

Approved 2-12-91
Date

MINUTES OF THE House COMMITTEE ON Appropriations

The meeting was called to order by George Teagarden
Chairperson

1:30 a.m./p.m. on January 31, 1991 in room 514-S of the Capitol

All members were present except: Representatives Hensley, Adam, Kline and Lowther
(all excused)

Committee staff present: Ellen Piekalkiewicz, Legislative Research Department
Debra Duncan, Legislative Research Department
Jim Wilson, Revisor of Statutes
Susan Miller, Administrative Aide
Sue Krische, Committee Secretary

Conferees appearing before the committee:

Dr. Walter Woods, Dean of Agriculture and Director of Extension, Kansas State University
Representative Gene Shore
Jerry McReynolds, President, Kansas Citizens for Extension Education
Jane Wallace, Chairperson, Mitchell County Extension Council
Duane McHenry, NE Area State Extension Advisory Council
Bill Fuller, Assistant Director, Public Affairs Division, Kansas Farm Bureau

Others attending: see attached list.

HB 2020 - Establishment of extension districts, educational programs, property tax levies. Re
Proposal No. 38.

Jim Wilson, Revisor of Statutes office, explained that HB 2020 provides at the local level the option of establishing extension districts composed of two or more counties with taxing authority in order to plan and conduct the educational extension programs for the district. Staff reviewed the provisions of the legislation noting the bill would grant districts the authority to levy for district extension purposes up to 2.5 mills on the assessed valuation of the district or an amount equal to \$75,000 times the number of counties in the district, whichever amount is greater.

Dr. Walter Woods, Dean of Agriculture and Director of Extension, Kansas State University, appeared in support of HB 2020 and provided written testimony (Attachment 1). Dr. Woods suggested two amendments to the proposed bill: page 2 line 22 should read "member of the governing board of the new extension district" and in new section 6, he suggested that philosophically he would prefer the same groups establish the process of county withdrawal as establish the new district. Representative Heinemann suggested the bill should include provision for ownership of property of the district in the event a dissolution occurs. In addition, he suggested including in HB 2020 a provision that the Attorney General must review and approve the written agreement for the formation of a new district.

Representative Gene Shore testified that his position on HB 2020 is neutral. He strongly favors retention of local control over extension services. He would oppose the state mandating the formation of extension districts. He expressed concern that the public have some voice in whether they want to join an extension district, and Chairman Teagarden suggested a provision for a protest petition by the public might be included in HB 2020 to address this concern.

Jerry McReynolds, President, Kansas Citizens for Extension Education, testified in support of HB 2020 stating this bill will allow some counties to address their Extension funding problems (Attachment 2).

Jane Wallace, Chairperson, Mitchell County Extension Council, appeared in support of HB 2020 (Attachment 3). She stated the formation of extension districts appears to be a viable way to deal with limited funding for Extension in some areas.

Duane McHenry, NE Area State Extension Advisory Council, testified in support of HB 2020 stating the bill will provide a way that counties with limited resources can combine their resources to provide a quality Extension program (Attachment 4).

CONTINUATION SHEET

MINUTES OF THE House COMMITTEE ON Appropriations,
room 514-S, Statehouse, at 1:30 ~~am~~/p.m. on January 31, 1991

Bill Fuller, Assistant Director, Public Affairs Division, Kansas Farm Bureau, testified in support of HB 2020 and his written testimony includes the 1991 Kansas Farm Bureau statement of policy concerning Extension (Attachment 5).

Written testimony in support of HB 2020 was submitted by Nancy E. Kantola, Committee of Kansas Farm Organizations (Attachment 6) and Howard Tice, Executive Director, Kansas Association of Wheat Growers (Attachment 7).

A schedule of deadlines for Committee consideration of the House Appropriations bills for the 1991 Session was distributed to the members. The meeting was adjourned at 3:00 p.m. The next meeting is scheduled for Monday, February 4 at 1:30 p.m. in 514-S.

PRESENTATION TO
THE HOUSE APPROPRIATION COMMITTEE

January 31, 1991

Thank you, Mr. Chairman and members of the committee. I am Walter Woods, Dean of Agriculture and Director of Extension at Kansas State University. I appreciate the opportunity to share with you my support for House Bill 2020. A statement on significant background information is appropriate as part of my comments.

