

Approved 1-27-87

Date

Ivan Sand

MINUTES OF THE House COMMITTEE ON Local Government

The meeting was called to order by Ivan Sand at
Chairperson

1:30 ~~xxx~~ a.m./p.m. on January 22, 1987, 19 in room 521-S of the Capitol.

All members were present except:

Representative Graeber, Excused

Committee staff present:

Mike Heim, Legislative Research Dept.
Bill Edds, Revisor of Statutes' Office
Sharon Green, Committee secretary

Conferees appearing before the committee:

Gerry Ray, Johnson Co. Board of Commissioners
Bev Bradley, Kansas Association of Counties
John C. Magnuson, McPherson County
Willie Martin, Sedgwick County Board of Commissioners
Darold Main, Intergovernmental Coordinator for Shawnee County
Paul Fleenor, Kansas Farm Bureau
David Hopper, Douglas County Commissioner
Dorothy Shoup, Osage County Commissioner
Dr. Walter Woods, Dean, KSU
Fred Poston, Assistant Director of Extension, KSU

Chairman Sand called the meeting to order.

Mike Heim explained the effects of HB 2048 to the committee. (Attachment 1)

Gerry Ray testified in favor of HB 2048. Mrs. Ray suggested changing of wording to clarify how purchases are to be made when the amount is more than \$300 but less than \$2,000. Motion was made by Rep. Douville to amend HB 2048 to clarify purchasing procedures when the amount is more than \$300 but less than \$2,000. Rep. Holmes seconded the motion. Motion to amend passed. (Attachment 2)

Mike Heim explained the effects of HB 2032 to the committee. (Attachment 3)

Bev Bradley testified in favor of HB 2032. Mrs. Bradley stated that approval by a majority of all members of the board of county commissioners is appropriate. (Attachment 4)

Mr. John C. Magnuson testified in favor of HB 2032, stating that the Board of McPherson County Commissioners would request a minor amendment which would allow the extension budget to be completed during the same time frame set for the balance of the county budget. (Attachment 5)

Mr. Magnuson also submitted written testimony from the Saline County commissioners, favoring HB 2032. (Attachment 6)

Willie Martin testified in favor of HB 2032, stating that to request approval of the County Extension budget by the Board of County Commissioners be processed with the same scrutiny and in the same time frame as other county funded operations is reasonable and prudent. (Attachment 7)

Mr. Darold Main testified in favor of HB 2032, stating that Shawnee County commissioners had no problems with the bill.

Mr. Paul Fleenor testified in favor of HB 2032, stating that Kansas Farm Bureau supports permissive legislation that allows for jointly funded and managed multi- county extension programs. (Attachment 8)

CONTINUATION SHEET

MINUTES OF THE House COMMITTEE ON Local Government,

room 521-S, Statehouse, at 1:30 ~~am~~/p.m. on January 22, 1987, 19 .

Gerry Ray testified in favor of HB 2032, stating that the Johnson County Board of Commissioners recommended amending the bill to change the date to allow the extension budget to be completed during the same time frame set for the balance of the county budget.

Mr. Dennis Hopper testified in favor of HB 2032, stating that the Douglas County Commissioners especially supported lines 45 through 48, requiring approval of the extension council's budget by a majority of all members of the Board of County Commissioners. (Attachment 9)

Dorothy Shoup testified in favor of HB 2032, stating that it would help the county commissioners in preparing the annual county budget if the June 30 filing date could coincide with the late August budget approval date. (Attachment 10)

Dr. Walter Woods testified on HB 2032, stating that he would propose the Memorandum of Understanding be changed, rather than incorporating it into law. Dr. Woods also opposed the proposed change requiring majority vote of county commissioners for approval of county budgets.

Dr. Woods encouraged language be added to state when counties combine all extension programs and create an extension district that the composition of the extension council is the same as from a single county program and that balanced representation must come from each county.

Dr. Woods also proposed an addition to K.S.A. 2-611, by adding a fourth program area of Economic Development. (Attachment 11)

Dr. Fred Poston answered questions from the committee members regarding federal, state and local levels of funding.

Discussion was held on HB 2032 by committee members and staff.

Chairman Sand requested the staff to make appropriate changes in the language of HB 2032 to comply with the conferees' testimony and bring the changes to the committee.

Meeting adjourned.

MEMORANDUM

January 22, 1987

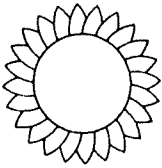
TO: House Local Government Committee Chairman
FROM: Kansas Legislative Research Department
RE: H.B. 2048

H.B. 2048 raises two dollar limitations on purchases that are found in a law establishing the position of a purchasing officer and purchasing procedures in Sedgwick County. The bill raises from \$50 to \$300 the amount that may be purchased by without competitive bid and raises the expenditure threshold from \$50 to \$2,000 where competitive bids are required.

