

**BEHAVIORAL SCIENCES REGULATORY BOARD  
MARRIAGE AND FAMILY THERAPY ADVISORY COMMITTEE  
Friday, August 12, 2022**

**Due to COVID-19, the Board office is practicing social distancing. The office space does not allow for a meeting while practicing social distancing, therefore, the meeting will be conducted virtually on the Zoom platform.**

**You may view the meeting here: <https://youtu.be/OAQ42mwFV0s>**

**To join the meeting by conference call: 877-278-8686 (Pin: 327072)**

If there are any technical issues during the meeting, you may call the Board office at, 785-296-3240.

The Behavioral Sciences Regulatory Board may take items out of order as necessary to accommodate the time restrictions of Board members and visitors. All times and items are subject to change

**Friday, August 12, 2022, 10am**

- I. Call to Order and Roll Call**
- II. Agenda Approval**
- III. Review and Approval of Minutes from Previous Meeting on June 24, 2022**
- IV. Welcome New Advisory Committee Members**
  - A. Chris Habben
  - B. Marcie Lechtenberg
  - C. Nicole Eitzen
- V. Executive Director's Report**
- VI. Training for Advisory Committee Members**
- VII. Old Business**
  - A. Continued Discussion of Unprofessional Conduct Regulations
- VIII. New Business**
  - A. Subcommittee for Clinical Supervision Manual
  - B. Discussion on "In Residence" Requirement in K.A.R. 102-5-3
  - C. Discussion on Licensed Psychology K.A.R. 102-1-15(g)
- IX. Next Meeting: Date to be Determined, October, at 10am?**
- X. Adjournment**

**Behavioral Sciences Regulatory Board**  
**Marriage and Family Advisory Committee Meeting**  
**June 24, 2022**  
**Draft Minutes**

- I. Call to Order.** Mary Jones, Chair of the Advisory Committee, called the meeting to order at 10 a.m.

**Committee Members:** Advisory Committee members present by Zoom were Mary Jones, Leslie Sewester, Joyce Baptist, Jurdene Coleman, Rebecca Culver-Turner, and James Godbey.

**Staff:** BSRB staff present by Zoom were David Fye and Leslie Allen.

- II. Approval of Agenda:** James Godbey moved to approve the agenda with the addition of adding discussion of draft language on pre-approval of continuing education providers and programs under new business. Jurdene Coleman seconded. The motion carried.
- III. Approval of Minutes:** Jurdene Coleman moved to approve the minutes from the Advisory Committee meeting on April 8, 2022. James Godbey seconded. The motion passed.
- IV. Executive Director's Report.** David Fye, Executive Director for the BSRB, reported on the following items:
- A. BSRB Staff Update.** The BSRB is still under the Governor's direction to avoid in-person meetings. The Executive Director noted he will update the Advisory Committee when that direction is changed. Until the limitation is lifted, the BSRB will continue to hold most Board and Advisory Committee meetings virtually. The Executive Director provided an update on the BSRB Fee Fund, which has a balance of about \$2.0 million. As part of the yearly performance evaluation process from the Department of Administration, all state employees should have a mid-year check-in to allow supervisors to provide feedback on their performance, allow questions from staff, and consider changes to work responsibilities. The Executive Director noted that the BSRB will provide mid-year check-in meetings for all employees later this month.
- B. Board Meeting on May 9.** The Board discussed the pre-approval of continuing education (CE) hours and the pre-approval of CE providers. All Advisory Committees were asked to discuss whether their profession would want pre-approved CEs, as currently only the social work profession has pre-approved CE providers and pre-approved CE classes. At the Board meeting, there was a split as some Advisory Committees requested this change while other Advisory Committees did not. Also at the Board meeting, 15 Advisory Committee members were reappointed to new two-year terms and those terms will start in July, as the state fiscal year begins on July 1. The Board recognized three Advisory Committee members that had served the

maximum number of years of service on the Advisory Committees. The Board passed a delegation motion allowing for alternate presiding officer in the event that the Chair and the Vice-Chair of the Board are unavailable for a meeting; reviewed draft language for regulations discussed at past meetings; and considered a model from Minnesota to provide a temporary license to students who graduate from schools that are in candidacy for Council for Social Work Education (CSWE) accreditation. The Board received a report from the Executive Director with potential changes to the Board's Investigation Policy and creation of subcommittees were requested by the Professional Counselor Advisory Committee (unprofessional conduct regulation review) and the Marriage and Family Therapy Advisory Committee (creation of a supervision manual similar to the existing manual for the social work).

- C. Other Meetings and Events.** The Executive Director attended an Educator meeting for the Association of Social Work Boards (ASWB) and the Mid-Year Meeting from the Association of State and the Provincial Psychology Boards (ASPPB). The Executive Director provided a summary of items discussed at these meetings, including an announcement from the American Psychology Association (APA) that the body is working on accreditation standards for Master's Level Psychology programs and hopes to have these standards available for comment in the fall of 2023. The Executive Director will be attending a conference on August 3, 2022, hosted by the National Board for Certified Counselors in Philadelphia. The Executive Director noted that several of the conversations at several of the national meetings have included discussions on multi-state compacts, though he was not aware of any current discussions on a multi-state compact for the marriage and family therapy profession.

## **V. Old Business**

- A. Advisory Committee Membership.** The Advisory Committee discussed candidates for membership at the previous meeting and recommended three specific applicants be added to the Advisory Committee. Prior to the recommendations being formally presented to the Chair of the Board for consideration, the recommendations were held in case the Advisory Committee wanted to revisit the recommendations and allow additional staggering of membership for applicants from educational institutions. Members of the Advisory Committee noted value in staggering appointments, but recommended that this method be prioritized in future discussions on members, rather than reopening the previous recommendations of the Advisory Committee. Joyce Baptist moved to uphold the recommendations as determined at the last meeting. Jurdene Coleman seconded. Leslie Sewester recused herself from the vote and James Godbey abstained from the vote. The motion passed. The Advisory Committee noted it intends to add more emphasis to staggering terms of applicants from educational institutions when considering future applicants for the Advisory Committee.
- B. Continued Discussion of Unprofessional Conduct Regulations.** At a previous meeting, Advisory Committees were asked to review the unprofessional conduct regulations for the professions and identify possible updates or other changes. The Executive Director noted the meeting materials included several supplemental

documents: the Association of Marital and Family Therapy Regulatory Boards (AMFTRB) teletherapy guidelines from 2016; the American Association for Marriage and Family Therapy (AAMFT) Best Practices in the Online Practice of Couple and Family Therapy from 2017; AAMFT Clinical Guidelines for LGBTQIA Affirming Marriage and Family Therapy from 2021; and an edited copy of K.A.R. 102-3-12a, the unprofessional conduct regulations for the professional counseling profession, which included potential changes identified by a past Advisory Committee. Advisory Committee members discussed the following areas for potential changes to the unprofessional conduct regulation K.A.R. 102-5-12 or other regulations involving unprofessional conduct:

- **K.A.R. 102-5-16 Unprofessional Conduct Regarding Recordkeeping.** The Advisory Committee previously requested clarification on the reason this regulation was separate from the general unprofessional conduct regulation and whether combining the regulations would cause issues. The Executive Director noted other Advisory Committees discussed this same topic and any reasons for the separation had not been identified, however combining the regulations would not cause problems;
- **Boundaries and Social Media.** Advisory Committee members expressed support for the potential changes identified in K.A.R. 102-3-12a(55) and (56) and requested this language be carried forward as a potential change to the marriage and family therapy unprofessional conduct regulations;
- **Sexual Conduct Involving Clients.** K.A.R. 102-5-12(b)(26), which prohibits making sexual advances towards or engaging in physical intimacies with someone who has been one's client within the past 24 months. Advisory Committee members expressed support from changing from 24 months to a standard where it is never appropriate. Advisory Committee members recommended including family members of clients under this unprofessional conduct regulation as well;
- **Speaking Poorly of Other Practitioners.** Advisory Committee members discussed whether a new item should be added on speaking poorly of other practitioners. It was the consensus of Advisory Committee members that this topic should be left to practitioner ethics or included under the general grounds of other unprofessional conduct regulations; and
- **Discrimination.** K.A.R. 102-5-12(b)(12) prohibits discriminating against any client, student, or supervisee based on certain criteria. Advisory Committee members recommended expanding the criteria listed to be consistent with the Association of Marital and Family Therapy (AAMFT) standards, with the additional phrase "*or any other marginalized groups.*"

- C. **Subcommittee for Clinical Supervision Manual.** The Advisory Committee members previously requested approval from the Board for a subcommittee on creating a supervision manual for the marriage and family therapy profession, similar to the supervision manual that exists for the social work profession. The Executive Director reported the Board approved the creation of the subcommittee for this purpose. The Advisory Committee decided to table activity for this subcommittee until after the August Advisory Committee meeting, when new members will be added to the Advisory Committee.

## **VI. New Business**

- A. Examination of Licensure Requirements and the Commission on Accreditation for Marriage and Family Therapy Education (COAMFTE) Accreditation Standards.** The Executive Director noted it would be helpful for the Advisory Committee to review the statutes and regulations on licensure for discussion at a future meeting, to examine how closely the BSRB requirements align with the current standards from the national accrediting body recognized by the BSRB. Also, K.A.R. 102-5-3 includes an “in residence” component, which requires that a student is physically present at the institution for some of the coursework. The Executive Director noted that the other Advisory Committees are discussing whether to remove the physical presence requirement and asked the Advisory Committee to review this language and be prepared to discuss this topic at a future meeting.
- B. Pre-Approved Continuing Education Programs and Providers.** At a previous meeting, the Advisory Committee requested the creation of draft language for pre-approval of continuing education programs and pre-approval of continuing education providers. This draft language was provided by Leslie Allen, Assistant Director and Licensing Manager for the BSRB. By consensus, the Advisory Committee recommended tabling this topic for discussion at a future meeting.

- VII. Special Recognition of Members Reaching Their Maximum Length of Service.** The Advisory Committee thanked Joyce Baptist and Rebecca Culver-Turner for their service on the Advisory Committee.
- VIII. Next Meeting.** The next meeting was scheduled for August 12, 2022, at 10 a.m.
- IX. Adjournment.** Mary Jones moved to adjourn the meeting. Joyce Baptist seconded. The motion carried.

## **Expectations of Board Members**

Adopted by the Board on January 10, 2022

### **I. Authority**

Insofar as the Expectations for Board Members conflicts with or limits any federal or state statute or regulation, the statute or regulation controls.

### **II. Mission Statement**

The mission of the BSRB, in accordance with the intent of the Kansas Legislature, is to protect and serve the consumers of mental health services and the professionals that offer them, through the issuance of licenses, resolution of complaints and the creation of appropriate regulations, accomplished through efficiency, fairness and respect to all those involved.

### **III. Guiding Principles**

- A. Persons in Kansas shall expect that licensed mental health providers are qualified, competent, and professional.
- B. Persons regulated by the BSRB shall expect equitable and fair treatment in relation to licensing activities, disciplinary processes and administrative regulations.
- C. The BSRB shall provide all services in a manner that is timely, cost efficient, courteous and competent.
- D. The BSRB shall be guided and led by ethical principles, clear policies, progressive thinking and strategic decision making.
- E. The BSRB shall respect the dignity and worth of all individuals.

### **IV. Services**

- A. Process license applications and license renewals in a timely manner as defined by pre-established performance goals. These goals are to be set by the Executive Director and communicated to applicants and licensees at the time they initiate a service request.
- B. Take disciplinary action when appropriate.
- C. Provide timely information to the public (i.e., mailing lists, list of licensees, maintain current website)
- D. Maintain Rules / Regulations and Statutes

## **V. Code of Conduct**

The purpose of the Code of Conduct is to instill and assure the public's trust and confidence in its regulatory board for the licensed professions. That trust must embrace the people who serve on the board, including the qualifications for public service that attracted their appointment.

