloads from the Governor's recommendation on these programs until that time.

SUBCOMMITTEE REPORT

Agency: Department of SRS

(excluding MHRS)

Bill No. 343

Bill Sec. 2

Analyst:

West

Analysis Pg. No. 849

Budget Page No. 467

Expenditure Summary	Agency Request FY 96	Governor's Recommendation FY 96	Senate Subcommittee Adjustments		
All Funds:					
State Operations	\$ 288,395,940	\$ 258,481,832	\$ (7,046,297)		
Local Aid	97,334,999	89,303,333			
Other Assistance	1,173,557,979	1,060,938,404	(12,706,875)		
Subtotal Oper.	\$1,559,288,918	\$ 1,408,723,569	\$ (19,753,172)		
Capital Improvements	42,345,888	5,045,488			
TOTAL	\$1,601,634,806	\$ 1,413,769,057	\$ (19,753,172)		
State General Fund:					
State Operations	\$ 122,439,693	\$ 103,626,113	\$ (3,367,689)		
Local Aid	67,719,503	56,052,564			
Other Assistance	472,051,008	377,596,758	(5,724,490)		
Subtotal Oper.	\$ 662,210,204	\$ 537,275,435	\$ (9,092,179)		
Capital Improvements	14,769,500	0			
TOTAL	\$ 676,979,704	\$ 537,275,435	\$ (9,092,179)		
SRS Fee Fund	\$ 41,367,351	\$ 74,081,678			
FTE Positions	4,188.6	3,947.7			
Special Project Appointments	1,125.0	1,017.0	***		
TOTAL	5,313.6	4,964.7			

Agency Request/Governor's Recommendation

The SRS FY 1996 operating budget request is an increase of \$148.4 million from the revised FY 1995 estimate, including a State General Fund increase of \$188.0 million, and a reduction from the SRS Fee Fund of \$100.0 million. The request reflects a reduction in available disproportionate share funding from FY 1995 to FY 1996. The agency request includes funding for 4,188.6 FTE positions, an increase of 240.9 from FY 1995.

The Governor recommends operating expenditures of \$1.4 billion, an increase of \$27.3 million from the current year recommendation. The recommendation reflects an increase of \$59.5 million

from the State General Fund and a decrease of \$44.8 million in SRS Fee Fund expenditures compared to the current year. The FY 1996 recommendation would support 3,947.7 FTE positions and 1,017.0 special project appointments, a reduction of 7.0 special project appointments from the current year.

Financing. The following table summarizes the financing requested by the agency and recommended by the Governor for the FY 1996 operating budget.

FY 1996 -- Summary of Financing

	 Agency Req. Difference FY 1996 from FY 1995		Gov. Rec. FY 1996		Difference from FY 1995		
State General Fund SRS Fee Fund	\$ 662,210,204 41,367,351	\$	187,952,801 (99,963,655)	\$	537,275,435 74,081,678	\$	59,467,056 (44,762,427)
Subtotal State Funds	\$ 703,577,555	\$	87,989,146	\$	611,357,113	\$	14,704,629
All Funds	\$ 1,559,288,918	\$	148,421,616	\$	1,408,723,569	\$	27,328,935

Senate Subcommittee Recommendation

The Senate Subcommittee concurs with the recommendations of the Governor for FY 1996, with the following adjustments:

Administrative Services

- 1. Delete \$6,168,874 (\$2,668,290 State General Fund (SGF)) associated with longevity pay (\$1,605,822), unclassified merit (\$139,931), base salary adjustments (\$889,619), and classified step movement (\$3,533,500).
- 2. The Subcommittee notes with concern that the budget for area office rents is anticipated to increase another 5.4 percent from the current year. This is in addition to increases of 24.0 percent for FY 1995 and 21.2 percent for FY 1994. The Subcommittee recommends a reduction of \$393,423 (\$215,399 SGF) to reduce the area office rent budget to the FY 1995 level of \$7,231,688 and the inclusion of a proviso in the appropriation bill limiting expenditures for office rents to that amount. The Subcommittee directs the agency to lower rental costs through lease renegotiation and/or closing of offices. To assist the agency in this endeavor, the Subcommittee recommends the introduction of legislation eliminating the requirement that the agency maintain offices in all 105 counties (S.B. 344).

Income Support

3. The Subcommittee notes that the agency requested \$1.4 million and 35.0 FTE positions for a pilot project to test various ways agency personnel could work with families to lessen the families' reliance on welfare and to enhance the agency's

early detection and prevention efforts. The Subcommittee believes the proposals have merit but is reluctant to add money or personnel at this time. The Subcommittee recommends that the agency implement these projects through the reallocation of existing resources and crosstraining of personnel.

