

Establishment of Kansas Office of Early Childhood and Updating Law Regulating Child Care Centers and Child Care Homes; HB 2045

HB 2045 establishes the Kansas Office of Early Childhood (Office), updates law regulating child care centers and child care homes, and provides certain definitions, staffing requirements, and requirements for professional development training.

The bill transfers Kansas Department of Health and Environment (KDHE) statutes related to Lexie's Law to the Office of Early Childhood with certain modifications.

Kansas Office of Early Childhood

The bill establishes the Office for the purpose of creating greater transparency, safety, and efficiency to Kansans with the oversight of all funds, programs, and policies related to early childhood care services provided in Kansas.

The Office will be under the supervision of the Director, who will be appointed by the Governor, subject to confirmation by the Senate, and will serve at the pleasure of the Governor. The Director will be in the unclassified service under the Kansas Civil Service Act and will receive an annual salary to be fixed by the Governor.

The Director will be required to submit to the Legislature an annual request for the Office for appropriations and include the use of moneys subject to the provisions of Kansas law applicable to the Kansas Children's Cabinet.

The provisions of the Kansas Governmental Operations Accountability Law will apply to the Office, and the Office will be subject to audit, review, and evaluation.

Responsibilities of the Office

The Office will be responsible for:

- The implementation of child care policies, processes, procedures, and funding with direction from the Governor, the Director, and the Legislature;
- The implementation of policies, processes, and awards granted through the Children's Cabinet, subject to appropriations and approval of the Legislature;
- The provision of mediation, support, and problem-solving resolutions through child care advocacy services;
- Providing easily accessible support to the public and persons providing and receiving child care services;

- Ensuring access to information, services, resolution of issues, rules and regulations, and funding in a user-friendly manner as prescribed the Director;
- Serving as a central point of contact for federal and state agencies on child care services, funding, and grants;
- Maximizing administrative efficiencies to reduce burdens on families and improve access to early childhood services;
- Supporting the healthy development of Kansas children through the coordination of early childhood programs and services in the fields of early childhood care, child care, home visitation, and other related issues;
- Managing and administering various programs serving young children and families; and
- Ensuring all Kansas Children’s Cabinet functions are executed.

Responsibilities of the Director of the Office

The bill requires the Director of the Office to:

- Ensure efficient use of funds for child care services and report such efficient use through:
 - Maximizing funds for child care services, support programs, and grant initiatives for efficiency and reducing administrative waste, fraud, and abuse, and ensuring greatest possible benefit to eligible families and providers;
 - Establishing clear performance metrics and accountability measures to ensure effective use of state and federal resources, including conducting regular audits, outcome-based evaluations, and cost-efficiency reviews; and
 - Complying with all rules and regulations adopted pursuant to requirements set forth in the public assistance eligibility statute. [*Note:* KSA 39-709 was reorganized in enacted 2025 HB 2027.]
- Submit an annual report to the Legislature that includes:
 - The allocation and expenditure of funds and resources;
 - Measurable outcomes of programs funded through the Office;
 - Identified inefficiencies within the Office and system and corrective action taken in response;
 - Recommendations for improving fiscal stewardship, service delivery, implementation of statutory requirements, and any potential changes;

- Updates on changes to rules and regulations; and
- All data and metrics related to service rates for children and families, workforce and private actors, service delivery and fiscal efficiency of all programs, and recommendations for continuation or termination of such programs;
- Prepare, submit to the Legislature, and implement plans for a comprehensive service delivery system for children and families;
- Facilitate and coordinate interagency cooperation toward the goal of serving children and families with other state agencies as listed in the bill;
- Provide a central contact for information and assistance for children, families, communities, and businesses in need of early child care and related services;
- Enter into such contracts and agreements as necessary or incidental to the performance of the powers and duties of the Director;
- Charge and collect, by order, a fee necessary for the administration and processing of paper documents necessary for the execution of the laws related to the Office;
- Appoint and oversee Deputy Directors within the Office;
- Transition the administration of programs and state functions listed in the bill;
- Enter into agreements with the Secretary of Administration for the provision of shared services;
- Adopt, amend, or revoke any rules and regulations necessary to carry out the responsibilities of the Office;
- Develop and adopt rules and regulations for operating and maintaining day care facilities, to set a fee not to exceed \$35 for an amended child care license, and to set a fee for fingerprinting employees in a day care facility;
- Supervise all budgeting, purchasing, and related management functions of the Office;
- Submit an annual appropriations request to the Legislature; and
- Maintain an office in Topeka, Kansas.