### **A. Integrity**

1. A Board member of the BSRB should have no criminal or professional misconduct record, nor commit acts that would lead to investigations or complaints.
2. A Board member of the BSRB possesses sound moral principles, e.g. is upright, honest, sincere.
3. A Board member of the BSRB has courage of convictions to withstand pressures to be swayed from the public protection agenda.
4. A Board member of the BSRB should be honest about personal agendas and leaves them outside the boardroom.
5. A Board member of the BSRB should reveal any actual or perceived conflicts of interest and appropriately recuse themselves from decisions or actions in those areas of interest.
6. A Board member of the BSRB should not represent their personal opinion as that of the Board.
7. A Board member of the BSRB should be limited to one unexcused absence a year.

### **B. Conflict of Interest**

A member of the BSRB should guard against conflict of interests.

#### **1. Compliance**

Common components of conflicts of interest policies include, but are not limited to, some or all of the following:

- a. A Board member of the BSRB should have no personal financial benefit as a result of service to the BSRB except sustenance and mileage;
- b. A Board member of the BSRB who may have a conflict of interest according to stated criteria should refrain from voting on the matter;
- c. A Board member of the BSRB should disclose any relationship with any other agency or individual involved with the BSRB and be excluded from matters involving such a conflict;

- d. A Board member of the BSRB serving as part of an organization working in any way with the BSRB should inform the Board Chair;
- e. A Board member of the BSRB should not accept any gifts or promotional items received as part of their affiliation with the agency for personal use;
- f. A Board member of the BSRB should not use the agency's name or agency information for personal gain;

### C. Confidentiality

Board discussion involving any of the following matters shall remain confidential, unless the Board expressly agrees to the contrary:

- 1. Any discussion that occurs during executive session; and
- 2. Any discussion concerning actual or potential litigation.

## VI. Board Meetings

### A. Board Composition

Per K.S.A. 74-5401(a), 12 Board members are appointed by the Governor, including: Two licensed psychologists; two individuals licensed to engage in the practice of social work; one professional counselor, one marriage and family therapist, one master's level psychologist, one licensed addiction counselor or licensed clinical additional counselor; and four members of the Board represent the general public.

### B. Meeting Schedule and Agenda Formation

Board meetings shall take place the second Monday of every other month, unless the Board determines otherwise.

- 1. The following items will always appear on the agenda:
  - a. Roll Call
  - b. Approval of Agenda
  - c. Approval of the Minutes
  - d. Public Comments
  - e. Staff Reports
  - f. Complaint Review Committee (CRC) Report
  - g. Reports from Professional Board members

### C. Chair Authority and Responsibility

- 1. Chair — The Chair of the BSRB shall:

- a. Preside at all meetings;
  - b. Appoint members of the Advisory Committees;
  - c. Appoint members of the CRC; and
  - d. Appoint members to other ad hoc committees.
2. Vice-Chair — The Vice-Chair shall discharge the duties of the Chair in his/her absence, disability, resignation, or death.

#### D. Emergency Executive Succession

1. In the event that the Board Chair is unable to perform the duties of the Office discharge the duties of the Office to the Vice-Chair.
2. In the event that the Executive Director is unable to perform the duties of the office of Executive Director, the BSRB may request an interim Director. If the BSRB is unable to meet immediately, the Board Chair will seek an interim Director until the Board can meet.

### **VII. Board-Executive Director Relationship**

#### A. Organizational Structure

1. The Executive Director will communicate any personnel matters that should be addressed by the Board to the Chair of the Board;
2. The Chair of the Board will present these Board related issues to the Board; and
3. The Executive Director will communicate to the staff the Board wishes, intentions, policies, etc.

#### B. Delegation to the Executive Director

1. The Executive Director shall be the administrative head of the organization, serving at all times under the Board. The Executive Director will be responsible for implementing and executing the policies and activities approved by the Board. She/He shall assist in the developing of the over-all program and shall recommend policies and activities for consideration by the Board.
2. The Executive Director shall have sole authority to employ, eliminate, and fix the duties and salaries of other employees or independent contractors of the organization, subject to policies, regulations and limitations approved by the State of Kansas.

#### C. Executive Expectations

1. The Executive Director shall keep the Board advised of BSRB activities by issuing a report to the Board at each full Board meeting, which summarizes pertinent information.
2. The Executive Director shall prepare the agenda for Board meetings in consultation with the Board Chair.

3. The Executive Director shall prepare the agenda in consultation with the Board Chair for an annual Board retreat which shall allow for issues before the Board that need in depth consideration.

D. Monitoring the Executive Director's Performance

1. The Board shall, when necessary, utilize executive session to discuss issues concerning the Executive Director. The Board shall also formally evaluate the performance of the Executive Director each calendar year and on an annual basis thereafter, with emphasis on whether set outcomes are attained.

## Advisory Committee Policy

Adopted by the Board on January 10, 2022

Purpose: A BSRB Advisory Committee, as a creation of the Board, has the purpose of supporting the Board in carrying out its mission to protect the public. Members serve at the pleasure of the Board. Actions pertaining to informing, licensing, and disciplining of those persons regulated by the Board are the methods for accomplishing the mission.

Process: An Advisory Committee fulfills its purpose by addressing issues referred to it by the Board through the Advisory Committee Chair or the Executive Director. A Committee may suggest issues it believes the Board should consider by referring those through the Chair of the Advisory Committee. When the latter occurs the Board has three courses of action from which to choose:

1. The Board can agree the issue needs to be addressed at the Board level.
2. The Board can agree the issue should be addressed and refer the matter to the appropriate person or committee for additional information, review, or analysis, which will then be brought back to the Board.
3. The Board can decide to not address the issue.

Structure of the Committee: Chairs of Advisory Committees will be members of the Board. If the profession is represented on the Board, the Chair of the Advisory Committee will be a Board member licensed in the discipline of the committee and appointed by the Governor to represent that discipline on the Board. Any other Board members appointed by the Governor to represent that discipline on the Board will serve as a member of that advisory committee. A public member of the Board will also be a member. There will be a minimum of three and a maximum of ten additional members appointed. The Executive Director will be a non-voting, ex officio member. The Assistant Director or Licensing Manager is encouraged to attend. The Assistant Attorney General representing the Board should attend meetings when their attendance is requested.

Terms for Advisory Committee members will be two years. They will be appointed by the Chair of the BSRB and can serve up to four terms. Appointments to the committee should be staggered to avoid having too many members of the Advisory Committee reach their maximum length of service at the same time. The policies and procedures under which the BSRB Board Members are expected to operate will apply also to the Advisory Committee Members. The Chair of the BSRB can remove members.

Selection: Members for the Committee may be nominated by anyone, including the public, committee members, members of a professional organization — either the discipline's own or other's — or through self-nomination. In reviewing nominations, the Committee should work to ensure that there is diverse representation including, but not limited to, geographic setting, gender, culture, and ethnicity. Members should provide representation of the levels of licensing for that discipline and those members should be selected from among public and private practitioners and educators.

The Committee as a whole discusses nominations and reaches recommendations on new members. The nominee's resume, a letter stating the reasons why he or she desires to be appointed, and a copy of the Board's mission and goals to which the nominee has indicated agreement, are reviewed. The Chair of the Committee will submit the Committee's recommendations for new members to the BSRB Board Chair. The Chair will review the recommendations and may request input before making a decision, which will be announced at a Board meeting.

After the appointment has been approved the Executive Director will inform the Advisory Committee appointee by letter or e-mail. The Executive Director may assist the new member by providing information, which will help orient the member to the Board's, and Advisory Committee's, role and function.

## **Guidelines for Public Attendees of Meetings**

Adopted by the Board on January 10, 2022

Meetings of the Behavioral Sciences Regulatory Board (BSRB) and subcommittee meetings of the BSRB, such as Advisory Committee meetings, fall under the Kansas Open Meeting Act (KOMA) and are open to the public. The KOMA does not require state agencies to provide public comment to individuals, however as part of the BSRB's public protection mission, the agency values the receipt of information and input from members of the public. To ensure that all individuals are treated in a consistent and respectful manner, the agency has created this guidance document to provide general procedures for individuals attending Board Meetings and Advisory Committee meetings as well as general guidance on topics relevant for public comment at these meetings.

### **Guidelines for Individuals Attending Meetings**

#### **In-Person Meetings**

When Board and Advisory Committee meetings are held in-person, the BSRB will attempt to provide sufficient physical space for public attendees to be present at the meetings. Unless otherwise noted, in-person meetings will be held in the BSRB Boardroom at 700 SW Harrison St., Ste. 420, Topeka, KS. Additional public access to the meeting will be provided by the agency through the use of a conference call line and by broadcasting the meetings on the BSRB YouTube Channel.

#### **Virtual Meetings**

When Board and Advisory Committee meetings are held virtually, public access to the meeting will be provided through the use of a conference call line and by broadcasting the meeting to the BSRB YouTube Channel. If the Board Chair or Advisory Committee Chair permits time for public comment, presenters will be provided a Zoom link to log into the meeting. Individuals presenting information to the Board over Zoom should provide sufficient information to the Executive Director prior to the meeting so that the attendees may be identified in the Zoom waiting room. To ensure the security of the Board and Advisory Committee meetings, if individuals cannot be identified in the Zoom waiting room, they will not be admitted into the Zoom meeting. Individuals who have not received a specific Zoom link to attend the meeting will not be granted access to attend the meeting over Zoom.

#### **General Guidance for Attendees**

When attending meetings of the Board or Advisory Committees, cell phones and other devices which create noise should be turned off or disabled during meetings to avoid disruptions. Attendees should avoid side-conversations that could cause distractions during meetings.

## **Guidelines for Presentation of Information at Meetings**

### **Procedure for Public Comment**

The Chair of the Board and Chairs of Advisory Committees will determine whether public comment will be allowed at each meeting. If time for public comment is permitted, the Chair will have authority to determine the amount of time available for public comment. Any individuals wishing to provide public comment at Board or Advisory Committee meetings should contact David Fye, Executive Director for the BSRB, no later than 48 hours prior to the meeting, by sending an e-mail to [david.fye@ks.gov](mailto:david.fye@ks.gov). Information in the e-mail to the Executive Director should make clear that the individual is seeking to provide public comment, the specific meeting being referenced, and should indicate the general topic on which the individual wishes to provide public comment. Written comment is not required to be submitted to the Executive Director, but it is strongly encouraged so that members of the Board or Advisory Committees may read the information ahead of the meeting and be better prepared to communicate with the individual providing comment. After receiving requests to provide public comment, the Executive Director will speak with the Chair to determine if public comment will be permitted. If public comment is permitted, the Executive Director will communicate the decision of the Chair and time limit to individuals requesting public comment.

At the meeting, the Chair will recognize the presenter at the appropriate time identified on the agenda. While receipt of public comment is not preceded by the formality of an oath, by appearing before the Board or an Advisory Committee, the presenter hereby certifies that the information is presented truthfully, based upon facts that are capable of verification, and offered in good faith. Presenters should promptly bring to the Board or Committee's attention any necessary corrections to information that they have previously presented. Any individuals presenting public comment should avoid exceeding the time permitted and should conduct themselves in a respectful manner when addressing the Chair and members of the Board or Advisory Committees. At the conclusion of public comment, the Chair may allow time for questions or may move to the next item on the agenda.

### **Topics Relevant for Public Comment**

As a state agency created by the Kansas Legislature, the BSRB is governed by statutes and regulations. Information presented to the Board or Advisory Committees should be relevant to those statutes or regulations governing the agency. The Chair reserves the right to limit testimony that is, in the judgment of the Chair, not relevant to matters germane to the Board or Advisory Committees. Common examples of past public comment topics include requested changes to the statutes or regulations relating to qualifications for licensure, fees, continuing education, or unprofessional conduct of practitioners. The BSRB highly values receipt of information that a licensee may have violated the statutes and regulations for a profession regulated by the agency. However, information on a specific practitioner licensed by the BSRB, information that is relevant to an active investigation, or information that could be grounds for a complaint against a practitioner should be provided to the BSRB through the submission of a complaint/Report of Alleged Violation (RAV), rather than through public comment at a Board or Advisory Committee meeting. Use of a standardized process for receiving this information, investigating allegations, and determining possible discipline helps ensure that both members of the public and licensees are treated consistently and fairly. Instructions on the BSRB's investigation process and instructions on filing a Report of Alleged Violation with the agency can be found on the BSRB's website at <https://ksbsrb.ks.gov/complaints>.