- 4. The Subcommittee notes that the agency has proposed spending \$284,000 in federal funds to provide legal training on child support enforcement to prosecutors and agency personnel. Matching funds for the training was proposed to be provided by the university receiving the contract, a practice common with many of the agency's contracts. The Subcommittee was informed, however, that the two state supported law schools were not interested in providing this match. The Subcommittee recommends that the appropriate Senate Ways and Means subcommittees explore this issue when reviewing the budgets of the Regents institutions.
- 5. The Subcommittee notes that the Department of Revenue has an entire division dedicated to the collection of moneys owed the state, while the agency has numerous personnel collecting child support. The Subcommittee recommends that the secretaries of SRS and Revenue explore sharing these collection resources in order to increase collections and efficiency.

Cash and Medical Assistance

- 6. The Subcommittee has been informed that a consensus on caseloads for the public assistance and medical assistance programs will be developed between staff of the agency, the Division of the Budget, and the Legislative Research Department in March. The Subcommittee defers recommending any adjustments of expenditures from the Governor's recommendations on these programs until that time.
- 7. The Subcommittee has been informed that the agency has applied for a waiver which would include Supplemental Security Income (SSI) in the consideration of assets for Aid to Families with Dependent Children (AFDC). The Subcommittee notes that the same approach is currently taken with Social Security Disability Income (SSDI) and that the waiver could result in savings of up to \$7.8 million SGF per year. The Subcommittee recommends a reduction of \$19.1 million (\$7.8 million SGF) from FY 1996 AFDC and Medicaid payments based on the assumption that the waiver will be approved by the start of the fiscal year.
- 8. Add \$16,000 from the SGF to provide \$550,000 for legal services to assist persons on General Assistance in qualifying for SSI and SSDI. The Subcommittee received testimony that the program has provided a 4:1 rate of return in the past.
- 9. Add \$790,000 from the SGF to restore funding for the Burial Assistance program. This provides the same level of funding as the current year.
- 10. In reviewing physician reimbursement rates under Medicaid, the Subcommittee noted a vast disparity in the rates paid for neonatal care versus other services. The Subcommittee recommends that the agency review all physician reimbursement rates and identify reductions in other categories in order to provide for an increase

in neonatal rates. The results of this review should be reported to the House Subcommittee.

Employment Preparation

- 11. The Subcommittee has been informed that, pursuant to legislative direction, the agency entered into a contract several years ago with the Wichita State University Child Development Center for the provision of child care services for KanWork clients. Unfortunately, the contract entered into was a long-term contract that provides for a rate of reimbursement that equates to \$3.98 per hour, in excess of that given other providers in the area. The Subcommittee recommends the addition of a proviso providing that limits expenditures made for child care services at the Wichita State University Child Development Center to a rate of not more than \$1.88 per hour. The Subcommittee further reduces SGF expenditures for child care by \$15,690.
- 12. In reviewing employment placement contracts, the Subcommittee notes that the Department of Human Resources provides services in only nine of the 23 KanWork counties while they would receive 86.8 percent of the \$1.9 million budgeted in FY 1996 for job placement services. The Subcommittee recommends the introduction of legislation which would remove the requirement that SRS contract with Human Resources for job placement services, thus allowing the agency the flexibility to contract with more productive providers if needed. The Subcommittee further recommends the addition of \$649,020 from the SGF to provide a total of \$2.5 million for job placement services for KanWork clients. The Subcommittee directs that these funds shall be for performance based services and that the agency report to the 1996 Legislature of the cost effectiveness of performance based job placement services. The Subcommittee further directs the agency to develop a procedure for monitoring contracts as to what services are being provided and how effectively.
- 13. The Subcommittee recommends that all grants and contracts for the provision of employment preparation services be subject to a maximum of 15 percent for administrative overhead expenses.

Medical Services

- 14. Reduce SGF financing for the contract for adult care home screenings performed by the Department on Aging by \$500,000. The Subcommittee has been informed by SRS that this amount is already included in Aging's budget.
- 15. While reviewing the agency's contracts, the Subcommittee noted that several contracts are with state universities, such as the current year contract with the K.U. School of Social Welfare for \$206,615 for research, evaluation and training. The

Subcommittee is concerned that the state may be paying university personnel twice for the same time on the job. The Subcommittee recommends that the Senate Ways and Means Subcommittee on K.U. review this matter.