1. Even though the mill levy limits for funding county Extension programs have been set aside the last two years by capping the funding levels of counties, when one considers the historical relationship of mill levy limits in counties to the county funds appropriated for Extension, a significant number of counties are having a problem in being able to fund Extension at the level needed.
2. During the last two years, a group of Kansas citizens have met many times with me to discuss possible alternatives to allow counties to enhance their ability to fund Extension at the desired level in the counties. These citizens have suggested a number of alternatives, one of which is to fine tune the current law which allows for the districting of county Extension programs. The suggested changes would be modification in the current law that would make it more workable for county planning and implementation. County Extension Board Chairs have met and discussed joining together to create an Extension district, and each time they have pointed out significant bottlenecks in the current law in allowing for future planning and, they felt, continuity of the program.
3. The administration of Extension at Kansas State University has worked aggressively to consider alternatives that would maintain a strong and viable Extension program within Kansas. One of the alternatives must be the ability, if new funds are not available, to allow counties to come together and decide, as a local option, whether to join together for offering educational programs to their citizens.

It is with this background that I strongly endorse House Bill 2020 with these provisions that are key in this bill:

1. It is a local option initiated by County Extension Councils whether they wish to move toward a new structure called an Extension District, which is two or more counties going together to offer Extension educational programs.
2. Once the decision has been made as outlined in House Bill 2020, it is critical that the newly formed Extension district become a new administrative unit with responsibility for both personnel and educational programs cooperatively with KSU.

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Attachment 1*

3. The creation of a taxing district under the administration of the elected board that has the responsibility of setting the budget and the mill levy limit for educational programs in the counties is essential. You will note in the bill that the assigned mill levy limits are no higher than the maximum authorized by current legislation; that is, 2.5 mills or \$75,000, whichever is higher, for each county that would be involved in the district.
4. The provision for a joint effort between the Director of Extension or his designee and the district board in developing budgets for the program is very important because it represents a joint effort for planning as well as commitment of funds from the state and the county. The state funds of course represent both state and federal funds for which the director is responsible.
5. It provides for county-wide election for governing boards.

Currently, House Bill 2020 contains the above provisions and upon that basis I strongly encourage you to adopt this bill, which does not mandate the creation of districts but leaves it as a local option. Modifying our current law in this way, I believe, would allow counties a way to plan and work in the future. If they elect to form a district through the process outlined in House Bill 2020, the citizens involved can be confident of how to plan and work for the future. I consider the provisions outlined in House Bill 2020 as a significant revision in the current law that really represents a positive refinement. This refinement makes for a much more workable and understandable process than is currently spelled out for creating districts.

Two slight modifications of the language of the bill are encouraged. Page 2, line 22 should read "member of the governing board of the new extension district." In new section 6, we would philosophically prefer the same groups establish the process of county withdrawal as establish the new district. This would provide for total communication for responsible parties.

Appropriations Committee

Mr. Chairman, and members of the Appropriations Committee, I am Jerry McReynolds from Woodston located in Rooks County. I am a farmer-stockman. We are a family involved in our community, school, 4-H, and users of the Cooperative Extension Service programs. I have served on the Rooks County Extension board for several years, as treasurer, vice chairman, and chairman. I have also had the privilege to serve on the Kansas Citizens for Extension Education board. Last year serving as President elect, and this year as president.

I want to thank each of you committee members for your support of Extension, and the opportunity to express some of my comments on H.B. No. 2020.

Extension Education is critical to many areas, such as agriculture. Tomorrow I hope to attend a Cow-Calf Seminar in Stockton, which will hopefully help me to fine tune my own cow calf operation. Other critical areas include youth, families, and communities. These are the back bone of economic growth, and quality of life in Kansas.

Kansas Citizens for Extension Education (KCEE) has discussed and studied extensively the programs, and financial needs of Extension in Kansas. From these discussions a need has been identified for a more effective process to distict than is contained in the current law. Several key points were identified:

1. It is a local option or decision. We do not like to be forced into something. This is a voluntary decision.

2. Taxing district is important for the ability to plan for the future. We must try to plan ahead to keep our programs strong.

3. The ability to add counties to a district, as the need arises at later dates.

4. Election of representatives from each county will maintain the valuable grass roots inputs into program development.

KCEE has endorsed the need for a change , or a refinement in the current law to include the points just made. I encourage the adaption of HB 2020. I believe it meets the needs of the future. It allows counties to maintain a strong program, . and gives them the option to district, if that need develops.

If this bill is adapted as it is, it will allow ccounties to address their Extension funding, and I believe keeps their programs strong and viable. The need for the grass roots extension programs are as great now as any time in history.

I thank you for your time, and if I can answer questions I would be glad to do so.

I am Jane Wallace from Beloit, in the northcentral part of the state. I am outgoing chairman of Mitchell County Extension Council of which I had been a member for 13 years; President of the Mitchell County Fair Board Association, and Vice President of Thierolf Grain Company. My husband and I are engaged in farming and I own and operate an upholstery shop. I am a mother of two grown children and grandmother of one.