# **BEHAVIORAL SCIENCES REGULATORY BOARD**

## **BOARD & ADVISORY COMMITTEE MEMBERS**

### **ORIENTATION**

Janet Arndt, Assistant Attorney General  
Legal Counsel to the Board  
February 2021

#### **TABLE OF CONTENTS**

- Professional Licensing Board is a Creature of Statute
- Functions and Duties of a Licensing Board
- Statutes, Regulations, and Policies
- Effectiveness as a Board Member
- Conflict of Interest
- Confidentiality
- Ex Parte Communications
- Professional Activities
- Other Conduct
- The Kansas Open Meetings Act (KOMA)
- The Kansas Open Records Act (KORA)
- The Kansas Administrative Procedure Act (KAPA)
- The Kansas Tort Claims Act (KTCA)

#### **PROFESSIONAL LICENSING BOARD IS A CREATURE OF STATUTE**

The State of Kansas regulates many professions, including doctors, nurses, real estate brokers, police officers, and barbers. Each of these professions is regulated by a licensing board or commission that was created by the Kansas Legislature for the purpose of ensuring that licensed professionals are competent and do not pose a risk to the public. By enacting legislation creating each licensing board, the Kansas Legislature also bestowed certain powers on those boards, but those powers are limited.

A professional licensing board is created by enabling legislation, which establishes a board's form, mission, powers, functions, tools of implementation, and enforcement abilities. A board is considered to be a "creature of statute," meaning a board's power is dependent upon its authorizing statutes, and therefore any exercise of authority claimed by a board must come from those statutes, either explicitly or necessarily implied. A board may administer, implement, and enforce only those statutes. If those statutes are silent on a particular action, the board lacks authority to take such action. Simply put, a board can do only what Kansas statutes say it can do.

Besides statutes specific to a board, a board's authority is limited by Constitutional Equal Protection and Due Process rights - prohibiting a board from acting in a manner which results in disparate or inconsistent treatment of persons similarly situated, from adopting different standards for similar situations or otherwise acting arbitrarily, capriciously or vindictively. For

example, a licensing board may not impose more severe discipline on male licensees solely because of their gender or a licensing board may not revoke a license simply because the board does not like that particular licensee. Other Constitutional guarantees, such as freedom of speech, rights of privacy, unreasonable search and seizure, and vagueness also establish parameters on a board's authority.

The Kansas Legislature retains control over certain aspects of a licensing board. For example, the legislature could decide to repeal the enabling legislation, which would eliminate the board. In addition, even if a board is fee funded (meaning paid for partly or entirely with fees collected from applicants for licensure), the board must receive a legislative appropriation in order to expend the monies collected. The legislature may also enact legislation that would change the makeup, scope, and/or powers of the board.

In exercising regulatory power, members of a licensing board often struggle with the issue of what their authority is and what their authority is not. Most licensing boards are authorized to exercise discretion when it comes to approving applications or imposing discipline on licensees. Statutes authorizing such discretion state that the board "may" approve an application based on certain criteria, or the board "may" impose discipline on a licensee if the licensee engages in certain prohibited behavior. The word "may" tells the board that it is supposed to consider the facts of each case and decide on an outcome that is fair, supported by the facts, consistent with the public interest, and complies with the language of the applicable statutes and regulations.

Board members at times want to exercise discretion when discretion is not allowed by law, such as wanting to grant a waiver or exception to a statute or regulation. Other times board members do not want to exercise discretion when discretion is called for, preferring a "blanket rule" that would apply in every case, regardless of the facts of a particular case. To meet the challenge of exercising appropriate and lawful authority, a board member must understand the type of entity a board is.

The general purpose (whether explicit or implied) of a license board is to secure for the people of Kansas the services of competent, trustworthy practitioners, and to protect the public against unprofessional, unauthorized, or unqualified practitioners. The purpose of a license board is not to promote or protect the profession as a whole; those functions typically lie with a private professional association.

A licensing board accomplishes its purposes through licensing applicants who meet established eligibility qualifications (generally education, experience, and examination) and through the disciplinary process by which a license may be conditioned, limited, revoked, suspended, revoked, or otherwise sanctioned for the violation of a statute or regulation.

## **FUNCTIONS AND DUTIES OF A LICENSING BOARD**

In order to carry out its purpose, a board is granted (delegated) powers and functions that similarly parallel the three branches of state government: executive, judicial, and legislative.

"Executive" authority is an administrative function by which the board carries its enabling act into effect. In exercising this authority, a board is required to follow Kansas Open Meetings Act and

Kansas Open Records Act to ensure that the public's business is conducted openly.

"Judicial" authority is an adjudicative function to enforce the enabling act by holding quasi-judicial hearings to make findings of fact and conclusions of law in determining whether those facts prove a violation of law has occurred. In serving in a "judicial" capacity, most licensing boards are required to follow the Kansas Administrative Procedures Act in order to achieve uniformity among various agencies of the state with respect to procedural safeguards.

"Legislative" authority (technically, a form of administrative authority) is the authority to adopt regulations in order to implement or interpret the enabling act with more detailed or specific requirements. In adopting rules and regulations, a board is required to follow the Rules and Regulations Filing Act to ensure that the process of adopting administrative regulations is open, receptive to public and legislative input, addresses the economic impact of those affected, and that the regulations themselves are consistent in style, organization and grammar, and are lawful, filed, and published. Properly adopted regulations have the force and effect of law, *i.e.*, they are legally enforceable. A valid regulation must be within the statutory authority conferred upon the agency, implement a specific statute, and otherwise pass the test for "legality." Any regulation will be found illegal if it goes beyond the authority authorized, violates an enabling statute, or is inconsistent with the statutory power of the board, another statute, or the Constitution.

### **STATUTES, REGULATIONS, AND POLICIES**

In order to fulfill its responsibility to protect the public from incompetent, unprofessional, and unauthorized practitioners, a regulatory board implements and enforces statutes and regulations, and at times operates according to internal policies. In order to be effective, board members need to understand the differences between statutes, regulations, and policies.

Statutes are laws passed by the Kansas Legislature through authority derived from the Kansas Constitution and subsequently signed by the Governor. Statutes generally become effective on July 1 of that session year, but can become effective if a different date is specified in the legislation. Statutes set the parameters of a board's authority. Statutes control any inconsistent regulation or policy. If a board becomes dissatisfied with the scope of its authority (*e.g.*, a board determines that it needs investigative subpoena authority), the board must seek legislation to obtain its goal.

Regulations, on the other hand, are adopted by a board to further implement or carry out the purpose of particular statutes. A board's authority to adopt regulations is derived from statute. In adopting rules and regulations, a board is required to follow the Rules and the Regulations Filing Act to ensure that the process of adopting administrative regulations is open, receptive to public and legislative input; addresses the economic impact of board and those affected; the regulations themselves are consistent in style, organization and grammar; are lawful, and are filed and published. Regulations are promulgated to complete or fill in details of a statutory scheme—implementing statutes—and affect rights or responsibilities of third parties outside of the board.

As described below, the process of adopting regulations is quite lengthy, but for good reason.

When adopted in accordance with the Rules and Regulations Filing Act, regulations have the force and effect of law, *i.e.*, they are legally enforceable. To be valid, a regulation must be within the statutory authority conferred upon the board, implement a specific statute, and otherwise pass the test for "legality." Any regulation that goes beyond the authority granted, violates an enabling statute, or is inconsistent with the statutory power of the board, another statute, or the Constitution will be found void.

In determining whether to adopt a regulation, the following factors should be considered:

#### The need for a regulation

1. Does the action contemplated meet the statutory definition of a regulation? A regulation is "a standard, requirement or other policy of general application that has the force and effect of law, including amendments or revocations thereof, issued or adopted by a state agency to implement or interpret legislation." K.S.A. 77-415(c)(4). Is the contemplated action one of those specifically excluded from the definition of a regulation? See K.S.A. 77-415(b)(2)(A)-(F).
2. Would a regulation add anything?
  - (i) Does it simply repeat the statute?
  - (ii) Is it purely self-directive?
  - (iii) Is it informational rather than regulatory?

#### Determine statutory authority to adopt a regulation

1. Does the agency have rule and regulation authority? The history section of every regulation must show the agency's statutory authority to promulgate regulations.
2. Does the agency's authority extend to the subject matter of this regulation? The history section must also state the statutes that are being implemented or interpreted by the regulation; the authorizing statute must correspond to the implementing statutes.

#### Procedure to adopt a regulation

1. Draft the regulation in accordance with the Policy and Procedure Manual for the Filing of Regulations published by the Department of Administration for form and style requirements. See: [https://admin.ks.gov/docs/default-source/chief-counsel/website-documents/reg-manual-june-2018.pdf?sfvrsn=4f2688c7\\_14](https://admin.ks.gov/docs/default-source/chief-counsel/website-documents/reg-manual-june-2018.pdf?sfvrsn=4f2688c7_14)
2. Prepare an Economic Impact Statement, and Environmental Impact Statement (if appropriate), and a Private Property Protection Act Report, if Appropriate. See K.S.A. 77-416(b), (c), (d), (e) and K.S.A. 77-706(e).
3. Attach any documents adopted by reference in a regulation. All adopted documents must also be within the board's authorizing and implementing statutes.
4. Submit the regulation, any documents adopted by reference, and the Economic Impact Statement to the Director of Budget for approval. The regulation, any documents adopted by reference, and the Economic

Impact Statement to the Secretary of Administration for approval as to form, style, and orthography. Once approved by the Department Administration, submit the regulation, any materials that are adopted by reference, and the Economic Impact Statement to the Office of the Attorney General for approval. The offices of the Secretary and AG review the entire regulation, not just the new or amended provisions. The AG's review determines:

- a. Board's authority to adopt rules, generally
  - b. Regulation is within the board's scope
  - c. Regulation does not conflict with statutes or constitution
  - d. Regulation is otherwise lawful (AG also makes suggestions regarding clarity and any errors).
5. The regulation must be revised if any changes are made as a result of the review by Secretary of Administration or the Office of the Attorney General. When the revisions are completed, the regulation and the Economic Impact Statement must be resubmitted to the Director of Budget, Secretary of Administration, and Office of Attorney General for approval.
  6. After the regulation has been approved by all three agencies, it is filed with the Secretary of State for submission to the State Rules and Regulations for approval of a temporary regulation and/or the Joint Committee on Rules and Regulations for comment on a permanent regulation. If promulgating a temporary regulation, it is recommended that you also process a permanent regulation at the same time so that it will be ready to take effect when the temporary regulation expires.
  7. Submit notice to the Kansas Register making sure there will be at least 60 days between public notice and the hearing date.
  8. During the 60-day notice/public comment period for a permanent regulation:
    - a. The Joint Committee on Rules and Regulations reviews the rule and makes comments to the agency
    - b. The public has an opportunity to make written comments to the regulation.
  9. Hearing
    - a. Circulate a sign-in sheet for those in attendance
    - b. Record the comments
  10. Revisions
    - a. If revisions are necessary, the Economic Impact Statement and revised regulations must be resubmitted to the Director of Budget, Secretary of Administration, and AG for approvals.
    - b. If the regulation ends up substantially different than what was in the notice of public hearing, the notice, review by the Joint Rules and Regulation Committee, and the public hearing should occur.
  11. Adoption  
If the agency head is a board, the regulation must be adopted in an open meeting and by roll call vote for each regulation. A certificate of the vote

must be completed.

12. File the regulation and certificate of the vote with the Secretary of State. File the regulation with the Secretary of State and publish in the Kansas Register.

Effective date of regulation

1. Permanent regulation: 15 days after publication in the Register
2. Temporary regulation: Upon approval by the State Rules and Regulations Board and filing by the Secretary of State.

Policies may be adopted by a board only to guide its internal operations, such as prioritizing staff workload or explaining the investigative process. Typically, a policy is adopted by the passage of a motion. A board may not adopt a policy that would affect in any manner the persons or entities that it regulates; rather, the Board's enforcement or administration of legislation must be properly adopted, filed, and published as a regulation.