There are several items to note in regard to this bill. First, the matter could be handled under county home rule. Second, there is another statute dealing with Johnson County purchasing. Finally, there is a gap on how purchases are to be made when the amount is more than \$300 but less than \$2,000.

2048.mem/MH/bd

*Attachment 1
1-22-87*



**Johnson County
Kansas**

HOUSE LOCAL GOVERNMENT COMMITTEE
HEARING ON HOUSE BILL NO. 2048
JANUARY 22, 1987
TESTIMONY OF GERRY RAY, INTERGOVERNMENTAL COORDINATOR
JOHNSON COUNTY BOARD OF COMMISSIONERS

MR. CHAIRMAN, MEMBERS OF THE COMMITTEE, MY NAME IS GERRY RAY, REPRESENTING THE JOHNSON COUNTY BOARD OF COMMISSIONERS. THANK YOU FOR THE OPPORTUNITY TO APPEAR IN SUPPORT OF HOUSE BILL 2048.

IN THE FALL OF 1986 JOHNSON COUNTY RECEIVED NOTICE THAT OUR POPULATION HAD GROWN TO 307,000. AS A RESULT OF THIS GROWTH THE COUNTY HAD BECOME SUBJECT TO A VARIETY OF STATE STATUTES CONCERNING COUNTIES OVER 300,000. K.S.A. 19-260b ONE OF THESE STATUTES AND IS THE SUBJECT OF HOUSE BILL 2048.

K.S.A. 19-260b PERTAINS TO PURCHASING PRACTICES AND IS GENERALLY A VERY WORKABLE PROCESS. THE ONE ELEMENT THAT PRESENTS A PROBLEM IS THE REQUIREMENT THAT COMPETITIVE BIDS MUST BE TAKEN ON ALL PURCHASES OVER \$50.00. THIS AMOUNT WAS LOW IN 1971 WHEN THE STATUTE WAS ADOPTED, BUT IN 1987 IT IS AN UNREALISTIC REQUIREMENT.

THE AMENDMENT JOHNSON COUNTY IS REQUESTING IN HOUSE BILL 2048 WOULD BRING ABOUT THE FOLLOWING CHANGES:

- 1) ALLOW INDIVIDUAL OFFICES AND DEPARTMENTS TO MAKE PURCHASES OF LESS THAN \$300 ON THE OPEN MARKET.
- 2) EXPENDITURES OF \$300 AND OVER SHALL BE MADE BY THE COUNTY PURCHASING OFFICER.
- 3) EXPENDITURES OF \$2,000 AND OVER SHALL BE ON THE BASIS OF COMPETITIVE BIDS.

THE ABOVE CHANGES IN THE STATUTE WILL PROVIDE THE COUNTY THE FLEXIBILITY NEEDED TO DEAL WITH THE COMPLEXITIES OF PURCHASING FOR A LARGE ORGANIZATION WHILE RETAINING ADEQUATE SAFEGUARDS TO INSURE PROPER PROCEDURES WILL BE ADHERED TO.

THE JOHNSON COUNTY COMMISSIONERS RESPECTFULLY ASKS THAT THE COMMITTEE REPORT HOUSE BILL 2048 FAVORABLY FOR PASSAGE.

agent; compensation, clerk hire, expenses; bond. The board of county commissioners of Johnson county, the area of which county has been designated as an urban area by K.S.A. 19-2654, may appoint a qualified person who shall be known as the county purchasing agent, and who shall hold his office at the pleasure of said board. The board of county commissioners shall fix the compensation of the county purchasing agent and make allowance for clerk hire and the expenses of conducting the office of said purchasing agent. Said county purchasing agent shall furnish a surety bond issued by an insurance company authorized to do business in this state in the sum of five thousand dollars (\$5,000), conditioned that he will honestly and faithfully perform his duties, and that all supplies purchased for said county shall be purchased at the lowest and best price obtainable. Said bond shall be approved by the board of county commissioners. The cost of said bond shall be paid by the county from the county general fund.

History: L. 1965, ch. 197, § 1; July 1.

19-260. Same; duties; supplies and equipment; monthly report; bids. The county purchasing agent, by and in conjunction with the board of county commissioners, shall purchase all supplies and equipment for the county for each and every office and department thereof, and shall keep a true and accurate account of all purchases so made, and shall make a report monthly to the board of county commissioners of all purchases made and the office or department for which made. Such county purchasing agent shall advertise for bids, by publication one (1) time in the official county paper, for all purchases which exceed in amount the sum of two thousand dollars (\$2,000), and may, at his discretion or at the request of the board of county commissioners, advertise for bids for purchases less than the sum of two thousand dollars (\$2,000).