The bill authorizes the Director to establish policies governing the transaction of business of the Office. The Deputy Directors and all other subordinate officers and employees will be required to perform such duties and exercise such powers as the Director may prescribe

and such duties and powers as are prescribed by law. Such Deputy Directors will act for and exercise the powers of the Director to the extent that authority to do so is delegated by the Director. Administration of programs transferred will be subject to federal and state appropriations.

Deputy Directors

All of the powers, duties, and functions of existing programs will be transferred. Any reference or designation by any statute, rule and regulation, contract, or any document created pursuant to the authorities related to the existing program will be transferred.

Each Deputy Director will be in the unclassified service under the Kansas Civil Service Act and each will be appointed by the Director.

The Deputy Directors of the Office will be as follows:

- Deputy Director of the Division of Home Visitation;
- Deputy Director of the Kansas Children's Cabinet; and
- Deputy Director of Child Care Licensure and Finance, who will:
 - Oversee child care facility and child care resource and referral licensing and child care finance quality;
 - Manage all components of licensure, including, but not limited to, inspections, final waiver approvals, and revocation of licenses;
 - Be allowed to enter into agreements with the Department for Children and Families (DCF) for the administration of child care subsidy payments. Such agreements will require the Secretary for Children and Families to determine an applicant's eligibility for the child care subsidy and provide information pertaining to such eligible applicants to the Division for administration of such benefits; and
 - Oversee the Child Care Ombudsman.

Child Care Ombudsman

The Child Care Ombudsman will:

- Be a central point of contact for concerns regarding the delivery and system of child care services and receive, investigate, and address complaints, concerns, and inquiries in a timely manner from the public regarding child care services, providers, and related programs;
- Act as an advocate for parents, families, and child care providers by facilitating communication between stakeholders and ensuring that concerns are resolved efficiently and fairly;

- Work closely with state agencies, the Director, service providers, and advocacy organizations to improve the quality, accessibility, and affordability of child care services in Kansas;
- Provide clear guidance and information, in conjunction with and under the direction of the Director, to the public about child care regulations, available support programs, and how to access services when concerns arise;
- Submit an annual report to the Director, to be shared with the Legislature, detailing the number and nature of concerns addressed, actions taken, and recommendations for improvements in child care services and policies;
- Review all revocations of licensure upon a complaint and make appeal to the Director. If an unsatisfactory determination is made, the provider could appeal through the Administrative Procedure Act; and
- Recommend changes in policies, rules and regulations, or procedures to improve the functioning of child care services in Kansas to the Director, Governor, and Legislature.

Kansas Children’s Cabinet

The Kansas Children’s Cabinet (Cabinet) is expanded from 15 to 18 members. The bill specifies that the five members of the public and the legislative members are the only voting members of the Cabinet. The three new members are the following: the Director as a non-voting member; the legislative member appointed by the Majority Leader of the House of Representatives as a voting member; and the legislative member appointed by the Majority Leader of the Senate as a voting member. The voting members of the Cabinet will appoint a Chairperson of the Cabinet from among the voting members. The bill also specifies that each voting member will serve at the pleasure of such voting member’s appointing authority.

The bill requires the Cabinet to review each individual application submitted to the Cabinet for any grant funding opportunities and allocate such grants administered by the Office. The bill authorizes the Cabinet to adopt rules and regulations as necessary.

The bill requires payments for subsistence allowances, mileage, and other expenses to be paid from available appropriations to the Office. [*Note:* Former law required such costs to be paid from available appropriations for DCF.]

Children’s Initiatives Fund

Continuing law requires the Cabinet to advise the Governor and Legislature regarding the uses of the moneys credited to the Children’s Initiatives Fund. The bill will subject such money to appropriations made by the Legislature and add the Director to the list of those advised by the Cabinet. The bill clarifies that the existing Children’s Initiatives Accountability Fund will be under the purview of the Office.

Interagency Transition Team

The Governor will appoint an interagency transition team to begin office operations after July 1, 2025. The bill requires the Governor to appoint the Director by January 1, 2026, and the Office will be required to begin transitioning programs from state agencies to the Office. All identified programs will be under the direction and supervision of the Director, including staff and other operational functions, by July 1, 2026.