Guidance documents are documents that state a board's current approach to, or interpretation of law, or general statements of policy that describe how and when the board will exercise discretionary functions. Guidance documents do not go through the rules and regulations filing process; thus, they do not have the force of law. Guidance documents must be published on the agency's website.

### **EFFECTIVENESS AS A BOARD MEMBER**

A board expends less time, money, energy, and resources by taking action to prevent a legislative post audit review, a lawsuit, an appeal of administrative action, or a complaint made against you or your board. So, . . .

- Read the board's enabling statutes, K.S.A. 74-7501, *et seq.*
- Read all of the board's licensing acts:
  - Licensure of Psychologists Act, K.S.A. 74-5301, *et seq.*
  - Licensure of Master's Level Psychologists Act, K.S.A. 74-5361, *et seq.*
  - Professional Counselors Licensure Act, K.S.A. 65-5801, *et seq.*
  - Social Workers Licensure Act, K.S.A. 65-6301, *et seq.*
  - Marriage and Family Therapists Licensure Act, K.S.A. 65-6401, *et seq.*
  - Addiction Counselor Licensure Act, K.S.A. 65-6607, *et seq.*
  - Applied Behavior Analysis Licensure Act, K.S.A. 65-7501, *et seq.*
- Re-read all the above licensing acts until you feel you fully understand them. Re-read them as necessary to familiarize and understand the boundaries contained therein—especially as a statute(s) pertains to a specific issue or matter.
- Read the regulations for each licensing act and re-read the regulations as it relates to the implementing statute(s).
- Be on the alert for agency policies and internal procedures which are inconsistent with or conflict with the board's statutes and regulations, or which affect requirements for applicants or licensees. The rationale of "We have always done it this way" is not a legal defense.

- Ensure that decisions are within the authority granted. If any doubt about the legality of an action, consult with the board's attorney.
- Be willing to initiate action to amend statutes or modify regulations. If a statute or regulation seems confusing, unfair, vague, or overly burdensome to you, chances are good that it is confusing, unfair, vague or overly burdensome to those persons who must comply with them. Statutes and regulations may also have to be amended as they become outdated.
- Remember the purpose of imposing discipline against licensees is to encourage compliance with the law and protect the public. Discipline should not be vindictive or disproportionate to the severity of the licensee's violations. The harshest sanction, revocation, is typically reserved for licensees who have committed egregious or multiple violations or has a history of repeated violations and not responded to prior disciplinary action.
- Always be mindful that the role of the board is to protect the public, not the licensee.

### **CONFLICT OF INTEREST**

Conflict of interest typically means having any interest, financial or otherwise, direct or indirect, or engaging in any business or transaction or professional activity or incurring any obligation of any nature, which is in substantial conflict with the proper discharge of the board member's duties in the public interest. Board members must make public and recuse themselves from any conflict of interest that exists to ensure the integrity of the board and all of its decisions. Disclosure and recusal are important tools to avoid actual or perceived conflict of interest, but board members must not overuse recusal as an excuse to avoid conflict in exercising their full responsibilities.

#### **Types of Potential Conflict in External Activities**

Personal conflicts are those actions that may ultimately have a personal consequence that is a direct or indirect effect of a decision or action. No decisions should be made that will advance the personal benefit of the board member(s). Some examples of personal conflict include:

- Personal gain: Will this decision affect the board member's personal life, career advancement, or business in any direct way?
  - Example: The Board holds a hearing on a summary proceeding order that denied a license to an applicant who works near Board Member Doe. Board Member Doe is the only other licensee in the area. The denial of applicant's request for licensure means Board Member Doe would see an increase in business.
- Bias: Does the board member's personal relationship with the licensee in question impair his or her ability to render an impartial decision? Is the board member privy to information about the licensee that the other board members do not know, and

that will affect the board member's ability to vote objectively?

- Example: The Board is considering whether to grant a license to an applicant who has a felony conviction and provided some evidence of rehabilitation. The Board is divided on whether to approve the application. Board Member Doe and the applicant's mother are close friends and Board Member Doe has known the applicant since he was a child. Board Member Doe wishes to "vouch" for the applicant.
- Effects on personal relationship: Will there be an effect on the board member's current, past or future personal relationship(s)?
  - Example: The Board is considering whether to fine a licensee. Board Member Doe's supervisor is a close relative of the licensee, and she fears that she will face retaliation from her supervisor if she votes in favor of the fine.

## **CONFIDENTIALITY**

At all times the board member must conform to the rules of confidentiality in dealings outside the boardroom. *Protected information obtained in the capacity of board member must remain confidential during and after board membership.* Termination of board membership does not dissolve the board member from responsibility. The rules that applied during active board membership continue to apply after termination of board membership. Confidentiality must be maintained on all confidential subjects that the individual was privy to as a board member.

- Executive sessions during open meetings: The purpose of an executive session is to allow board members to discuss certain matters privately, outside the public view. Taking an executive session without a proper motion that states the statutory grounds for the executive session can result in the imposition of a penalty. Sharing matters discussed during an executive session with another party defeats the purpose of the executive session. In addition, breaching executive session confidentiality could expose the Board to a KOMA complaint because revealing information intended to be confidential suggests that there was no need to discuss the matter in private. Finally, the purpose of an executive session is typically to discuss private information about an employee or to obtain advice from the Board's attorney to preserve attorney-client confidentiality. A board member may subject the Board to litigation by discussing private information about an employee or waive attorney-client confidentiality by revealing attorney-client communications to a third party. So, do NOT disclose the information that was discussed during an executive session.
- Deliberations after a hearing: Discussions on a decision regarding a particular pending case are considered quasi-judicial deliberations. The Kansas Open Meetings Act (KOMA) and the Kansas Administrative Procedure Act (KAPA) allow Board members to deliberate in private in order to reach a decision in a particular pending case regarding the applicable facts, law, and sanctions. It is understood

that discussions during private deliberations are meant to be confidential.

### **EX PARTE COMMUNICATIONS**

An ex parte communication typically involves receiving information from or discussing with a party or an outside person without the knowledge of the other party; for this reason, it is regarded as a one-sided or partisan viewpoint. For the purposes of the board, an ex parte communication can occur when a board member discusses the details or merits of a particular case with only the applicant or licensee, the board's litigation counsel, or board staff. In other words, one or more litigants or their attorneys in a case are not present during the discussion.

Ex parte communications are problematic because licensees and applicants for licenses are entitled to due process and the board's decisions must be fair and objective. In the case of an applicant for licensure or a licensee in a disciplinary action, the KAPA prohibits board members charged with rendering a decision in a matter from communicating – directly or indirectly through staff – with any party or participant regarding any issue in the proceeding. This rule is designed to prevent decisions based on "secret" information not provided to the other side.

A board member may encounter ex parte communications without advance warning to the board member. For example, a person who has a pending application for licensure may call a board member to advocate for him or herself. Similarly, a licensee might approach a board member at a conference to ask that the disciplinary action against him or her be lifted or changed.

A board member may also inadvertently create ex parte issues by contacting board staff or litigation counsel with questions about a pending hearing or application. Board staff and litigation counsel are aware of ex parte concerns. They will refrain from discussing the particulars of a case with you. Decisions on applications and disciplinary matters must be made based only upon the agency record or evidence presented at the hearing.

It is the responsibility of the board member to disclose ex parte communications. The KAPA requires disclosure of ex parte communications on the record (i.e., in a document filed in the agency record and sent to the litigants or during a hearing open to the public with the litigants present). If a licensee attempts to engage in ex parte communications with a board member but the board member ends the conversation before a discussion of the particulars of a case, the board member still needs to disclose the attempted ex parte communication. If the ex parte communication is such that the board member is partial or biased or if there would be an actual or perceived conflict of interest, the board member must recuse himself or herself from the discussion and decision of the case.

### **PROFESSIONAL ACTIVITIES**

A board member may hold an office in a professional or trade association of the regulated profession, but may not lobby for or cast votes regarding a matter that would impact the professional association or the board member's office in that association. The board member may not use his or her position on the board to further the interests of the professional association or his or her office in that association.

Board members may attend professional conferences and social events, but they must be

mindful of open meetings rules and conflicts of interest. If a majority of board members are present, do not discuss the "business or affairs" of the board to avoid triggering a "meeting" under the KOMA. Additionally, do not discuss matters related to a particular pending application or disciplinary matter.

## **OTHER CONDUCT**

A board member should not represent himself/herself as a spokesperson for the Board unless authorized by vote of the board to speak on the Board's behalf. If a board member is asked to give the Board's position on an issue and the Board has not authorized that member to do so, the board member must decline to comment or make clear that any opinions expressed are those of him or her alone and NOT the Board. A board member should not ask board staff or board counsel to provide legal advice or preferential treatment to any applicant or licensee.

## **THE KANSAS OPEN MEETINGS ACT (KOMA)**

The Kansas Open Meetings Act (KOMA), K.S.A. 75-4317 *et seq.*, allows the public to observe governmental entities making decisions. Meetings shall be open to the public because "a representative government is dependent upon an informed electorate." K.S.A. 75-4317(a). Because the purpose of KOMA is to benefit the public, it is interpreted liberally and exceptions are applied narrowly to carry out its purpose.

The KOMA applies to all legislative and administrative bodies and agencies of the state and political and taxing subdivisions thereof, and other subordinate groups thereof receiving or expending and supported in whole or in part by public funds. K.S.A. 75-4318. The KOMA does not define the term "subordinate groups," but if created by a covered entity or the group has become an extension of a covered entity, most likely the subordinate group is subject to the KOMA.

The KOMA does not apply to an otherwise covered entity when exercising a "quasi-judicial" function, K.S.A. 75-4318(g)(1), or conducting a proceeding or hearing under the Kansas Administrative Procedures Act (KAPA). K.S.A. 77-523(f); K.S.A. 75-4318(g). KOMA also does not apply to the judiciary, private organizations, and staff meetings of a covered entity.

A meeting is defined as:

- Any gathering or assembly in person, through the use of a telephone, or any other medium for interactive communication
  - By a majority of the membership of an agency or public body subject to the act
  - For the purpose of discussing the business or affairs of the public body or agency
- K.S.A. 75-4317a

Meetings may be conducted by telephone or other electronic medium (e.g., Zoom, Skype) if the board complies with all KOMA requirements. A meeting includes informal discussions before, after the public meeting, or during a recess of a public meeting and all gatherings at all stages of the decision-making process. The name of the gathering is irrelevant; thus, "work sessions" and "retreats" are subject to KOMA. The majority of the membership for a meeting is calculated

by the next whole number greater than one-half the total number of members—including vacant positions and absent members. A majority can be different than a quorum.

A "discussion" does not require binding action or voting. A discussion can occur at social gatherings, retreats and meetings held in private, education conferences/seminars. Thus, when traveling to such meetings, members of the board should avoid discussing business or affairs of the agency.

The presiding officer has duty to provide notice of the meeting, but this duty may be delegated. K.S.A. 75-4318(b). Contrary to popular belief, the KOMA does not require notice of meetings to be published in a paper or on a website. An individual must request notice of meetings. There are no formalities to requesting notice – it can be verbal or written. The notice must provide date, time, and location where body will meet to the person requesting notice in a "reasonable time" before meeting. A request is valid for one fiscal year. The Board must notify a requester of expiration before terminating notice to that requester.

The KOMA does not address meeting procedures; thus, a board is not required to follow Roberts Rules of Order or any similar formal rules of procedure. The KOMA also does not require a board to create an agenda, but if one exists, it must be made available to everyone. An agenda does not have to be mailed out in advance of the meeting. The person may record the meeting as long as doing so is not disruptive. The public does not have the right to speak, but only to listen and observe. The board cannot vote by secret ballots.

A board policy may require minutes to be kept, but the KOMA does not require the board to have minutes *unless* there is a motion to go into executive session. The motion as made must be included in the minutes. An executive session permits discussion of certain enumerated matters outside of public view. To take an executive session, the Board must first convene an open meeting. The Board cannot take binding actions in an executive session, but a consensus is allowed. If a consensus is achieved, the Board must reconvene the open meeting and take a formal vote in open session.