History: L. 1965, ch. 197, § 2; July 1.

19-260a. Appointment of purchasing officer; compensation, clerk hire, expenses; bond. The board of county commissioners of any county having a population in excess of three hundred thousand (300,000) shall appoint a qualified person who shall be known as the county purchasing officer, and

who shall hold office at the pleasure of said board. The board of county commissioners shall fix the compensation of the county purchasing officer and make allowances for clerk hire and the expenses of conducting the office of said purchasing officer. A surety bond issued by an insurance company authorized to do business in this state in a sum determined to be necessary and proper by the board of county commissioners shall be furnished as required by K.S.A. 19-4202 and 19-4203 to cover said purchasing officer, conditioned that he will honestly and faithfully perform his duties, and that all supplies and equipment purchased and agreements entered into for said county shall be purchased at the lowest and best price obtainable. Said bond shall be approved by the board of county commissioners. The cost of said bond shall be paid by the county from the county general fund.

History: L. 1971, ch. 84, § 1; July 1.

19-260b. Same; duties; supplies and equipment; contracts; report; requisition for purchases; small purchases; bids. The county purchasing officer, by and in conjunction with the board of county commissioners, shall purchase all supplies and equipment and shall approve all contracts, service and supply agreements and all other transactions that necessitate expenditure of county funds for the county and for each and every office and department thereof, and shall keep a true and accurate account of all purchases so made, and shall make a report upon request by the board of county commissioners to said board of all purchases made and entered into and the office or department for which made. Each and every officeholder and department head and each and every employee thereof in said county and the judge or judges of the district court in such county shall be required to make requisition for all purchases of supplies and equipment contracts, service and supply agreements and other transactions that necessitate the expenditure of county funds pertaining to their respective offices and departments through the office of the county purchasing office in the form and manner prescribed by the board of county commissioners in conjunction with the county purchasing officer, except that the board of county commissioners may authorize such officeholders, department heads or employ-

ees to make emergency purchases or small purchases of less than fifty dollars (\$50) on the open market. Said county purchasing officer shall purchase all supplies and equipment and negotiate all contracts, service and supply agreements and other transactions that necessitate the expenditure of any county funds in the amount of fifty dollars (\$50) or more on the basis of competitive bids, except that competitive bids need not be required for contractual services where no competition exists. Bids shall be based on at least three competitive bids when reasonably possible. All such contracts and purchases made under the provisions of this act, for which competitive bids are required, shall be awarded to the lowest responsible bidder, taking into consideration conformity with the specifications, terms of delivery, and other conditions imposed in the call for bids. The county purchasing officer shall have the power to decide as to the lowest responsible bidder for such purchases, and he may reject any or all bids.

Said purchasing officer is hereby authorized to maintain a stock room and stationary supply store of expendable items for immediate requisition as needed.

History: L. 1971, ch. 84, § 2; July 1.

AMBULANCE SERVICE

Cross References to Related Sections:

Fire districts in urban areas, see 19-3623b.

19-261. Ambulance service; county operation or by contract; reimbursement of taxing districts providing service. The board of county commissioners of any county may provide as a county function or may contract with any city, person, firm, or corporation for the furnishing of ambulance services within all or any part of their respective counties upon such terms and conditions, and for such compensation as may be agreed upon which shall be payable from the county general fund. The board of county commissioners shall not provide ambulance service under the provisions of this act in any part of the county which receives adequate ambulance service, but the county shall reimburse any taxing district which provides ambulance services to such district with its proportionate share of the county general fund budgeted for ambulance services within the county. Such reimbursement shall be based on the amount that

assessed tangible taxable valuation of taxing district bears to the total taxable gible valuation of the county, but in event shall such district receive from county more than the district's cost of nishing such ambulance services.

History: L. 1965, ch. 200, § 1; L. 1 ch. 42, § 1; L. 1979, ch. 186, § 20; L. 1 ch. 87, § 1; April 21.

CASE ANNOTATIONS

1. Referred to in upholding constitutional Health Care Provider Insurance Availability Act 3401 et seq.). State, *ex rel. Schneider v. Liggett*, 2 610, 615, 576 P.2d 221.

