

SESSION OF 2025

**SUPPLEMENTAL NOTE ON HOUSE SUBSTITUTE FOR  
HOUSE BILL NO. 2294**

As Recommended by House Committee on  
Commerce, Labor and Economic Development

**Brief\***

House Sub. for HB 2294 would establish the Kansas Office of Early Childhood, update law regulating child care centers and child care homes, and provide certain definitions, staffing requirements, and professional development training.

The bill would transfer KDHE statutes related to Lexie's Law to the Office of Early Childhood with certain modifications.

***Kansas Office of Early Childhood (New Section 8)***

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

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\*Supplemental notes are prepared by the Legislative Research Department and do not express legislative intent. The supplemental note and fiscal note for this bill may be accessed on the Internet at <https://klrd.gov/>

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

*Responsibilities of the Office (New Section 9)*

The Office would 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; and
- Managing and administering various programs serving young children and families.

*Responsibilities of the Director of the Office (New Sections 8 and 10)*

The Director of the Office would be required 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 reduce administrative waste and ensure greatest possible benefit to eligible families and providers; and
  - 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.
- 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 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;
- 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 Director would be authorized to establish policies governing the transaction of business of the Office. The Deputy Directors and all other subordinate officers and employees would 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 would 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 would be subject to federal and state appropriations.

*Deputy Directors (New Sections 11 and 12)*

All of the powers, duties, and functions of existing programs would 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 would be transferred.

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

The Deputy Directors of the Office would be as follows:

- Deputy Director of the Division of Home Visitation;
- Deputy Director of the Kansas Children's Cabinet;
- Deputy Director of Child Care Licensure and Finance, who would:
  - 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; and
  - Be allowed to enter into agreements with the Department for Children and Families (DCF) for the administration of child care subsidy payments. Such agreements would 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.
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- Deputy Director of Child Care Advocacy, who would:
  - 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 from 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 take, 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 may appeal to the Secretary for Children and Families; and
- Recommend changes in policies, regulations, or procedures to improve the functioning of child care services in Kansas to the Director, Secretary for Children and Families, Governor, and Legislature.

#### *Kansas Children's Cabinet (Section 37)*

The Kansas Children's Cabinet (Cabinet) would consist of 18 members as listed in the bill. The bill would specify that the five members of the public and the legislative members would be the only voting members of the Cabinet. The voting members of the Cabinet would appoint a Chairperson of the Cabinet from among the voting members. The bill would also

specify that each voting member would serve at the pleasure of such voting member's appointing authority.

The bill would require 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 would authorize the Cabinet to adopt rules and regulations as necessary.

The bill would require payments for subsistence allowances, mileage, and other expenses to be paid from available appropriations to the Office. [Note: Current law requires such costs to be paid from available appropriations for the Department for Children and Families.]

#### *Children's Initiatives Fund (Section 38)*

Current 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 would subject such money to appropriations made by the Legislature and add the Director to the list of those advised by the Cabinet.

#### *Interagency Transition Team (New Section 8(i))*

The Governor would appoint an interagency transition team to begin office operations after July 1, 2025. The Governor would be required to appoint the Director by January 1, 2026, and the Office would be required to begin transitioning programs from state agencies to the Office. All identified programs would 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 (New Section 1)***

Each licensed child care center that provides care to any number or type of child would 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 has 1 of at least 4 education or experience-based criteria specific to such licensure as determined by the program director, that includes one non-academic experienced-based option.

Each licensed child care center would 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 would prohibit the program director from requiring assistant teachers to meet educational requirements.

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

The Secretary would be required to update rules and regulations to not require licensure for an individual who provides care for less than 35 hours per week, unless otherwise increased by the Secretary, to 4 or fewer children, not more than 2 of whom may be infants who are not related to the individual by blood, marriage, or legal adoption, nor to individuals who provide 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 (New Section 2)*

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

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

The Secretary would be required to retain records of outside training and infant-specific professional development training requirements. On or after July 1, 2026, the Director would be required to retain records of outside training and infant-specific professional development training requirements

*Conditions for Child Care Center Licensure (New Section 3)*

A child care center would 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 (New Sections 4 and 5)*

The bill would prohibit the Secretary from requiring a licensee to live in the child care home as a condition for licensure. A licensee may request a waiver regarding

licensure conditions in a manner approved by the Secretary, and the bill would require the request contain the provisions being sought to be waived and the reasons thereof.