Executive sessions are governed by statute and those requirements must be met. Those requirements are:

1. A formal motion must be made, seconded, and carried;
2. The motion for executive session must contain:
  - (a) A statement describing the subject(s) to be discussed (without revealing confidential information);
  - (b) The justification (listed the statute) for closing the meeting; and
  - (c) The time and place the open meeting will resume; and
3. The complete motion must be recorded in the minutes and permanently retained by the Board. K.S.A. 75-4319(a).

The two most common justifications used by licensing boards are personnel matters of non-elected personnel and legal consultation with the board's attorney. Executive sessions for personnel matters of non-elected personnel are used to protect the privacy interests of the employee. It can also be used to discuss applicants for employment. Executive sessions under

this subject matter do *not* include contractors or appointments to boards or commissions. See K.S.A. 75-4319(b)(1). Executive sessions for consultation with legal counsel requires the board's legal counsel to be present and the communication to be privileged, *i.e.*, confidential. No third parties may be present as that breaks the privilege. See K.S.A. 75-4319(b)(2).

The most common complaints raised by the public include:

Executive sessions

Improper motions for executive sessions

An executive session for a subject matter, but discussing a different or additional subject matter in session

Inclusion of non-board members in executive session

Executive session is extended without reconvening the open meeting, making a motion to extend the executive session, and voting

Failure to return to open meeting at the stated time/place after an executive session ends

Revealing information discussed in executive session

Serial communications

Failure to give notice when majority of membership of board gathered

Failure to give notice of meetings

Prosecutions under the KOMA are civil, not criminal. Any person, county/district attorney or the attorney general may bring an action in district court. The county/district attorney and attorney general have subpoena power. Enforcement actions take precedence over all other cases and are assigned for trial at the earliest practicable date.

The remedies for a KOMA violation include: voiding any action taken if prosecuted by the attorney general or county/district attorney only; an injunction (stopping the action); a mandamus (forcing action); and a declaratory judgment. The penalties for a KOMA violation include: a fine up to \$500 per board member, not the board, for each violation; ouster from office; recall from office; court costs assessed to the person seeking enforcement of KOMA; court costs assessed against plaintiff if maintained action frivolously, not in good faith, or without reasonable basis in law or fact. K.S.A. 75-4320; K.S.A. 75-4320a.

Effective July 1, 2015, the Attorney General can enter into a consent order or issue a finding of a violation. Under the consent order provision, the Attorney General may investigate any time prior to filing an action under K.S.A. 75-4320a, use the preponderance of evidence standard, and enter into a consent order with the board member that may:

Contain admissions of fact;

Require completion of training approved by the Attorney General;

Impose a civil penalty up to \$250 for each violation;

Set forth an agreement to comply with the KOMA; and

Require submission of proof consent order requirements met.

K.S.A. 75-4320d.

The consent agreement must also bear the signature of the head of the board found to have

violated the KOMA and of any other person required by the Attorney General. K.S.A 75-4320d.

Under the provision for finding a violation, the Attorney General may investigate, use the preponderance of evidence standard, and issue a finding of a violation to the board that may:

Contain findings of fact and conclusions of law;  
Require the board to do any or all of the following:  
Cease and desist from further violation;  
Comply with the KOMA;  
Complete training approved by the Attorney General;  
Pay a civil penalty up to \$500 for each violation; and  
Submit proof of compliance with the finding of violation.  
K.S.A. 75-4320d(a)(2).

The Attorney General may apply to district court to enforce a consent order or a finding of violation. If it finds that the attorney general did not abuse discretion, then the district court shall:

Enjoin the public body or agency to comply with consent order or finding of violation;  
Impose a civil penalty not less than the one imposed by the Attorney General and not more than \$500 per violation  
Require public body or agency to pay court costs and investigative costs incurred by Attorney General;  
Impose any other remedy authorized by K.S.A. 75-4320a(a).  
K.S.A. 75-4320d(c).

The district court may also award the Attorney General reasonable attorney fees; in certain instances, the district court is required to do so. See K.S.A. 75-4320d(c)(4).

For further information or registration on the next training session, please view the Attorney General's website at: <http://ag.ks.gov/open-govt/resources>

### **THE KANSAS OPEN RECORDS ACT (KORA)**

The Kansas Open Records Act (KORA), K.S.A. 45-215 *et seq.*, requires the board to have its records "open for inspection by any person unless otherwise provided;" and KORA "shall be liberally construed and applied to promote such policy." K.S.A. 45-216(a).

A public agency includes the state or any political or taxing subdivision of the state, or any office, officer, agency or instrumentality thereof or any other entity receiving, expending, or supported in whole or in part by public funds appropriated by the state or political/taxing subdivision. The term "instrumentality" is not defined in KORA. Nevertheless, if created by a covered entity or the group has become an extension of a covered entity, it will most likely be covered. A "public agency" does not include private companies, even if they receive public funds in exchange for goods and services, judges and courts, an individual legislator or member of a governing body, private individuals, or state employees.

A public record includes any recorded information regardless of form or characteristics which is made, maintained, or kept by or is in the possession of any public agency and written records, photographs, computer data, and e-mail. A public record does not include records that are owned by a private person or entity and are not related to functions, activities, programs, or operations funded by public funds or records not in existence at the time of the request. The Board is not required to create a record in order to fulfill a request. See K.S.A. 45-217.

Under the KORA, the Board must:

- Appoint a freedom of information officer to assist with KORA requests
- Display, distribute, or otherwise make available a brochure describing requester rights, agency responsibilities, and procedures for inspecting or obtaining copies of public records
- Include the name/title of a records custodian, fees, and office hours available for anyone to make a request. K.S.A. 45-226 and K.S.A. 45-227.

In Kansas, any person may make a request; the person need not be a resident or provide a reason for their request. The Board may require the request to be in writing, state name and address of the requestor, provide proof of identification, and sign a written certification that the requester will not use names and addresses obtained from the records to solicit sales or services. Unless closed by law, the Board cannot deny a person the right to review its public records. For instance, copyrighted materials may not be reproduced without the permission from the copyright holder, but must be available for viewing or listening. If portions of a record are closed, the remainder of the record must be made available to the requestor; this referred to as "redaction." The Board is not required to makes copies of a recording tapes or discs, video tapes or films, pictures, slides, graphics, illustrations *unless* shown at a public meeting.

The request must be "acted upon" as soon as possible, but not later than the end of third business day following the date the request was received by the board. Three responses are acceptable: (1) the record is provided (in the form requested, if possible); (2) the request is under review and the records if permitted will follow; and (3) the request is denied, with a detailed explanation for the denial.

Under the KORA, there is a presumption of openness. As such, the requested public records must be released unless an exemption to disclosure applies. The burden rests on the board to prove the requested records are exempt from disclosure. Exemptions to disclosure may be discretionary or mandatory.

Discretionary closure includes medical, psychiatric, psychological, or alcoholism/drug dependency treatment records pertaining to identifiable patients; personnel records other than an employee's name, positions/titles, salaries or employment contracts; and length of service; information that constitutes a clearly unwarranted invasion of personal privacy if disclosed; records privileged under rules of evidence unless consent is given; records; and records of an investigation conducted under civil litigation or administrative adjudication, if disclosure interferes with the procedure. Mandatory closure includes records that are required to be closed by federal or state statute that are not found in the KORA; the KORA looks to other statutes first.

The Board may recover only actual costs to provide the requested records. These costs include staff time to retrieve and review records, redact information from a record, and copy the record. The fees may be estimated and collected before the records are provided. K.S.A. 45-218(f) and K.S.A. 45-219.

The KORA is a civil act, not a criminal act. Any person, a county/district attorney, or the Attorney General may bring a civil prosecution. The county/district attorney and Attorney General have subpoena power. Such actions are assigned a trial date at the earliest practicable date. K.S.A. 45-222(e). The district court may review the requested records *in camera*. In actions brought by the county/district attorney or Attorney General, fines up to \$500 per violation may be imposed for a knowing violation or an intentional failure to furnish information. Costs and reasonable attorney's fees, including appeals, may be imposed if the board's denial is not made in good faith and without a reasonable basis in fact or law. See K.S.A. 45-222 and K.S.A. 45-223.

The KORA creates graduated enforcement options to encourage resolution of KORA violations in lieu of filing an enforcement action. The Attorney General or a county/district attorney can use a consent judgment in lieu of prosecution. A consent judgment may contain any remedy available to a district court but cannot include an award of reasonable expenses, investigation costs, or attorney fees. The district court must approve a consent judgment and enter judgment. Breach of a consent judgment is a violation of the court order and subject to penalties provided by law. See K.S.A. 45-253.

Effective July 1, 2015, the KORA provisions also authorize the Attorney General to enter into a consent order or issue a finding of a violation after an investigation showing by a preponderance of the evidence that a violation has occurred. The Attorney General can seek district court enforcement of a consent order or a finding of violation. K.S.A. 45-251. The district court may review the requested records *in camera*.

Under the consent order provisions, the Attorney General may investigate using the preponderance of evidence standard and enter into a consent order that may:

- Contain admissions of fact;
  - Require completion of training approved by the Attorney General;
  - Impose a civil penalty up to \$250 for each violation;
  - Set forth an agreement to comply with the KORA; and
  - Require submission of proof that consent order requirements met.
- K.S.A. 45-251(a)(1)(A).

A consent order with a public agency that is not a governing body must bear the signature of the head of the public agency, any officer found to have violated the KORA and of any other person required by the Attorney General. A consent order with a public agency that is a governing body shall include the signatures of all members. K.S.A. 45-251(a)(1)(B). Under the provisions for finding of a violation, the Attorney General may investigate using the preponderance of evidence standard. The Attorney General issues a finding of violation to a public agency that may contain findings of facts and conclusions of law and require the agency to do any or all of the following:

- Cease and desist from further violation;

Comply with KORA;  
Complete training approved by the Attorney General;  
Pay a civil penalty up to \$500 for each violation; and  
Submit proof that of compliance with the finding of violation.  
K.S.A. 45-251(a)(2).

In an enforcement action, if it finds that the attorney general did not abuse discretion, then the district court shall:

Enjoin the public agency to comply with consent order or finding of violation;  
Impose a civil penalty not less than the one imposed by the Attorney General and not more than \$500 per violation  
Require public agency to pay court costs and investigative costs incurred by the Attorney General; and  
Impose any other remedy authorized by K.S.A. 45-222(a).  
K.S.A. 45-251(c).

The district court shall award the Attorney General costs and reasonable attorney fees if the court finds that the agency's denial of access to the record was not in good faith and without a reasonable basis in fact or law. See K.S.A. 45-222(d).

The most common complaints raised by the public include:

Calculation and explanation of the "reasonable" fee/actual costs  
Records provided did not meet the requester's expectations  
Requester believes there should be existing public records, but none were found  
Is agency/entity covered by KORA, and if not, why not?  
Failure to respond within three business days  
Failure to provide the requested records  
Access to criminal investigation records

For further information or registration on the next training session, please view the Attorney General's website at: <http://ag.ks.gov/open-govt/resources>

### **The KANSAS ADMINISTRATIVE PROCEDURE ACT**

The Kansas Administrative Procedure Act (KAPA), K.S.A. 77-501 *et seq.*, creates only procedural rights and imposes only procedural duties. K.S.A. 77-503(b). The KAPA does not provide substantive law; those laws are governed by the Board's enabling act and licensing acts. The KAPA applies only to the extent that other statutes expressly provide that the provisions of the KAPA govern those provisions. K.S.A. 77-503(a).

Attorney General Opinion No. 2014-07 was issued at the request of the Kansas Board of Emergency Medical Services. It discusses the extent to which that Board's investigations committee must conduct its business in a public meeting under the Kansas Open Meetings Act (KOMA). The general rule is that licensing boards, like the BSRB, must do business in an open meeting under the KOMA unless directed by statute to conduct the proceeding or hearing

pursuant to the KAPA. Those two Acts are mutually exclusive.