Child Care Centers

Licensed Child Care Centers

Each licensed child care center that provides care to any number or type of child will be required to hire a program director and lead teacher who is at least 18 years of age, has a high school diploma or equivalent, and meets one of at least four education or experience-based criteria specific to such licensure as determined by the program director, which must include one non-academic experienced-based option.

Each licensed child care center will be allowed to hire assistant teachers who are at least 16 years of age and have necessary skills and abilities as determined by the program director. The bill prohibits the program director from requiring assistant teachers to meet educational requirements.

The bill authorizes the Director to waive licensed child care center requirements for hiring lead and assistant teachers on a case-by-case basis based on recommendation from the Deputy Director of Child Care Licensure and Finance.

The bill requires the Secretary of Health and Environment (Secretary) to update rules and regulations regarding child care ratios on or before October 1, 2025.

The Secretary is required to update rules and regulations to not require licensure for:

- An individual who provides care for fewer than 35 hours per week, unless otherwise increased by the Secretary, to 4 or fewer children, no more than 2 of whom may be infants who are not related to the individual by blood, marriage, or legal adoption; or
- An individual who provides care for children in their own home when care is arranged between friends and neighbors on an irregular basis.

Professional Development Training for Child Care Home Providers

For each licensure year beginning after July 1, 2025, each licensed person who provides care to children in a child care home will be required to complete professional development training in an amount determined by the Secretary of eight to ten clock hours per licensure year.

Each licensed person who provides care to children in a child care home will be required to submit proof of completion of up to four hours of outside training in child care or any related subject to the Secretary. Each licensed person who maintains a child care home with one provider and simultaneously cares for four infants at any time during the licensure will be required to submit proof of completion of at least three hours of infant-specific professional development training.

The Secretary will be required to retain records of compliance with outside training and infant-specific professional development training requirements for each person. The Director will assume the retention responsibilities regarding compliance with professional development training as of July 1, 2026.

Conditions for Child Care Center Licensure

A licensed child care center will be required to meet the legal requirements of the local jurisdiction where the child care center is located for fire protection, water supply, and sewage disposal.

Conditions for Child Care Home Licensure

The bill prohibits the Secretary from requiring a licensee to live in the child care home as a condition for licensure. The bill authorizes a licensee to request a waiver regarding licensure conditions in a manner approved by the Secretary, and the bill requires the request contain the provisions being sought to be waived and the reasons thereof.

The bill prohibits, on or after July 1, 2026, the Director from requiring a licensee to live in the child care home as a condition for licensure. The bill will authorize a licensee to submit a request for a waiver regarding licensure conditions to the Deputy Director of Child Care Licensure and Finance. Upon recommendation by the Deputy Director, the Director will be authorized to grant waivers on a case-by-case basis.

Pilot Programs for Child Care Facilities or Youth Development Programs

A “youth development program” means a child care facility where youth activities are conducted that is not located in an individual’s residence and that serves children who are enrolled in kindergarten to less than 18 years of age. “Child” means an individual who is enrolled in or attending kindergarten, is less than 18 years of age, is not a volunteer or employee, and is attending a youth development program. “Premises” means the location, including the building and adjoining grounds, for which the applicant has a temporary permit or license to conduct a youth development program.

The bill renames drop-in programs as youth development programs and states the term “drop-in program” in any statute, rule and regulation, contract, or other document refers to a youth development program.

If a licensed youth development program or school age program operates on or within the premises of a public or private school that is required to pass a fire safety inspection each school year, no additional fire safety inspection of the licensed youth development program or

school age program will be required by the Secretary; the Office as of July 1, 2026; the State Fire Marshal; the Fire Chief; or any local political or taxing subdivision.

On or after July 1, 2026, the Director will be authorized to develop and operate pilot programs designed to increase the availability or capacity of child care facilities in the state. The pilot programs will be authorized to request state funding for operations, subject to appropriations. The bill will authorize the Director to grant licensure to a person to maintain a child care facility or youth development program in a pilot program that waives the requirements or rules and regulations regarding licensure and operations of a child care facility or youth development program, including requirements for staff, for up to five years with a possible two-year extension. The facility or program will be required to comply with any alternative terms, conditions, and requirements set by the Director as may be necessary to protect the health, safety, and welfare of any child. The Director will be prohibited from granting a license for a pilot program if it would endanger the health, safety, and welfare of any child.