19-262. Same; standards for operation and equipment of ambulance and qualification of personnel; charges; audits; accounting; tax levies; election; expenditure of the board of county commissioners; authorize ambulance service as provide K.S.A. 19-261, or any amendments the then the board of county commissioners shall by resolution establish a minimum of standards for the operation and equipment of said ambulances and for the qualifications and training of any personnel operating said ambulances within the county. board of county commissioners shall have the authority to establish by resolution the charge or charges to be made for ambulance service and to provide for an account of the books and records of the ambulance operation. No operator with which the board of county commissioners has a contract provided in K.S.A. 19-261, or any amendments thereto, shall use the operation of ambulances as advertising or promotional any other business venture of the operation. The board of county commissioners is authorized by resolution to levy a tax for ambulance service purposes and to pay a portion of the principal and interest on bonds issued under the authority of K.S.A. 19-261, Supp. 12-1774, and amendments thereto on cities located in the county upon all tax tangible property in such county not in excess of one mill on the dollar of assessed valuation of such property, except that any county having a population of more than twenty-four thousand (24,000) and less than twenty-nine thousand (29,000) which has an assessed taxable tangible valuation more than ninety million dollars (\$90,000,000) and less than one hundred thirty million dollars (\$130,000,000) and in which there are located two cities of

MEMORANDUM

January 22, 1987

TO: House Local Government Committee Chairman
FROM: Kansas Legislative Research Department
RE: H.B. 2032

H.B. 2032 amends county extension council statutes to require that a majority of county commissioners must approve the budget; to provide that the priorities for extension programs and the appointment or assignment of extension agents shall be finally determined by the county extension council; and to establish procedures for the appointment of a multicounty extension governing board where agents are jointly employed by counties.

The bill was recommended by the interim Special Committee on Ways and Means in regard to Proposal No. 41.

2032.mem/MH/bd

Attachment 3
1-22-87

Kansas Association of Counties

Serving Kansas Counties

212 S.W. SEVENTH STREET, TOPEKA, KANSAS 66603 PHONE 913 233-2271

January 22, 1987

To: Representative Ivan Sand, Chairman
 Members of the House Local Government Committee

From: Bev Bradley, Legislative Coordinator
 Kansas Association of Counties

Re: HB-2032 County Extension Programs

Thank you Mr. Chairman. I am Bev Bradley, Legislative Coordinator for the Kansas Association of Counties. We are an association of all 105 Kansas Counties. At our annual meeting in November, the Legislative Policy was approved by a majority of the 105 voting delegates. The number 2 item in our Legislative Policy addresses the Extension Council budgets in much the same manner as the interim committee report on proposal #41 and HB 2032. Our platform reads in part - "KSA 2-610 should be amended to provide for the approval of the Extension Council Budget by a majority of the County Governing Board. We also request that the budget approval date be changed to August 25th to conform with other budget approvals."

Because of the necessity of county tax money in the Extension budgets to make the three-fold cooperative funding complete and because of the 5 or 7 member body that votes on extension budgets, only the County Commissioner are elected in a general election we believe that approval by a majority of all members of the board of county commissioners is appropriate.

Another concern I have heard expressed by county commissioners is that Extension Programs need to be upgraded and modernized. I feel sure as a result of discussion occurring during the interim committee hearing and hearings on HB 2032 many of these changes will be forthcoming.

Thank you Mr. Chairman. I would be willing to stand for questions if that is your wish.

*Attachment 4
1-22-87*

TESTIMONY BEFORE THE HOUSE LOCAL GOVERNMENT COMMITTEE ON HOUSE BILL NO. 2032

BY

JOHN C. MAGNUSON, CHAIRMAN
BOARD OF MCPHERSON COUNTY COMMISSIONERS
JANUARY 22, 1987

BACKGROUND

The Board of County Commissioners finances, in conjunction with the state and federal governments, the county extension agency. The purpose of this agency, whose operations are directed by a county extension council, is the giving of instruction in agriculture, marketing, home economics, 4-H club and youth work, community and resource development, to the people of the county. The extension council solicits public input, prior to their development of program priorities for the county. These program priorities must meet the statutory parameters for the operation.

During its most recent budgetary process for the extension agency, the Board of McPherson County Commissioners encountered areas of fiscal and program concern. However, their efforts to address these concerns were hampered by statutorily imposed budget procedures. These procedures are as follows: (1) The extension budget must be approved no later than June 30 of each year; and, (2) The extension budget does not require a majority vote by the Board of County Commissioners for its approval. The budget and tax levy for the extension agency are voted upon by the three Commissioners, the Chair of the Extension Council and the state-appointed area extension specialist. Thus, it is possible to approve the budget and levy, if two elected County Commissioners vote no and the Extension Council Chair, one County Commissioner and the area Specialist (generally an out-of-county extension staff person) vote in favor of the budget.

It is important to note that in McPherson County, the property tax investment in the local extension budget increased from \$119,734 in 1982 to \$144,095 in 1986, a 20% difference. The total budgeted expenditures for 1986, not including the reserves, were \$200,400, which results in a local responsibility for funding 72% of the actual dollar expenditure. While these numbers do **not** reflect the federal and state contributions for employee benefits, printed materials or postage, it does indicate a significant local investment by the Board of County Commissioners. As the elected officials responsible for the property tax levy, it is their concern that they be able to respond to questions of accountability in a responsible manner.