The key conclusion in this opinion is that when a licensing board's statutes provide that the KAPA applies to certain decisions, the Board shall follow the KAPA, not the KOMA, when making those decisions. **The KAPA sets out a procedure to follow when the Board is deciding what to do in cases involving *individual licensees*, much like the procedure that is followed in court cases.** In those types of cases, the Board is conducting a quasi-judicial function in deciding the outcome of the case. When the KAPA applies, none of the stages in a particular case has to be open to public observation **other than a hearing**.

Other than the Behavior Analysts Licensure Act, each of the Board's licensing acts have the following KAPA provision: "Administrative proceedings and disciplinary actions regarding licensure under the [applicable licensing act] shall be conducted in accordance with the Kansas administrative procedure act." K.S.A. 74-5324(c) (psychologist); K.S.A. 74-5369(c) (master's level psychologist); K.S.A. 65-5809(c) (professional counseling); K.S.A. 65-6311(c) (social workers); K.S.A. 65-6408(c) (marriage and family therapists); and K.S.A. 65-6615(c) (addiction counselors). The KAPA provision in the Behavior Analysts Licensure Act states: "Any action taken under this section which affects any license or imposes any administrative penalty shall be taken only after notice and an opportunity for a hearing conducted in accordance with the provisions of the Kansas administrative procedure act." K.S.A. 65-7504(b).

Under the KAPA, neither the public nor an applicant has to be notified when the Board meets to consider an application for licensure. Similarly, under the KAPA, neither the public nor the licensee has to be notified when the Complaint Review Committee (CRC) meets to consider whether probable cause exists in a discipline case or issue a summary proceeding order. Additionally, the Board and the CRC do not need to take a vote in public for decisions made under the KAPA; under the KAPA, decisions are made when the license or an order is issued. The necessary Board staff and the Board's or CRC's attorney can be present during the KAPA discussions to make sure the Board members have the information or legal advice they need to make an informed decision.

There are some Board activities that are not covered by the KAPA, and these must be acted on in an open meeting under the KOMA. These include:

- Approving Board minutes;
- Discussions and votes to approve or amend regulations or guidance documents;
- Delegating authority to a Board member or to the Executive Director to take a particular action;
- Receiving agency updates regarding the budget, legislation, statistics on complaints and CRC activity, education, and the Executive Director's report;
- Decisions whether to renew contracts or change the way contracted services are provided; and
- Policy decisions affecting the way the Board operates internally.

All of the above activities are conducted under the KOMA and require a vote in an open meeting to take action, but the Board may receive confidential legal advice in an executive session before making any of the above decisions.

Taken together, this means that if the Board is considering only KAPA matters (a pending case for a specific applicant or a licensee involving licensure or discipline, petitions for review, petitions for stay, petitions for reconsideration) as authorized by its licensing act, the Board does not have to notify the public of when it is conducting a proceeding in a pending case, can conduct the proceeding in person or electronically, and does not have to have an agenda. The Board, of course, must provide notice to the parties if required by the KAPA—such as a pre-hearing conference or a hearing.

Applications: Applications for licensure are typically handled differently than an investigation. A person who files an application for licensure has the burden of proof; thus, the Board does not usually conduct an investigation on an application. Staff will gather the information submitted by an applicant for the Board's consideration in determining whether an applicant is qualified for licensure or whether a license may be conditioned or restricted. If the Board denies, conditions, or restricts a license, an applicant may request a hearing if the applicant did not agree to such action in a consent agreement and order.

Once a person is granted a license, it becomes a statutory/property right that cannot be taken away by the Board without giving the licensee the due process rights of notice and an opportunity to be heard by a fair and impartial tribunal. The KAPA creates the framework for this to occur. If a proposed action under a licensing statute is not governed by the KAPA, the Board may review the KAPA for guidance or consult with legal counsel to avoid a due process claim.

Investigations and Determination of Probable Cause: The Board has the burden of proof to show a licensee has violated a statute or regulation; thus, the Board conducts an investigation to gather all facts necessary to prove such violation. The remainder of this discussion involves the investigation and prosecution of a discipline case.

All licensing boards can investigate complaints or allegations that a licensee has violated its statutes or regulations. The Board's investigator generally gathers information and then presents that information to the CRC. That information should include the licensee's side of the story. The licensee's position can be presented in writing or in person before the CRC at the option of the CRC. The CRC reviews the information and determines whether there is probably cause, or reasonable grounds, to believe that the licensee has violated specific statutes or regulations. "Reasonable grounds" means information that would lead a reasonably prudent person to believe that the licensee violated one of the Board's statutes or regulations.

When making the determination, the CRC must make sure the conduct that the licensee is accused of actually violates one of the Board's statutes or regulations. The fact that the licensee did something that made someone angry, violated a professional association's ethical code, or did not follow an employer's policy does not necessarily mean that the licensee violated a statute or regulation.

Proceedings after a reasonable grounds determination is made. If appropriate, a consent agreement can resolve a disciplinary matter. The purpose of discipline is to protect the public - not to exact retribution. The disciplinary process can be lengthy and time consuming. A consent agreement may require the licensee to admit wrongdoing but the licensee must agree

to do certain things (practice with restrictions, pay a fine, seek medical treatment etc.) provided the board agrees not to pursue formal disciplinary action.

If a consent agreement is not possible, the CRC requests its disciplinary counsel to take appropriate action by: (1) filing a formal petition charging the licensee with statutory/regulatory violations and setting the matter for hearing or (2) filing a summary procedure order imposing certain discipline and/or a fine. The licensee can request a hearing on the summary proceeding order within a certain prescribed time period. Once a petition or a request for a hearing is filed, the KAPA guides the proceedings and hearing.

If there is an immediate danger to public health, safety or welfare, the CRC may suspend a license without giving the licensee notice and an opportunity for a hearing. A licensee may appeal an emergency order to the district court. After the issuance of a suspension order, the investigation must be completed as quickly as feasible so that a petition and notice of a scheduled hearing can be filed; this ensures that the licensee has an opportunity to appear and contest the action.

If the KAPA does not apply and no other statutory authority exists, the Board cannot use the KAPA provisions governing the summary procedure order or an emergency proceedings order. Rather, the Board must comply with due process by providing notice to the licensee and giving the opportunity to participate in a hearing at an open meeting.

Discovery: Both the Board and the licensee have the right to "discover" the other side's position by submitting interrogatories, requesting documents, and taking depositions. Setting deadlines for these activities are handled during a prehearing conference. Discovery can take, at a minimum, 3-6 months, depending upon the complexity of a case.

Appointing the Presiding Officer and Hearing the Case: The Board can appoint the Office of Administrative Hearings (OAH) or one or more Board members to serve as the presiding officer who will hear the case. Board members who were involved in investigating the case or determining there was reason to believe that the licensee violated statutes/regulations cannot be a presiding officer for the evidentiary hearing. Unless OAH hears the case, the Board's general counsel advises the Board members who serve as the presiding officer, facilitates the hearing if requested, and drafts the order for the presiding officer's approval.

The KAPA proceedings and hearings may be quite lengthy so board members should decide whether they are willing to commit the time. If not, then the Board can contract with OAH to serve as a presiding officer and issue an initial order.

Once the presiding officer is identified, a Notice of Hearing is mailed to the licensee setting the date, time, and place for the hearing. Requests for continuances are common. Generally, the practice is to grant one continuance to a party. Additional continuances may be granted if a party can show cause for a continuance.

The Evidentiary Hearing: Either a court reporter or a recording device makes a recording of the evidentiary hearing. The hearing may be conducted by telephone or video conference. However, this may make it difficult for those participating by telephone to view videos, exhibits,

or documents presented by the parties unless the parties agree to share such material with the presiding officers prior to the hearing.

In a disciplinary case, the Board's disciplinary counsel presents evidence and then the licensee presents evidence. In a case involving an application for licensure, the applicant has the burden and begins the presentation of evidence, followed by the Board's disciplinary counsel presentation of evidence. The Board's general counsel or the OAH presiding officer ensures that the proceedings run smoothly. When the evidence is completed, the parties may present a closing argument. At the close of the hearing, the presiding officer deliberates.

In order to impose sanctions/discipline, the presiding officer must determine that the Board's evidence proves the licensee violated the statutes/regulations charged in the petition or summary proceeding order. The presiding officer looks at the quantity of evidence as well as the quality of evidence and make credibility determinations for any witness. Any penalty imposed must be reasonable – *i.e.*, the justification for the penalty must be articulated in the order and based on the factual findings.

The Board's general counsel drafts an appropriate order and forwards the draft to the presiding officer for review. Once the presiding officer has approved the order, the order is then filed in the Board's records and mailed to the parties.

Presiding Officer Conduct: Once appointed as a presiding officer, a Board member cannot communicate with a party, participant, witness, or a third party regarding any issue in the proceeding without notifying the other party prior to the communication (*i.e.*, an *ex parte* communication). This means that a presiding officer cannot talk about the case with the executive director, staff employees, disciplinary counsel, or other board members who were not appointed as a presiding officer in the matter. This ensures that neither party has an advantage over the other by having the "ear" of the presiding officer. It also ensures that the decision is based only on the evidence presented during the hearing. Board members serving as a presiding officer may discuss the case with each other and the attorney who serves as general counsel to the presiding officer. Additionally, a presiding officer can be disqualified for bias, prejudice, or interest.

Default: If the licensee fails to appear at the hearing, the proceeding is held and evidence is produced or, alternatively, no evidence is taken and the presiding officer simply deems the allegations and violations stated in the petition or summary proceeding order to be true. In the former instance, an order is issued based on the evidence presented at the hearing. In the latter instance, a proposed default order is issued along with a notice giving the licensee seven days to file a motion to vacate explaining why the licensee did not appear at the hearing. If a motion to set aside the default order is timely filed, the presiding officer will decide whether to grant it or not. If the motion is granted, another hearing is scheduled. If no motion to set aside the default order is filed, the licensee may file a timely petition for review with the agency head; if not, the default order becomes final.

Post-Hearing Matters: If the presiding officers are members of the Board, the presiding officer issues a final order. If the presiding officer issues a final order, the licensee can request reconsideration. If a presiding officer with OAH heard the case, the OAH presiding officer issues

an initial order that can be reviewed by the Board if a party timely files a petition for review. Either party can request that the Board review an initial order. The Board can also designate certain Board members to serve as agency head to review initial orders. The agency head's decision on a petition for review will be the final order. Either party may file a petition for reconsideration of the agency head's final order. Both initial and final orders contain "findings of fact," "conclusions of law," and policy reasons for the decision, including the penalty if the evidence is sufficient to support a violation(s) of statutes/regulations. Final orders can be reviewed by the district court and the Kansas appellate courts.

Petition for Judicial Review: A licensee or applicant adversely affected by a Board decision (e.g. denial to issue or reinstate a license; or a restriction, limitation, suspension, or revocation of a license) can ask the courts to review the decision. The burden of proving that the Board's decision was wrong is on the party who appeals. A court may reverse a Board's decision for the following reasons:

- (1) The agency action, or the statute or rule and regulation on which the agency action is based, is unconstitutional on its face or as applied;
- (2) the agency has acted beyond the jurisdiction conferred by any provision of law;
- (3) the agency has not decided an issue requiring resolution;
- (4) the agency has erroneously interpreted or applied the law;
- (5) the agency has engaged in an unlawful procedure or has failed to follow prescribed procedure;
- (6) the persons taking the agency action were improperly constituted as a decision making body or subject to disqualification;
- (7) the agency action is based on a determination of fact, made or implied by the agency, that is not supported by evidence that is substantial when viewed in light of the record as a whole; or
- (8) the agency action is otherwise unreasonable, arbitrary or capricious. K.S.A. 77-621(c).

Because a court may be reviewing the Board's action, it is important when deciding what course of action to take to remember how a court will look at it. The board's legal counsel can provide advice in this regard.

### **THE KANSAS TORT CLAIMS ACT**

The Kansas Tort Claims Act (KTCA) generally governs the liability of the State Kansas and its agencies and employees. An employee includes a member of a board or committee 'of a governmental entity, including elected or appointed officials and persons acting on behalf or in service of a governmental entity in any official capacity, whether with or without compensation.' K.S.A. 75-6102(d)(A). The basic rule of the KTCA is vicarious liability for any actionably wrongful act or omissions of government employees within the course and scope of their employment, subject to affirmative grants of immunity that may exist on a case-by-case basis.