On or after July 1, 2026, the Director would not be allowed to require a licensee to live in the child care home as a condition for licensure. A licensee may 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 would be authorized to grant waivers on a case-by-case basis.

***Pilot Programs for Child Care Facilities or Youth Development Programs (Sections 6, 9, and 32)***

A “youth development program” would mean 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” would mean 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. “Premises” would mean 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 would rename drop-in programs to youth development programs, including whenever it is used in any statute, rule or regulation, or contract.

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 would 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 would be authorized to develop and operate pilot programs designed to increase the availability or capacity of child care facilities in the state. The bill would 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 would 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 would 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 would:

- 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 would be required to prepare and submit a report to the Legislature regarding any pilot program. Such report would 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 (New Sections 15 - 36)***

Lexie's Law was enacted in 2010. The provisions 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 the Kansas Department of Health and Environment (KDHE).

The bill would transfer KDHE statutes related to Lexie's Law to the Office. The following modifications would be updated 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 nonpublic school, or person or group of persons providing educational activities for children ages pre-k to high school to such persons' children or organizations or persons providing services defined as day care under this bill may apply for and granted a waiver as provided under this bill would not be 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 would be required by the Director, the State Fire Marshal, the Fire Chief, or any local political or taxing subdivision; and

- The immunization requirement would 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 would not be disclosed or exchanged without a parent or guardian's written release authorizing such disclosure.

#### ***Parent Education Programs (Section 49)***

The bill would replace 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 would define "parent education program" for this purpose.

The amount of a grant awarded to a school district would 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 would be included in a district's budget with proper notation of such grant awarded. Review of equity for pre-kindergarten programs would be reviewed by committees on a bi-annual basis.

### ***Occupational Licensing (Section 39)***

The bill would add 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 would require the Office to provide information requested by the Director of Legislative Research to fulfill the requirements of current law.

### ***Use of Hygiene Products (Section 44)***

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

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

### ***Surveyors and Certification (New Section 23)***

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

The bill would require 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 would require such surveyor to complete an improvement plan. The Secretary or Director would 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  
(New Section 13)***

The bill would declare 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 would 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 would 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 would 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 would 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 would 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 would abate by reason of this act. The court could 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 would 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 the programs of the Office would be transferred. All classified officers and employees would retain their status as classified employees.

Officers and employees transferred would 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 office so transferred would be deemed to have been continuous. Any subsequent transfers, layoffs, or abolition of classified service positions under the Kansas Civil Service Act would be made in accordance with the civil service laws and any rules and regulations adopted thereunder. Nothing in this act would affect the classified status of any transferred person employed prior to the date of the transfer.

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

### ***Additional Changes***

- The bill would prohibit 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 would be prohibited from adopting rules and regulations or policies requiring educational outcomes or curriculum for persons or entities licensed under this bill;

- The bill would remove 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; and
- The bill would prohibit 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.

### ***Definitions***

The following definitions would be updated:

- "Assistant teacher" would mean a staff member of a child care center;
- "Boarding school" would mean 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" would mean a facility that meets child care center regulations and provides care and educational activities for children;
- "Child care home" would mean the premises where care is provided for children at a residence;
- "Child care resource and referral agency" would mean a business or service conducted, maintained, or operated by a person engaged in providing resource and referral services, including information specific services provided by child care facilities, to assist parents to find child care;

- “Child placement agency” would mean 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” would not include a youth development program for the purposes of this bill;
- “Employee” would mean a person working, regularly volunteering, or residing in a child care facility;
- “Infant” would mean 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” would mean an individual who can independently staff any unit in a child care center;
- “Licensure year” would mean the period of time beginning on the effective date and ending on the expiration date of a license;
- “Maternity center” would mean a facility that provides delivery services for normal, uncomplicated pregnancies, but does not include a medical care facility;
- “Program director” would mean 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” would mean 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” would mean the number of children who may be present in one group in a child care center

## **Background**

The bill was introduced by the House Committee on Commerce, Labor and Economic Development at the request of Representative L. Williams.