I am here to speak in behalf of House Bill 2020. Let me give you some of the background leading to the drafting of this bill.

For two years the Extension Councils of Mitchell, Cloud, Republic, and Jewell Counties have been meeting together, trying to address the problem of funding. These four counties are either at the top of their mill levy or their County Commissioners will not allocate anymore funds. The Extension Councils concluded that we must either have the levy raised or we should begin pooling our resources. The idea of clustering counties so our agents could specialize in an area and cover a bigger territory had much merit. However, to get all county commissioners to agree on vital issues seemed an impossible task.

After these meetings with the Extension Councils, I was on a special committee on Alternative Funding for Extension with counties all over the state. This committee also came to the conclusion that for the counties that were in need, the levy had to be raised or we had to think of clustering. The snag to clustering is having County Commissioners in two or more counties agree with each other and with extension boards on allocation of funds and the time that the agents spend in each of their counties. We feel that the way the laws are now, we will create more problems than we solve. We feel we are again at a standstill.

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Attachment 3

Next I spoke before the Special Committee of Ways and Means at Manhattan, Sept 17, 1990, advocating districting. Two or more counties or portions thereof could form a district, with one board, with representatives from all over the area and a mill levy of its own. This is what House Bill 2020 is about. With this bill the districts would not have to have County Commissioners agree on each detail of administration. We would be able to help ourselves give the best information to our communities without duplication. Hopefully, through attrition, programs and individual assistance to the public would be available with fewer agents.

I realize this bill is not a fix-all or a cure-all for every county. Some counties don't need help, some have all the money they could possible need. But, for the counties who have had to cut back on services to the communities and who are facing the possibility of losing their agents and their information link with their University, this seems to be the way to deal with this dilemma.

Mr. Chairman and members of this committee, I am Duane McHenry and I live in Cloud County near Clyde, Kansas. I would like to speak today in support of House Bill 2020. I have served on the Cloud County Extension Council for several years and have been County Chairman for about six (6) years. The Extension Councils of Mitchell, Cloud, Republic, and Jewell counties have been meeting together for about two (2) years trying to put together a workable Extension District. Current Extension law allows for the formation of Extension Districts but is completely silent about the governing of such a district and the method of raising finances for it.

I see House Bill 2020 as a vehicle that will allow the Extension service to move ahead progressively as it attempts to provide programs that will benefit all Kansans. It will provide a way for counties with limited resources such as those in my home area to combine their resources and to continue to provide a first class Extension program. I don't see this bill as one that will cost any more money than we are now spending - rather I see it as a way to combine our resources and to creatively do a better job of informing, helping and educating the people of Kansas.

I realize that not every county in Kansas can or even wants to combine with other counties to form a District but I know there are some counties who need to and would if this bill was passed into law. In my home county and some of the counties surrounding us the Extension Council is struggling to keep a complete and comprehensive program available. I feel that this bill provides the way and the direction to those of us who will benefit from an Extension District.

I strongly feel that Extension needs to continually look for ways to improve and must stay on the leading edge of the world of education and information. As I said earlier, I along with the chairmen of Mitchell, Jewell and Republic counties have been meeting regularly for about two (2) years trying to work out a way to form a District if possible. We have met with the combined Extension Councils of all four counties and with all the agents. We are now at the point where we need the guidelines and means provided for in this bill to proceed any farther.

I would urge you to look favorably on this bill and recommend it's passage by the House. If you have any questions I would be happy to do my best to answer them. Thank you for allowing me to speak in favor of House Bill 2020.

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Attachment 4



PUBLIC POLICY STATEMENT

HOUSE APPROPRIATIONS COMMITTEE

Re: H.B. 2020, Proposal No. 36 -- Establishing Extension Districts and Authorizing Tax Levies

January 31, 1991

Topeka, Kansas

Presented by:
Bill R. Fuller, Assistant Director
Public Affairs Division
Kansas Farm Bureau

Chairman Teagarden and members of the Committee: My name is Bill Fuller. I am the Assistant Director of the Public Affairs Division of Kansas Farm Bureau. We appreciate this opportunity to testify in support of H.B. 2020.

Members of Farm Bureau are long-time supporters and users of the Cooperative Extension Service in Kansas. Many changes have occurred over the years. Programs have expanded to include marketing, management, rural economic development and environmental protection. Programs are available to all citizens...rural and urban. Another change has been the reduction in population and the lack of ability to provide adequate tax revenues in some counties. For these reasons, our members adopted policy and supported H.B. 2394 during the 1987 Legislative Session that permitted the establishment of extension council districts comprised of two or more counties.