If you are sued for an act that occurred *within the scope of your duties as a Board member*, you are entitled to have the Attorney General's Office defend you at no cost. To obtain representation by the Attorney General's Office, you must (1) submit a written request to the Attorney General

within 15 days after service of a process (include a copy of the petition and summons) and (2) cooperate in your defense. The State may choose not to defend you if you (1) acted with actual fraud or malice or (2) failed to make a timely request for representation.

The general rule is that the State will pay for any judgment rendered against you unless (1) the judgment is for an act or omission that occurred outside the scope of your duties as a board member; (2) you failed to cooperate in your defense; or (3) you acted with actual fraud or malice.

Things to remember if you are sued:

1. File a timely written request for representation by the Attorney General and attach a copy of the petition and summons;
2. Do not sign anything; and
3. Do not say anything.

**102-5-12. Unprofessional conduct.**

- (a) Any license may be suspended, limited, conditioned, qualified, restricted, revoked, not issued, or not renewed upon a finding by the board that unprofessional conduct has occurred.
- (b) Any of the following acts by either a marriage and family therapy licensee or a marriage and family therapy licensure applicant shall constitute unprofessional conduct:
- (1) Obtaining or attempting to obtain a license or registration for oneself or another by engaging in fraud, bribery, deceit, misrepresentation, or by concealing a material fact;
- (2) except when the information has been obtained in the context of confidentiality, failing to notify the board, within a reasonable period of time, that the licensee or applicant or any other person regulated by the board or applying for licensure or registration has met any of these conditions:
- (A) Has had a professional license, certificate, permit, registration, certification, or professional membership granted by any jurisdiction, professional association, or professional organization that has been limited, conditioned, qualified, restricted, suspended, revoked, refused, voluntarily surrendered, or allowed to expire in lieu of or during investigatory or disciplinary proceedings;
- (B) has been subject to any other disciplinary action by any credentialing board, professional association, or professional organization;
- (C) has been demoted, terminated, suspended, reassigned, or asked to resign from employment, or has resigned from employment, for some form of misfeasance, malfeasance, or nonfeasance;
- (D) has been convicted of a crime; or
- (E) has practiced the licensee's or registrant's profession in violation of the laws or regulations that regulate the profession;
- (3) knowingly allowing another person to use one's license or registration;
- (4) impersonating another person holding a license or registration issued by this or any other board;
- (5) having been convicted of a crime resulting from or relating to one's professional practice of marriage and family therapy;
- (6) furthering the licensure or registration application of another person who is known or reasonably believed to be unqualified with respect to character, education, or other relevant eligibility requirements;
- (7) knowingly aiding or abetting any individual who is not credentialed by the board to represent that individual as a person who was or is credentialed by the board;
- (8) failing to recognize, seek intervention, and otherwise appropriately respond when one's own personal problems, psychosocial distress, or mental health difficulties interfere with or negatively impact professional judgment, professional performance and functioning, or the ability to act in the client's best interests;
- (9) failing or refusing to cooperate in a timely manner with any request from the board for a response, information, or assistance with respect to the board's investigation of any report of an alleged violation filed against oneself or any other applicant or professional who is required to be licensed or registered by the board. Any person taking longer than 30 days to provide the requested response, information, or assistance shall have the burden of demonstrating that the person has acted in a timely manner;
- (10) offering to perform or performing services clearly inconsistent or incommensurate

- with one's training, education, or experience or with accepted professional standards;
- (11) treating any client, student, or supervisee in a cruel manner;
  - (12) discriminating against any client, student, or supervisee on the basis of color, race, gender, religion, national origin, or disability;
  - (13) failing to advise and explain to each client the respective rights, responsibilities, and duties involved in the marriage and family therapy relationship;
  - (14) failing to provide each client with a description of what the client can expect in the way of services, consultation, reports, fees, billing, therapeutic regimen, or schedule, or failing to reasonably comply with that description;
  - (15) failing to provide each client with a description of the possible effects of the proposed treatment when the treatment is experimental or when there are clear and known risks to the client;
  - (16) failing to inform each client, student, or supervisee of any financial interests that might accrue to the licensee or applicant if the licensee or applicant refers a client, student, or supervisee to any other service or if the licensee or applicant uses any tests, books, or apparatus;
  - (17) failing to inform each client that the client is entitled to the same services from a public agency if one is employed by that public agency and also offers services privately;
  - (18) failing to inform each client, student, or supervisee of the limits of client confidentiality, the purposes for which the information is obtained, and the manner in which the information may be used;
  - (19) revealing information, a confidence, or secret of any client, or failing to protect the confidences, secrets, or information contained in a client's records, except when at least one of these conditions is met:
    - (A) Disclosure is required or permitted by law;
    - (B) failure to disclose the information presents a clear and present danger to the health or safety of an individual or the public;
    - (C) the licensee or applicant is a party to a civil, criminal, or disciplinary investigation or action arising from the practice of marriage and family therapy, in which case disclosure is limited to that action; or
    - (D) the criteria provided by K.S.A. 65-6410, and amendments thereto, are met;
  - (20) failing to obtain written, informed consent from each client, or the client's legal representative or representatives, before performing any of these actions:
    - (A) Electronically recording sessions with that client;
    - (B) permitting a third-party observation of their activities; or
    - (C) releasing information concerning a client to a third person, except as required or permitted by law;
  - (21) failing to protect the confidences of, secrets of, or information concerning other persons when providing a client with access to that client's records;
  - (22) failing to exercise due diligence in protecting the information regarding and the confidences and secrets of the client from disclosure by other persons in one's work or practice setting;
  - (23) engaging in professional activities, including billing practices and advertising, involving dishonesty, fraud, deceit, or misrepresentation;
  - (24) using alcohol or illegally using any controlled substance while performing the duties or services of a marriage and family therapist;

- (25) making sexual advances toward or engaging in physical intimacies or sexual activities with one's client, student, or supervisee;
- (26) making sexual advances toward, engaging in physical intimacies or sexual activities with, or exercising undue influence over any person who, within the past 24 months, has been one's client;
- (27) exercising undue influence over any client, student, or supervisee, including promoting sales of services or goods, in a manner that will exploit the client, student, or supervisee for the financial gain, personal gratification, or advantage of oneself or a third party;
- (28) directly or indirectly offering or giving to a third party or soliciting, receiving, or agreeing to receive from a third party any fee or other consideration for referring the client or in connection with performing professional services;
- (29) permitting any person to share in the fees for professional services, other than a partner, an employee, an associate in a professional firm, or a consultant authorized to practice marriage and family therapy;
- (30) soliciting or assuming professional responsibility for clients of another agency or colleague without attempting to coordinate the continued provision of client services by that agency or colleague;
- (31) making claims of professional superiority that one cannot substantiate;
- (32) guaranteeing that satisfaction or a cure will result from performing or providing any professional service;
- (33) claiming or using any secret or special method of treatment or techniques that one refuses to disclose to the board;
- (34) continuing or ordering tests, procedures, or treatments or using treatment facilities or services not warranted by the client's condition, best interests, or preferences;
- (35) taking credit for work not personally performed, whether by giving inaccurate or misleading information or by failing to disclose accurate or material information;
- (36) if engaged in research, failing to fulfill these requirements:
  - (A) Consider carefully the possible consequences for human beings participating in the research;
  - (B) protect each participant from unwarranted physical and mental harm;
  - (C) ascertain that each participant's consent is voluntary and informed; and
  - (D) preserve the privacy and protect the anonymity of each subject of the research within the terms of informed consent;
- (37) making or filing a report that one knows to be false, distorted, erroneous, incomplete, or misleading;
- (38) failing to notify the client promptly when one anticipates terminating or interrupting service to the client;
- (39) failing to seek continuation of service, or abandoning or neglecting a client under or in need of professional care, without making reasonable arrangements for that care;
- (40) abandoning employment under circumstances that seriously impair the delivery of professional care to clients and without providing reasonable notice to the employer;
- (41) failing to terminate marriage and family therapy services when it is apparent that the relationship no longer serves the client's needs or best interests;
- (42) supervising in a negligent manner anyone for whom one has supervisory responsibility;

- (43) when applicable, failing to inform a client that marriage and family therapy services are provided or delivered under supervision;
- (44) engaging in a dual relationship with a client, student, or supervisee;
- (45) failing to inform the proper authorities as required by K.S.A. 38-2223, and amendments thereto, that one knows or has reason to believe that a client has been involved in harming or has harmed a child, whether by physical, mental, or emotional abuse or neglect or by sexual abuse;
- (46) failing to inform the proper authorities as required by K.S.A. 39-1402, and amendments thereto, that one knows or has reason to believe that any of the following circumstances apply to a resident, as defined by K.S.A. 39-1401(a) and amendments thereto:
  - (A) Has been or is being abused, neglected, or exploited;
  - (B) is in a condition that resulted from abuse, neglect, or exploitation; or
  - (C) needs protective services;
- (47) failing to inform the proper authorities as required by K.S.A. 39-1431, and amendments thereto, that one knows or has reason to believe that any of the following circumstances apply to an adult, as defined in K.S.A. 39-1430 and amendments thereto:
  - (A) Is being or has been abused, neglected, or exploited;
  - (B) is in a condition that is the result of abuse, neglect, or exploitation; or
  - (C) needs protective services;
- (48) intentionally or negligently failing to file a report or record required by state or federal law, willfully impeding or obstructing another person from filing a report or record that is required by state or federal law, or inducing another person to take any of these actions;
- (49) offering to perform or performing any service, procedure, or therapy that, by the accepted standards of marriage and family therapy practice in the community, would constitute experimentation on human subjects without first obtaining the full, informed, and voluntary written consent of the client or the client's legal representative or representatives;
- (50) practicing marriage and family therapy in an incompetent manner;
- (51) practicing marriage and family therapy after one's license expires;
- (52) using without a license or continuing to use after a license has expired any title or abbreviation prescribed by law to be used solely by persons who currently hold that type or class of license; or
- (53) violating any provision of this act or any regulation adopted under the act.

(Authorized by K.S.A. 65-6408 and K.S.A. 2007 Supp. 74-7507; implementing K.S.A. 65-6408; effective March 29, 1993; amended Dec. 19, 1997; amended July 11, 2003; amended Jan. 9, 2004; amended Aug. 8, 2008.)

**102-5-16. Unprofessional conduct regarding recordkeeping.**

(a) The failure of a marriage and family therapist licensee or clinical marriage and family therapist licensee to comply with the recordkeeping requirements established in this regulation shall constitute unprofessional conduct.

(b) Content of marriage and family therapy or clinical marriage and family therapy records. Each licensed marriage and family therapist or clinical marriage and family therapist shall maintain a record for each client or client system that accurately reflects the licensee's contact with the client or client system and the results of the marriage and family therapy or clinical marriage and family therapy services provided. Each licensee shall have ultimate responsibility for the content of the licensee's records and the records of those persons under the licensee's supervision. These records may be maintained in a variety of media, if reasonable steps are taken to maintain confidentiality, accessibility, and durability. Each record shall be completed in a timely manner and shall include the following information for each client or client system:

- (1) Adequate identifying data;
- (2) the date or dates of services that the licensee or the licensee's supervisee provided;
- (3) the type or types of services that the licensee or the licensee's supervisee provided;
- (4) the initial assessment, conclusions, and recommendations;
- (5) a plan for service delivery or case disposition;
- (6) the clinical notes from each session; and
- (7) sufficient detail to permit planning for continuity that would enable another marriage and family therapist or clinical marriage and family therapist to take over the delivery of services.

(c) Retention of records. If a licensee is the owner or custodian of client or client system records, the licensee shall retain a complete record for the following time periods, unless otherwise provided by law:

- (1) At least six years after the date of termination of one or more contacts with an adult; and
- (2) for a client who is a minor on the date of termination of the contact or contacts, at least until the later of the following two dates:
  - (A) Two years past the date on which the client reaches the age of majority; or
  - (B) six years after the date of termination of the contact or contacts with the minor.