Youth and Adult Services

- 16. Add \$1,924,280 (\$1,426,017 SGF) to provide a \$2 per day increase in family foster care payments and a \$4 per day increase in satellite, emergency foster care, diversion, and level 3 foster care.
- 17. In reviewing the uses of the Juvenile Detention Facilities Fund, the Subcommittee notes that the agency is providing \$25 of the \$74.70 paid per diem for SRS placements in juvenile detention facilities from the Fund. The Subcommittee recommends the shift of \$1,360,537 for the balance of the per diem payments from the SGF to the Juvenile Detention Facilities Fund and adds an additional \$269,505 from the Fund to equal the current year estimate of the \$25 increase in per diem payments. The Subcommittee's recommendation results in total FY 1996 expenditures from the Fund of \$3,130,042, or \$225,958 less than the anticipated receipts, and an estimated FY 1996 ending balance of \$1,341,853. The Subcommittee further recommends that the Fund not be merged into the other special revenue funds as is currently proposed but that it be maintained as a separate line item.

Alcohol and Drug Abuse Services (ADAS)

18. The Subcommittee notes that the 1994 interim Legislative Budget Committee reviewed substance abuse programs and funding. The Committee's conclusions and recommendations are as follows:

"The Committee reiterates the concerns raised five years ago by the 1989 interim Special Committee on Ways and Means/Appropriations. In its report, that Committee indicated its frustration 'regarding the current lack of coordination among and within the various state agencies involved with drug and alcohol abuse issues.' At that time, the 1989 interim Special Committee on Ways and Means/Appropriations encouraged the executive branch to recognize the necessity to take the lead in this area, and to determine a single entity within the executive branch to provide statewide coordination of drug and alcohol abuse efforts.

The Committee concludes that, even with the activities of the former Governor's Office of Drug Abuse Programs (now part of the Kansas Criminal Justice Coordinating Council), there continues to be a lack of coordination between agencies involved in substance abuse enforcement, prevention, and treatment activities. Substance abuse program expenditures by the 15 agencies who reported such expenditures totaled over \$46.5 million in FY 1994.

The Committee concludes, however, that there are no measurable results which can be ascertained from these expenditures.

The Committee recommends that the state 'drug czar' (defined in interim discussion) and the agencies involved develop some sort of measurable outcomes and be prepared to report the effectiveness of their respective substance abuse programs to the Legislature. The outcomes should include definite measurements of the success of the numerous programs undertaken by the various agencies."

The Subcommittee questions the value of the state's substance abuse programs given the lack of measurable results and coordination. The Subcommittee has been informed that the Governor may be reviewing this issue later this year. The Subcommittee encourages the Governor and executive branch agencies to review this issue and develop a system of coordination and program oversight. The Subcommittee recommends that such a review should consider ADAS as the lead program for such a coordinated effort due to the relative size of ADAS' program. The Subcommittee would also recommend that such a review should consider the need for a community-based continuum of prevention and treatment programs, especially for juveniles.

Rehabilitation Services

- 19. Add \$375,000 (\$79,875 SGF) for grants to increase the availability of assistive technology required to assist persons with disabilities achieve employment and independence, as requested by the agency.
- 20. Add \$100,000 from the State General Fund to provide assistive technology to persons with disabilities to assist them in avoiding institutional living.
- 21. The Subcommittee notes that the Senate Subcommittee on Mental Retardation has recommended the reduction of \$395,326 SGF which would have provided the state match for federal vocational rehabilitation grants for the mentally retarded due to the time limited nature of the grants and their out-year impact on State General Fund expenditures. The Subcommittee recommends the addition of \$395,326 SGF for the rehabilitation Services budget. The agency reported that this funding would allow the addition of \$1.9 million in federal funds which would provide vocational rehabilitation services to 2,000 to 2,500 additional clients with a broad array of disabilities, including the mentally retarded and head injured.

KAPS/Guardianship

22. The Subcommittee notes that a recent federal report on the Kansas Advocacy and Protection Services (KAPS) cited a possible conflict of interest between the organizations federal duties for advocacy and protection, the provision of client services, and KAPS' relationship with SRS. Based on this report, KAPS is in the

process of severing its ties with SRS. KAPS also has provided support services for the agency's Kansas Guardianship Program which it will no longer be able to provide such services. The Subcommittee recommends the addition of \$79,670 SGF for the Guardianship Program to replace these services formerly provided by KAPS. This will provide a total of \$1,153,870 for guardianship program. This is a recommended amount although the agency has the option of negotiating for a lesser amount of reasonable expenditures based on the specifications of a guardianship program. This amount can be partially offset by the elimination of the \$32,171 included in the budget for state support of KAPS. The Subcommittee also would note that S.B. 342 would establish a quasi-public nonprofit corporation to operate the program.

Other

- 23. Make technical adjustments to the bill to properly reflect the recommended budgets.
- 24. The Subcommittee has been informed by the agency that federal officials have informed them that some provisions of the welfare reform bill passed by the 1994 Legislature will not be approved. The Subcommittee recommends the introduction of legislation which will clean up those provisions inconsistent with federal laws.