If the Director determines that a pilot program has been successful and will increase the availability or capacity of child care facilities in the state, the Director will:

- Make suggestions and recommendations to the Legislature for statutory changes to child care facilities and youth development programs; and
- Adopt any rules and regulations consistent with the findings from such pilot program, including additional licensure categories or requirements.

On or before the first day of each regular session of the Legislature, the Director will be required to prepare and submit a report to the Legislature regarding any pilot program. Such report will include, but not be limited to:

- The number of participating child care facilities or youth development programs;
- Provisions of statutes and regulations waived by the Director;
- Recommendations for changes; and
- A summary of findings from the pilot program based on available information.

Lexie's Law

The bill transfers KDHE statutes related to Lexie's Law to the Office. [*Note:* The provisions of Lexie's Law, enacted in 2010, included requiring the inspections of all child care facilities; issuing licenses with an expiration date and sticker; requiring the adoption of additional health, safety, and supervision regulations; and developing an online information dissemination system, which provides survey findings within KDHE.] The following modifications are made within KDHE statutes and within the provisions of Lexie's Law under the Office:

- A summer instructional camp that is provided by a not-for-profit, school, verifiable nonpublic school, an employee of such school or verifiable non-public school, or person or group of persons providing educational activities for children ages pre-kindergarten to high school to such persons' children or organizations or persons providing services defined as day care under this bill is authorized to apply for

and be granted a waiver as provided under this bill but is not required to hold a license or temporary permit from the Director of the Office;

- “Child” is defined as an individual who is enrolled or attending kindergarten, is less than 18 years of age, is not a volunteer or employee, and is attending a youth development program;
- If a licensed youth development program or school age program operates on or within the premises of a public or private school that is required to pass a fire safety inspection each school year, no additional fire safety inspection of the licensed youth development program or school age program will be required by the Director, the State Fire Marshal, the Fire Chief, or any local political or taxing subdivision; and
- The immunization requirement does not apply if a written statement is signed by the child’s parent or guardian that such immunizations violate sincerely held religious beliefs of the parent or guardian. Information and records that pertain to the immunization status of persons against childhood diseases and whose parent or guardian has submitted a written statement of sincerely held religious beliefs regarding immunizations will not be disclosed or exchanged without a parent or guardian’s written release authorizing such disclosure.

Parent Education Programs

The bill replaces the State Board of Education with the Office in laws regarding the administration of grants of state money for the development and operation of a parent education program. The bill also defines “parent education program” for this purpose.

The amount of a grant awarded to a school district will be determined by the Director in accordance with established priorities, and reported to the Senate Committee on Education, the House Committee on K-12 Budget, or any successor committees. Any grant awarded under this section will be included in a district’s budget with proper notation of such grant awarded. Review of equity for pre-kindergarten programs will be reviewed by committees on a bi-annual basis.

Occupational Licensing

The bill adds the Office in the expedited state licensure procedure statute as it relates to licensed, certified, or registered military service members, military spouses, or individuals who have established or intend to establish residency in Kansas. The bill requires the Office to provide information requested by the Director of Legislative Research to fulfill the requirements of continuing law.

Use of Hygiene Products

The bill provides child care facilities with the option to use toothbrushes after meals or as appropriate.

The bill also clarifies that maternity centers and child care facilities are required to provide each resident and employee with an individual towel, washcloth, or disposable products.

Surveyors and Certification

The bill requires any inspection of any day care facility to be conducted by an employee of the Secretary or Director or have a contract with the Secretary to provide inspection services.

The bill requires the Secretary or Director to create a surveyor certification and provide a minimum of yearly continuing education to qualify for such certification. If a surveyor fails to comply with certification requirements, the bill requires such surveyor to complete an improvement plan. The Secretary or Director will be authorized to terminate a surveyor's certification if the surveyor does not satisfactorily complete the improvement plan.

Transfer of State Agency Existing Funds and Employees

The bill declares all rules and regulations, orders, and directives of state agencies related to the programs transferred to continue to be effective and be deemed to be rules and regulations, orders, and directives of the Office until revised, amended, revoked, or nullified by law. The Office will succeed to all property, property rights, and records of such agencies used for or pertaining to the transferred powers, duties, and functions of such agencies.