(Authorized by K.S.A. 65-6408 and 74-7507; implementing K.S.A. 65-6408; effective July 11, 2003.)

**102-5-3. Education requirements.** (a) Definitions. For purposes of this regulation, the following terms shall be defined as follows:

- (1) “Core faculty member” means an individual who is part of the program’s teaching staff and who meets the following conditions:
- (A) Is an individual whose education, training, and experience are consistent with the individual’s role within the program and are consistent with the published description of the goals, philosophy, and educational purpose of the program;
  - (B) is an individual whose primary professional employment is at the institution in which the program is housed; and
  - (C) is an individual who is identified with the program and is centrally involved in program development, decision making, and student training as demonstrated by consistent inclusion of the individual’s name in public and departmental documents.
- (2) “In residence,” when used to describe a student, means that the student is present at the physical location of the institution for the purpose of completing coursework during which the student and one or more core faculty members are in face-to-face contact.
- (3) “Primary professional employment” means a minimum of 20 hours per week of instruction, research, any other service to the institution in the course of employment, and the related administrative work.
- (b) Each applicant for licensure shall meet both of the following education requirements:
- (1) Each applicant shall have been awarded a master’s or doctoral degree that meets the standards in subsection (c), (e), or (f).
  - (2) The applicant shall have completed no less than 50% of the coursework for the degree “in residence” at one institution, and the required practicum shall be completed at the same institution.
- (c) To qualify for licensure with a master’s or doctoral degree from a marriage and family therapy program, both of the following requirements shall be met:
- (1) The college or university at which the applicant completed a master’s or doctoral degree in marriage and family therapy shall be regionally accredited, with accreditation standards equivalent to those in Kansas.
  - (2) The marriage and family therapy program through which the applicant completed a master’s or doctoral degree either shall be accredited by the commission on accreditation for marriage and family therapy education or shall meet the standards set out in subsection (d).
- (d) Each marriage and family therapy program that is not accredited by the commission on accreditation for marriage and family therapy education shall meet all of these conditions:
- (1) The program requires satisfactory completion by the applicant of a marriage and family therapy practicum, or its equivalent, that is provided by the program and that fulfills these conditions:
    - (A) Is a part-time clinical experience that integrates didactic learning with clinical experience and that is completed concurrently with didactic coursework at a typical rate of five to 10 hours of direct client contact per week;
    - (B) consists of at least 300 total hours of client contact; and
    - (C) includes at least 60 total hours of supervision that is provided by the program’s core faculty and off-site supervisors. The practicum shall provide a minimum of 30 supervised

hours in an individual format and no more than 30 supervised hours in a group format. Supervision shall occur at least once a week.

(2) The program requires that each marriage and family therapy student successfully complete a minimum of nine graduate semester credit hours, or the academic equivalent, in each of the following substantive content areas:

(A) Human development and family study courses in which the interplay between interpersonal and intrapersonal development is stressed and issues of gender, ethnicity, and ecosystems are addressed as they relate to human development. These courses may include studies in sexuality, sexual functioning, sexual identity, sexism, stereotyping, and racism;

(B) theoretical foundations of marital and family functioning courses, including an overview of the historical development of systems theory and cybernetics, a study of the life cycle of the family, and a study of family processes and the modification of family structures over time. These courses may include studies in the birth of the first child, adolescent sexual development, death of a family member, and issues of context, including gender and ethnicity; and

(C) marital and family assessment and therapy courses that underscore the interdependence between diagnosis or assessment and treatment by insuring that students can use appropriate assessment instruments and methods within a systemic context.

These courses shall provide a thorough understanding of the major theoretical models of systemic change, including structural, strategic, intergenerational, contextual, experiential, systemic, and behavioral theories. These courses also shall teach the principles and techniques evolving from each theory. In addition, the courses shall identify the indications and contraindications for use of each theory or technique, and shall address the rationale for intervention, the role of the therapist, and the importance of considering gender and ethnicity in selecting and using assessment and treatment methods.

(3) The program requires that each marriage and family therapy student successfully complete a minimum of three graduate semester credit hours, or the academic equivalent, in each of the following substantive content areas:

(A) A professional study course that contributes to the development of a professional attitude and identity by examining the role of professional socialization, professional organizations, licensure and certification, the code of ethics, the legal responsibilities and liabilities of clinical practice and research, and interprofessional cooperation, as these topics relate to the profession and practice of marriage and family therapy. A generic course in ethics shall not be considered appropriate for this area of study; and

(B) a research course in which students gain an understanding of research methodology, data analysis, computer research skills, and evaluation and critical examination of professional research reports. The emphasis of the course shall be placed on the quantitative and qualitative research that is relevant to marriage and family therapy.

(e) To qualify for licensure with a master's or doctoral degree in a related field, both of the following requirements shall be met:

(1) The college or university at which the applicant completed a master's or doctoral degree in a related field shall be regionally accredited, with accreditation standards equivalent to those in Kansas.

- (2) To be considered equivalent to a marriage and family therapy program, the related-field degree program shall have provided and the applicant shall have completed the requirements of subsection (d).
- (f) To qualify for licensure with a master's or doctoral degree in a related field with additional coursework in marriage and family therapy, both of the following requirements shall be met:
- (1) The college or university at which the applicant completed a master's or doctoral degree in a related field shall be regionally accredited, with accreditation standards equivalent to those in Kansas.
  - (2) The marriage and family therapy program through which the applicant obtained additional coursework in marriage and family therapy either shall be accredited by the commission on accreditation for marriage and family therapy education or shall meet the standards approved by the board as set out in subsection (d).
- (g) Each applicant for licensure as a clinical marriage and family therapist whose master's or doctoral degree is earned on or after July 1, 2003 shall meet the following education requirements:
- (1) A graduate degree as required by the board for licensure as a licensed marriage and family therapist in accordance with subsection (c), (e), or (f); and
  - (2) in addition to or as a part of the academic requirements for the graduate degree, completion of 15 graduate semester credit hours, or the academic equivalent, supporting diagnosis and treatment of mental disorders using the "diagnostic and statistical manual of mental disorders" as specified in K.A.R. 102-5-14. Three of the 15 semester credit hours, or the academic equivalent, shall consist of a discrete academic course with the primary and explicit focus of psychopathology and the diagnosis and treatment of mental disorders as classified in the "diagnostic and statistical manual of mental disorders." The remaining 12 graduate semester credit hours, or their academic equivalent, shall consist of academic courses with the primary and explicit focus of diagnostic assessment, interdisciplinary referral and collaboration, treatment approaches, and professional ethics or other coursework that specifically contains identifiable, equivalent instruction. The 15 graduate semester credit hours shall be from an educational institution and graduate degree program meeting the requirements described in subsection (c), (e), or (f).
- (h) The following activities shall not be substituted for or counted toward any of the education or supervised experience requirements set out in subsections (b) through (g):
- (1) Academic courses that the applicant completed as a part of or in conjunction with undergraduate degree requirements;
  - (2) independent studies;
  - (3) thesis or independent research courses;
  - (4) academic coursework that has been audited rather than graded;
  - (5) academic coursework for which the applicant received an incomplete or a failing grade;
  - (6) graduate or postgraduate coursework or experiential training provided by colleges, universities, institutes, or training programs that do not qualify under subsection (c), (e), or (f); and
  - (7) continuing education, an in-service activity, or on the job training.

(Authorized by K.S.A. 2010 Supp. 65- 6404 and K.S.A. 2010 Supp. 74-7507; implementing K.S.A. 2010 Supp. 65-6404; effective March 29, 1993; amended Dec. 19, 1997; amended July 7, 2003; amended Oct. 27, 2006; amended April 15, 2011.)

**102-1-15. Continuing education.**

(a) Each applicant for renewal of licensure shall have earned 50 continuing education hours in the two years preceding an application for renewal. The required number of continuing education hours shall be prorated for periods of renewal that are less than the full two years, using the ratio of one- third of the continuing education hours for each six months since the date of licensure or most recent renewal. Continuing education hours for each type of continuing education activity as specified below in subsection (d) shall be prorated accordingly for those persons whose periods of renewal are less than the full two years. Each person who is licensed within six months of the current expiration period shall be exempt from the continuing education requirement for that person's first renewal period.

(b) The content of each continuing education activity shall be clearly related to the enhancement of psychology practice, values, skills, or knowledge.

(c) During each two-year renewal cycle and as part of the required continuing education hours, each licensed psychologist shall complete at least three continuing education hours of training on professional ethics and at least six continuing education hours related to diagnosis and treatment of mental disorders. These hours shall be obtained from any of the activities specified in paragraphs (d)(1), (d)(2), (d)(4), and (d)(6) of this regulation.

(d) Acceptable continuing education activities, whether taken within the state or outside the state, shall include the following:

(1) Attendance at workshops, seminars, and presentations that are sponsored, accredited, or conducted by educational institutions, professional associations, or private institutions. These activities shall be sponsored, accredited, or conducted by educational institutions, professional associations, or private institutions that are nationally or regionally accredited for training. Activities conducted by agencies, groups, or individuals that do not meet the requirements of national or regional accreditation shall be acceptable, if the content is clearly related to the enhancement of psychology skills, values, and knowledge. Actual contact hours, excluding breaks and lunch, shall be credited. A maximum of 50 continuing education hours shall be allowed;

(2) the first-time preparation and initial presentation of courses, workshops, or other formal training activities, for which a maximum of 15 continuing education hours shall be allowed;

(3) documented completion of a self-study program. A maximum of 12 continuing education hours shall be allowed;

(4) documented completion of a self-study program with a posttest that is conducted by a continuing education provider as described in paragraph (d)(1). A maximum of 40 continuing education hours shall be allowed;

(5) publication and professional presentation. Fifteen continuing education hours may be claimed for the publication or professional presentation of each scientific or professional paper or book chapter authored by the applicant. A maximum of 45 continuing education hours shall be allowed;

(6) completion of an academic course, for which a maximum of 15 continuing education hours shall be allowed for each academic semester credit hour;

(7) providing supervision as defined in K.A.R. 102-1-1, for which a maximum of 15 continuing education hours shall be allowed;

- (8) receiving supervision as defined in K.A.R. 102-1-1, except in connection with any disciplinary action, for which a maximum of 15 continuing education hours shall be allowed;
- (9) initial preparation for a specialty board examination, for which a maximum of 25 continuing education hours shall be allowed;
- (10) participation in quality care, client or patient diagnosis review conferences, treatment utilization reviews, peer review, case consultation with another licensed psychologist, or other quality assurance committees or activities, for which a maximum of 15 continuing education hours shall be allowed;
- (11) participation, including holding office, in any professional organization related to the applicant's professional activities, if the organization's activities are clearly related to the enhancement of psychology or mental health practice, values, skills, or knowledge. A maximum of 12 continuing education hours shall be allowed; and
- (12) receiving personal psychotherapy that is provided by a licensed or certified mental health provider and is a part of a designated training program. A maximum of 20 continuing education hours shall be allowed.
- (e) Each licensed psychologist shall be responsible for maintaining personal continuing education records. Each licensee shall submit to the board the licensee's personal records of participation in continuing education activities if requested by the board.
- (f) In determining whether or not a claimed continuing education activity will be allowed, the licensed psychologist may be required by the board to demonstrate that the content was clearly related to psychology or to verify that psychologist's participation in any claimed or reported activity. If a psychologist fails to comply with this requirement, the claimed credit may be disallowed by the board.
- (g) Any applicant who submits continuing education documentation that fails to meet the required 50 continuing education hours may request an extension from the board. The request shall include the applicant's reason for requesting an extension and a plan outlining the manner in which the applicant intends to complete the continuing education requirements. For good cause shown, the applicant may be granted an extension, which shall not exceed six months.
- (Authorized by and implementing K.S.A. 74-7507; effective May 1, 1984; amended, T-85-35, Dec. 19, 1984; amended May 1, 1985; amended May 1, 1986; amended May 1, 1987; amended July 24, 1989; amended Oct. 27, 2000; amended July 11, 2003.)