Attachment 5
1-22-87

HOUSEBILL NO. 2032

1. The Board of McPherson County Commissioners supports the provisions of House Bill No. 2032, which requires the approval of the extension council budget by a majority of all members of the Board of County Commissioners.
2. The Board of McPherson County Commissioners supports the provisions of House Bill No. 2032, which allows the local extension council to establish program or service priorities distinct from those currently delineated in the memorandum of understanding between the local extension council and the director of extension of Kansas State University.
3. The Board of McPherson County Commissioners supports the concept of sharing extension agents between counties, through the establishment of multicounty extension governing boards.
4. The Board of McPherson County Commissioners would respectfully request one minor amendment to House Bill No. 2032, which would allow the extension budget to be completed during the same time frame set for the balance of the county budget. This would eliminate the requirement that the extension budget be approved no later than June 30 of each year.

JUSTIFICATION FOR THE BILL'S PROVISION

The current voting procedure for the extension budget is unique and based, in part, on the assumption that the expenditure of state and federal funds in the local extension budget requires oversight from the state extension staff, in the form of the area specialist. In most cases, this specialist resides outside the county, in which he has a vote to set the property tax mill levy. Most Kansas counties administer a variety of programs, which blend local, state and federal monies, i.e., public health programs. While the county must account for its expenditure of these funds through a professional audit, it does not have a representative of K.D.H.E. involved in setting the yearly budget for health programs. Rather, it is appropriate that the locally elected County Commissioners be vested with the authority to set the budget for the extension agency, by requiring the approval of the budget by a majority of all members of the Board of County Commissioners.

The chairman of the extension council also votes on the extension agency budget. This is the only local advisory group, who has this ability in the budgeting process. Obviously, individuals involved in one program will have great concern for its financial support. The Board of County Commissioners is invested with the responsibility to develop policy, i.e., budgets, for the entire organization. It is suggested that the bill's provision to require the approval of the budget by a majority of the Board of County Commissioners results in this agency budget being treated the same as all other budgets. This will result in a more appropriate prioritization of the extension expenditures, in relationship to the entire county operation.

It has been suggested that since the extension council is "elected" that their expanded role in the budget process is appropriate. However, these elections are not general elections conducted by the county election officer. Rather, participation tends to be limited to those individuals involved in the extension program. It is more appropriate then, to consider the council as an advisory board responsible for oversight and recommendations for the operation of the extension agency, similar in scope to the County's Park Board. The scope of the Councils authority should not extend to the final approval of the budget.

As county and state governments face financial shortfalls, it is important that the local unit be given the tools to develop and fund an extension program that meets its local priorities. For instance, the Board of McPherson County Commissioners articulated a concern that the programs by the home economist were not the most critical from a funding perspective. However, the current memorandum of understanding places it as the number two program priority. By giving the local unit the ability to establish its own program priorities, we suggest that the services rendered will reflect 1987 needs, not those established in 1914 under the provisions of the Smith-Lever Act.

Additionally, tough financial constraints require innovative use of existing resources. The bill's provisions to allow the sharing of extension agents gives us a tool to respond to requests for services with existing resources.

Finally, to adjust the time schedule for completion of the extension budget to reflect that used by all other facets of the county budget would be beneficial. Specifically, the extension budget is now approved before the county's assessed valuation is set for the up-coming budget year. Additionally, the Board is asked to approve a level of expenditure, which may not be in line with the budget priorities set for other departments. These early decisions set a difficult precedence for the Board, as it begins its deliberation on budget priorities for the balance of the budget. It is more appropriate that the funding decisions for the extension agency be evaluated and prioritized in relationship to the other programs, for which the Board of County Commissioners is responsible.



SALINE COUNTY

Board Meetings — Monday, Tuesday, Wednesday
Meeting Room 209 — Office Room 211 — 300 W. Ash

Salina, Kansas 67401-2396

Phone (913) 827-1961

Phone (913) 823-3746

COMMISSIONERS:
Pennington Geis
First District

Roy W. Allen
Second District

Dennis E. Carlson
Third District

LOCAL GOVERNMENT COMMITTEE
MR. IVAN SAND, CHAIRMAN

We, the Saline County Board of Commissioners, fully support H B 2032 Interim Study Proposal # 29 (County Extension Budget) which provides that the Extension Council budget be approved by a majority of the Board of County commissioners. We also advocate the timing of the Extension Budget to coincide with the other regular budgets of the County. We are fully aware of the situation wherein State participation operates on a different budget year but some amendable process can be implemented, such as an extension of time. At the present time we County Commissioners are burdened with the impossible situation of not knowing the County valuation at such an early date.