The bill will transfer all funds and accounts appropriated or reappropriated that were used for or pertaining to the powers, duties, and functions of programs transferred to the Office for the purposes for which the appropriation was originally made. The Director will determine and certify to the Director of Accounts and Reports the amount in each account of the State General Fund or Special Revenue Fund of state agencies that have been determined by the Director to be transferred. Upon receipt of a certification, the Director of Accounts and Reports will transfer the amount certified.

Any conflict as to the proper disposition of the unexpended balance of any appropriation, property, property rights, personnel, or records as a result of the transfer of programs to the Office will be determined by the Governor.

No suit, action, or other proceeding, judicial or administrative, lawfully commenced, or that could have been commenced, by or against any state agency or program mentioned in this act or by or against any officer of the State in such officer's official duties will abate by reason of this act. The bill authorizes a court to allow any such suit, action or other proceeding to be maintained by or against the successor of any such state agency or any officer affected.

No criminal action commenced or that could have been commenced by the State will abate.

All officers and employees of the state agencies related to the programs transferred who, immediately prior to the effective date of this act, are engaged in the exercise and performance of the powers, duties, and functions transferred, as well as all officers and employees of the state agencies related to the programs transferred who are determined by the Director of the Office to be engaged in providing administrative, technical, or other support

services that are essential to the programs of the Office, will be transferred. All classified officers and employees will retain their status as classified employees.

Officers and employees transferred will retain all retirement benefits and leave balances and rights that had accrued or vested prior to the date of transfer. The service of each such officer or employee so transferred will be deemed to have been continuous. Any subsequent transfers, layoffs, or abolition of classified service positions under the Kansas Civil Service Act will be made in accordance with the civil service laws and any rules and regulations adopted thereunder. Nothing in this act will affect the classified status of any transferred person employed prior to the date of the transfer.

The date of the transfer will commence at the start of a payroll period.

Additional Changes

- The bill prohibits the Secretary and, on or after July 1, 2026, the Director from imposing restrictions on the use of 15-passenger vans purchased on or before July 1, 2025;
- The Director will be prohibited from adopting rules and regulations or policies requiring educational outcomes or curriculum for persons or entities licensed under this bill;
- The bill removes the requirement that a day care facility's license have an expiration sticker stating the license's expiration date on the face of the license;
- The bill prohibits funds expended for child care services that are subject to federal requirements and appropriations acts of the Legislature from being expended by any agency or office to reimburse providers for unfilled child care slots; and
- The bill requires consent by a child's parent prior to an interview by an agent and removes the caveat requiring that an interview would be required when the agent conducting the inspection is either an authorized person or a licensed physician.

Definitions

The following definitions are updated:

- "Assistant teacher" means a staff member of a child care center;
- "Boarding school" means a facility that provides 24-hour care to school age children, provides education as its primary function, and is accredited by an accrediting agency acceptable to the Secretary;

- “Child care center” means a facility that meets child care center regulations and provides care and educational activities for children;
- “Child care home” means the premises where care is provided for children at a residence;
- “Child care resource and referral agency” means a business or service conducted, maintained, or operated by a person engaged in providing resource and referral services, including information on specific services provided by child care facilities, to assist parents to find child care;
- “Child placement agency” means a business or service conducted, maintained, or operated by a person engaged in finding homes for children by placing or arranging for the placement of such children for adoption or foster care;
- “Day care facility” does not include a youth development program for the purposes of this bill;
- “Employee” means a person working, regularly volunteering, or residing in a child care facility;
- “Infant” means a child who is between 2 weeks and 12 months of age or a child older than 12 months who has not yet learned to walk;
- “Lead teacher” means an individual who can independently staff any unit in a child care center;
- “Licensure year” means the period of time beginning on the effective date and ending on the expiration date of a license;
- “Maternity center” means a facility that provides delivery services for normal, uncomplicated pregnancies, but does not include a medical care facility;
- “Program director” means the staff member of a child care center who is responsible for implementing and supervising the comprehensive and coordinated plan of activities that provide for the education, care, protection, and development of children who attend a child care center;
- “School-age” means a child who will be at least 6 years of age on or before the first day of September of any school year, but is under 16 years of age; and
- “Unit” means the number of children who may be present in one group in a child care center.