In 1987, H.B. 2394 established the policy for multi-county extension programs. Today, we believe H.B. 2020 provides the mechanism to implement a workable plan for multi-county programs.

Our members believe any plan to create multi-county programs and permit taxing authority must have safeguards. We believe the reorganization must:

1. Be voluntary;
2. Encourage efficiencies;
3. Prevent any revenue windfall;

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Attachment 5

4. Allow citizens to select the governing body; and
5. Give the Board of County Commissioners the authority to withdraw from the multi-county district.

If H.B. 2020 achieves these goals, and we believe it does, we support the proposed legislation.

Thank-you for allowing us to express our members views on this important issue. We have attached 1991 Kansas Farm Bureau Policy concerning Extension to this statement for your review. Mr. Chairman, we will attempt to respond to any questions you and your committee might have.

(attachment A)

KANSAS FARM BUREAU
1991 Policy

Kansas State University

...Agriculture is the major industry in Kansas. We support efforts of the Cooperative Extension Service to provide 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, agents, facilities and equipment to deliver extension information. We believe the Cooperative Extension Service should have a staffing program to provide that every county shall have at least two agents, in position specialities to be determined by the County Extension Council. The State of Kansas should increase appropriations for the support of the Extension Service to replace federal funds discontinued by budget cuts. Counties should continue to hire and provide their own funding for agent staff, and should also have the legislative authority for the mill levy or sales tax necessary to raise revenues for the county portion of agent staff funding.

In recognition of funding concerns within the Cooperative Extension Service, we continue to support the opportunity for jointly funded and managed multi-county extension programs provided participation in any multi-county cooperative program is voluntarily entered into and has support of each County Extension Council involved...

1991 Resolutions were adopted by the Voting Delegates representing the 105 County Farm Bureaus at the 72nd Annual Meeting of Kansas Farm Bureau in Wichita, December 8, 1990.

COMMITTEE OF ... KANSAS FARM ORGANIZATIONS

Nancy E. Kantola
Legislative Agent
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STATEMENT OF POSITION OF THE
COMMITTEE OF KANSAS FARM ORGANIZATIONS

RE: H.B. 2020

House Appropriations Committee

January 31, 1991

Mister Chairman, Members of the Committee: As
Legislative Agent for the Committee of Kansas Farm
Organizations, I submit this statement for consideration.

The Committee of Kansas Farm Organizations is made up of
twenty two members; farm organizations, commodity groups
and agribusiness associations. We require unanimous
agreement before we take a position on any legislation.

We have long supported agricultural extension programs, and
have urged funding to allow maximum service to each county.
In light of current financial concerns, H.B. 2020 seems to
us to be a responsible means for letting counties combine
resources to provide services and programs and maximize both
staff and facilities.

Since this will be at local option and funded through local
taxing authority, it provides a way to assure access to
needed services while saving the cost of duplicate administrative
functions.

We urge your favorable vote on H.B. 2020.

Respectfully submitted,

Nancy E. Kantola

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1-31-91
Attachment 6



Kansas Association of Wheat Growers

P.O. Box 2349 Hutchinson, KS 67504-2349

316-662-2367

TESTIMONY

HOUSE COMMITTEE ON APPROPRIATIONS
Representative George Teagarden, Chairman
House Bill 2020

Submitted by Howard W. Tice, Executive Director

I regret the fact that I am was unable to be present for the official hearing on House Bill 2020. I do appreciate the opportunity to present written testimony in support of the bill.

The official policy position of the Kansas Association of Wheat Growers is as follows:

Educational programs organized by the Kansas Cooperative Extension service significantly enhance farm, family and community life and favorably impact rural revitalization, resource conservation and environmental protection. However, we are concerned about maintaining and strengthening the Cooperative Extension Service which serves youth and adults in every county in Kansas.

RESOLUTION: In order to keep our extension system strong and viable, the KAWG endorses the following concepts:

1. a multi-year plan for increased funds from the State legislature
2. funding for 2 agents per county
3. the districting concept of extension:
 - A. This must be initiated and developed on a local level only.
 - B. The district would be a taxing and budget district. The board must be elected.
 - C. Responsibility for programs and/or budgets must be left at the county or district level.

In addition, The KAWG supports restoration of needed Extension Specialist positions; and establishment of a statewide Extension satellite receiver network with a learning center in each county.

I believe our delegates expressed their intent quite clearly, so I won't belabor their good work. I believe that HB 2020 fits the intent of the above resolution. We appreciate the opportunity to contribute to the legislative process, and we respectfully urge favorable consideration of HB 2020.

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Attachment 7