We also appreciate the study in regards to sharing Extension Services with other Counties as well as the possibility of their mergers.

Respectfully submitted this January 21, 1987.

SALINE COUNTY BOARD OF COMMISSION MEMBERS

DENNIS E. CARLSON, CHAIRMAN

ROY W. ALLEN, VICE CHAIRMAN



SEDGWICK COUNTY, KANSAS

INTERGOVERNMENTAL COORDINATOR

WILLIE MARTIN

COUNTY COURTHOUSE • SUITE 315 • WICHITA, KANSAS 67203-3759 • TELEPHONE (316) 268-7552

January 22, 1987

HOUSE LOCAL GOVERNMENT COMMITTEE

House Bill # 2032 County Extension Programs

Testimony of Willie Martin
Intergovernmental Coordinator
Sedgwick County

Mr. Chairman and Members of the Committee:

I am Willie Martin representing the Board of Sedgwick County Commissioners.

We support Section 1 b, of H.B. 2032, which requires budget approval by a majority of all members of the board of county commissioners. There are, however, some concerns and recommendations we would like to relate. We feel strongly that the major changes which have occurred in extension program needs of Kansas residents and the funding of extension programs requires reevaluation of programs offered and the budget schedule and process.

To substantiate the major changes which have occurred in the responsibility for funding extension programs I would like to present the following figures:

	<u>County</u>	<u>State</u>	<u>USDA</u>	<u>Other</u>	<u>Total</u>
County Budget	\$753,479	\$ 79,056	\$	\$12,000	\$ 844,535
	89%	9%		1%	
Add. Funding		60,778	147,552		208,331
Total Funding	<u>\$753,479</u>	<u>\$139,834</u>	<u>\$147,552</u>	<u>\$12,000</u>	<u>\$1,052,866</u>
	72%	13%	14%	1%	

Attachment 7
1-22-87

In presenting these figures we are trying to demonstrate that to request approval of the County Extension budget by the Board of County Commissioners be processed with the same scrutiny and in the same time frame as other county funded operations is reasonable and prudent.

We respectfully state Sedgwick County Commissioners are expected to levy for 86% of the funding for budgeted extension programs and provide 72% of all funding received. They are the only elected officials in the process who are accountable to their constituents for tax dollars spent, yet cannot require the same justification and accountability from the Extension Service they require from all other county funded operations. They are also required to approve funding before estimates of revenues and expenditures are available and before they can look at the entire picture of their funding responsibilities.

I would like to make very clear that our concerns and requests should in no way be interpreted as a desire to eliminate or destroy extension programs. Quite the contrary, Sedgwick County has one of the best Extension Programs in the State and the Commission has shown it's support not only in dollars. However, the fiscal problems of the State as well as local governmental units dictates that County Commissioners be provided the authority and process for accountability.

Kansas Farm Bureau



PUBLIC POLICY STATEMENT

HOUSE COMMITTEE ON LOCAL GOVERNMENT

RE: H.B. 2032 - An Act Concerning County Extension Programs

January 22, 1987
Topeka, KansasPresented by:
Paul E. Fleener, Director
Public Affairs Division
Kansas Farm Bureau

Mr. Chairman and Members of the Committee:

My name is Paul E. Fleener. I am the Director of Public Affairs for Kansas Farm Bureau. We come before you today as **proponents** of H.B. 2032 - An Act Concerning County Extension Programs.

Farm Bureau has a long, long history of support for the Cooperative Extension Service. Our policy position regarding the Extension Service is incorporated in a broad general statement on Kansas State University and the College of Agriculture. That full resolution is attached to this statement.

We want to highlight two or three points in our policy position for you. Our delegates at the most recent Annual Meeting of Kansas Farm Bureau adopted this language:

We support efforts of the Cooperative Extension Service to bring programs on technical agriculture, community development, the family and youth, that benefit our citizens. We support the adequate funding of programs that provide technical specialists and agents to deliver information.

Attachment 8
1-22-87

In the next sentence in our Farm Bureau policy position we speak directly to one portion of H.B. 2032, and our comments today are directed to Subsection (b) of Section 2 beginning on line 77 and continuing through line 95. We are not here today to suggest to this Committee nor to the Legislature how to fund or budget for, nor to suggest who should finally give approval of the budget for a county extension program. We have already established with you that we are supportive of extension programs. What our new policy position addresses is that portion of Subsection (b) speaking to multi-county extension governing boards. Our policy says this:

In recognition of funding concerns at the county level, we support permissive legislation that allows for jointly funded and managed multi-county extension programs.