### ***House Committee on Commerce, Labor and Economic Development***

In the House Committee hearing, **proponent** testimony was provided by Senator Blew, a representative of the Governor’s Office, and representatives of Child Care Aware, Kansas Action for Children, Kansas Alliance of Boys and Girls Clubs, the Kansas Chamber of Commerce, United WE, the Wichita Regional Chamber of Commerce, and the Kansas State Alliance of the YMCAs. The proponents generally stated the bill would provide more child care options helping parents, employers, and child care providers in Kansas.

Written-only proponent testimony was provided by a Representative L. Williams, representatives of the Children’s Cabinet, DCF, KDHE, Advent Health Shawnee Mission, Aligned, Early Learning Centers, The Family Conservancy, Johnson County Board of County Commissioners, Kansas Chapter American Academy of Pediatrics, KCK Area Chamber of Commerce, Leading Age Kansas, Overland Park Chamber of Commerce, and Salina Area Chamber of Commerce, and by a private resident.

**Opponent** testimony was provided by a representative of Family Childcare Providers who generally stated the bill would allow for full-time unregulated child care.

Written-only opponent testimony was provided by a private resident and child care provider.

Written-only neutral testimony was provided by representatives of the Kansas Children's Service League; Manhattan, Emporia, Topeka, Lawrence (M.E.T.L.) Chambers of Commerce; and Thrive Allen County.

The House Committee amended the bill to remove language requiring youth development programs to be governed by a memorandum of understanding concerning the provisions of school inspections between the State Fire Marshal and the local political or taxing subdivision and to clarify that only children under the age of 18 may attend a youth development program.

On March 17, 2025, after rereferral of the bill, the House Committee amended the bill to:

- Modify requirements for program directors, lead teachers, and assistant teachers at child care centers;
- Update language regarding individuals who do not require licensure;
- Rename the Executive Director of the Office to Director;
- Provide a purpose statement regarding the creation of the Kansas Office of Early Childhood;
- Modify the responsibilities of the Office and Director;
- Rename the Director of the Division of Child Care as the Deputy Director of Child Care Licensure and Finance and clarify responsibilities of the role;
- Rename the Director of the Division of Home Visitation as the Deputy Director of Home Visitation;

- Rename the Director of the Cabinet as the Deputy Director of the Cabinet;
- Remove the Director of the Division of Head Start Collaboration;
- Add the Deputy Director of Child Care Advocacy and clarify responsibilities of the role;
- Update the definition of a summer instructional camp;
- Consolidate definitions throughout the bill;
- Add a reporting requirement for awards granted to school districts through parent education programs; and
- Clarify exemptions for immunizations and immunization records based on religious beliefs.

The Committee placed the amended contents into a substitute bill.

### **Fiscal Information**

According to the fiscal note prepared by the Division of the Budget on HB 2294, as introduced, DCF indicates enactment of the bill would result in a reduction of agency expenditures totaling \$151.0 million, including \$14.6 million SGF, beginning in FY 2027. The corresponding revenue sources for these expenditures would also be reduced from the agency budget. A total of 14.0 FTE positions are currently associated with these programs.

KDHE estimates enactment of the bill would reduce total expenditures by \$9.8 million in FY 2026 and \$16.7 million in FY 2027 for the transfer of programs and the related funding streams pursuant to the enactment of HB 2294.

The State Department of Education, Department of Corrections, Department of Administration, and Board of Regents indicated that enactment of the bill would have no fiscal effect for the agencies.

The Division of Budget assumes the reported agency savings related to enactment of HB 2294 would not result in statewide savings as most program duties and responsibilities would be transferred to the newly established Office of Early Childhood, in addition to the salary and benefits for a new Executive Director, in the range of \$100,000 to \$125,000.

Any fiscal effect associated with enactment of HB 2294 is not reflected in *The FY 2026 Governor's Budget Report*.

Child care center; child care facility; child care home; licensure; Office of Early Childhood