Mr. Chairman and Members of the Committee, H.B. 2032 deals directly with this matter. Interlocal agreements are nothing new in Kansas. For the sake of economy, the effective and efficient use of tax dollars, many possibilities exist for cooperation between and among counties in services to be delivered to the citizens of those counties. This bill provides another opportunity and we support it.

In conclusion I want to share with you one other portion from our policy position. The item we would highlight for you at this time says:

Efforts by the Kansas Agricultural Experiment Station and Cooperative Extension Service to provide new research and extension programs in farm profitability and value-added products are strongly supported.

We thank you for the opportunity to make this brief statement and would respond to any questions.

Kansas State University

College of Agriculture. We believe that agriculture must be the highest priority at Kansas State University. We urge a strong commitment by the Kansas Legislature, Regents and University Administration to the land grant tradition of teaching, research and extension. We commend the Kansas Legislature for past support of programs at Kansas State University that have benefited all segments of society through teaching, Agricultural Experiment Station and Cooperative Extension Service. We strongly affirm our continuing support of those programs that provide educational opportunities, generate new knowledge and extend technology to users, programs which represent the foundation of sound economic growth.

Agriculture is the major industry in Kansas. We support efforts of the Cooperative Extension Service to bring programs on technical agriculture, community development, the family and youth, that benefit our citizens. We support the adequate funding of programs that provide technical specialists and agents to deliver information. In recognition of funding concerns at the county level, we support permissive legislation that allows for jointly funded and managed multi-county extension programs.

We encourage close cooperation between county Farm Bureaus and county Extension Councils in order that beneficial services to rural families, and the excellent relationships that have been established over the years, may be continued in a most effective way.

We support creation of a Division of Rural Initiatives to be operated cooperatively by the Dean of Agriculture and the Secretary of the State Board of Agriculture. Especially during this critical time in agriculture, we recognize the need for farm families and rural communities to have access to meaningful management, counseling, support programs and economic development initiatives.

We strongly recommend increased funding from State General Fund revenues for the International Grains Program to enhance market development and exports for Kansas grain producers.

We urge the Kansas Legislature to provide increased financial support for the International Meats and Livestock program at Kansas State University.

We urge high priority and funding for facilities to adequately support plant sciences research and teaching at Kansas State University. We emphasize that new technology to support plant and animal agriculture is vital for the competitiveness and profitability of agriculture.

Efforts by the Kansas Agricultural Experiment Station and Cooperative Extension Service to provide new research and extension programs in farm profitability and value-added products are strongly supported.

We believe the Kansas Board of Regents should authorize, and the Kansas Legislature should provide funding for, development at KSU of an intensive marketing curriculum.

Douglas County

TO : The House Committee on Local Government

FROM : David C. Hopper, Chairman, Board of County Commissioners
of Douglas County, Kansas

SUBJECT: HB 2032

DATE : January 22, 1987

Thank you for the opportunity to appear today on behalf of the Board of County Commissioners of Douglas County, Kansas in support of HB 2032. In particular I want to stress our support for the proposed language contained in lines 45 through 48, requiring approval of the extension council's budget by a majority of all members of the Board of County Commissioners. Douglas County's position on this proposal is identical to that contained in the 1987 platform of the Kansas Association of Counties. We quite simply believe that elected officials should make the final decisions on all budget matters; no county financed budget should ever be approved without the support of the majority of the Board of County Commissioners. At this time Douglas County supports approximately 75 percent of the County Extension Council's operations.

In addition to the provision concerning the approval of the budget, Douglas County supports the position of the Kansas Association of Counties requesting that K.S.A. 1986 Supp. 2-610 be further amended to provide that the county extension council's budget shall be approved by the County Commission no later than the date upon which all other county budget matters must be approved -- August 25th of each year. Requiring approval of the county extension council budget by June 30th can lead to extremely hasty budget decisions which do not take into account the entire financial needs of the county. The county extension budget should stand on equal footing with the budgets of all other departments and agencies supported by county revenues.

In closing I would only like to state that Douglas County has appreciated the support and cooperation of the Douglas County Extension Council. They have indicated every willingness to work with us in setting reasonable budget levels for the county extension program. The Board of County Commissioners of Douglas County believes these proposed changes in the law will allow us to continue this excellent relationship while improving the quality of county budgetary decisions.

Thank you for your attention and consideration.

Courthouse

Eleventh & Massachusetts / Lawrence, Kansas 66044 / (913) 841-7700

Attachment 9
1-22-87

1/22/87
 Testimony before House Committee on Local Government
 (1:30 pm) HB 2032 (Extension service) Chmn: Swanlund

As one of the three elected officials, the County commissioners, designated by law to be responsible for levying property taxes, and for expenditures of such tax monies, I oppose diluting that responsibility by sharing it with officials not elected in general elections. Thus I approve the change in lines 45-48 of HB 2032.

Some changes may be needed in extension - county - state working relations, but there are better ways to address such problems, in my judgment.

Also, it would help the county commissioners in preparing the annual county budget if the June 30 ~~state~~ filing date could coincide better with our late August ^{budget} approval dates.

Dorothy Shoup (Dorothy Shoup),
 Dist. 2 Osage County Commissioner

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Attachment 10
 1-22-87

January 23, 1987

Thank you Mr. Chairman and members of the committee. I am Walter Woods, Dean of Agriculture and Director of Cooperative Extension at Kansas State University. I appreciate the opportunity to respond to House Bill 2032.

Cooperative Extension in Kansas is based upon a partnership of federal, state and county. The significant point is that a true partnership requires effective cooperation and compromise, not domination by one party. The objective to deliver informal, non-credit educational programs to counties requires local representation backed up by a specialist in major areas of need. Need is defined at the local level and must be placed in priority there. By this process, we also identify need and priority at the state level. Responding to need for educational programs occurs by extension personnel at the county, area and state level. We look to agents to be local contacts and local educational leaders, but we also look to specialists to be leaders in providing new and innovative materials to citizens in every county. Thus, one can conclude that the total effort supported by federal, state and county funds supports people in counties. Without that balanced and intact system, we must realize the process will not function effectively.

The recommendation to give the responsibility for appointment of agents in line with priorities established by County Extension Councils is not objected to by me. I support allowing more flexibility in hiring agents than is allowed by the current memorandum-of-understanding between KSU and Extension Councils. I am proposing the Memorandum of Understanding be changed. Last week in meetings with Extension Board

*Attachment 11
1-22-87*

Chairs, I proposed the changing of the MOU to read,

"Extension Agent positions shall be based on programmatic needs as jointly determined by the Board and the Director of Extension or the Director's Representative."

The Board Chairs agreed the correct process was to change the MOU and I encourage you to achieve the goal of increased flexibility by the process of allowing us to change the MOU rather than incorporating it into law. I am prepared to rewrite the MOU and send it to the counties for approval.

I oppose the proposed change requiring majority vote of county commissioners for approval of county budgets. The reasons are:

1. The current system of approval has served the process well.
2. In checking the last three years voting record, I found only 21 times the vote was not unanimous or by consensus out of 315 voting opportunities. Of those 21 times there were only 4 times the commissioners voted two "no" and one "yes", resulting in passage of the budget. There were a number of occasions in which either or both Board Chair and Area Director voted "no". The current system appears to be working.
3. The county extension councils are elected and have direct responsibility for programs in the county. Thus budget and programs are synonymous. The Attorney General has ruled they are elected representatives. They are duly elected officials.

4. The Director of Extension put approximately \$1.00 of state and federal funds for every \$2.00 of county funds in direct support of county programs. To represent this major support the Director of Extension should have input since funding and programs are synonymous.

I support leaving the approval process as currently operated and wish to indicate in conversation with County Extension Board Chairs, they also opposed this change.

The concept to establish multi-county extension programs is to be encouraged if it includes allowing counties to reach it through voluntary agreement. The proposed language addresses the hiring of an agent by two or more counties. However, it does not address the creation of a multi-county program. I would encourage language be added to state when counties combine all extension programs and create an extension district (two or more counties) that the composition of the extension council is the same as from a single county program and that balanced representation must come from each county. The district extension council would have the responsibilities of current county councils with the Director of Extension. This is a longer term view since initially county pride and ownership of programs will first lead to sharing of agents.

I am proposing one addition to KSA 2-611 and appropriate changes in the law. The current law requires three areas be represented equally by an election. These nine representatives each for Agriculture, Home Economics and 4-H Club and Youth, results in a total of 27 council members. I propose adding a fourth program area of Economic Development.

Extension is the educational outreach to each county with responsibility in community and resource development. This action was discussed with Extension Board Chairs and although not unanimous agreement, there was consensus agreement. Some counties identified economic development as high priority. This recommendation is consistent to allow counties to identify highest priority program needs of the county. I encourage the adding of this program area to the current law with the modification of instead of nine members per area to make it six. The consensus by the Board Chairs was that a total of 24 members would be a very workable number.

The Ways and Means Special Committee identified that the President of KSU should conduct a study of extension and report to the legislature by next January. I welcome this study because we have been conducting intensive internal studies as well as receiving citizen input. This has been referred to as our marketing study. In addition, for several months we have been developing a report called Ag 2000. This with appropriate background material would give citizens expectations of Cooperative Extension and Agricultural Experiment Station. This later report should be available by late summer. A strategic plan for Cooperative Extension would be developed to meet the educational needs of Kansas citizens.

I thank you for this opportunity to discuss items that will strengthen Cooperative Extension in Kansas.