Approved	April 3, 1985
	Date

Ted McFarland, Region IV EMS Council, Lawrence

Lyle Eckhart, EMS, Kansas Highway Patrol

Represenative Joan Adam, Atchison, KS.

Jim Kaup, League of Municipalities

MINUTES OF THE <u>Senate</u> COMMITTEE ON <u>Local Government</u> .
The meeting was called to order by Senator Don Montgomery at Chairperson
9:11 a.m./pXX. on Tuesday, April 2 , 1985 in room 531-N of the Capitol.
All members were present except: Senators: Bogina, Gaines, Mulich, Steineger, and Winter who were all excused.
Committee staff present: Mike Heim, Theresa Kiernan, Lila McClaflin, Emalene Correll
Conferees appearing before the committee: Representative Don Sallee, Troy, Ks.  Col. Bert Cantwell, Kansas Highway Patrol Senator Francis Gordon, Highland, KS.

The chairman called the meeting to order.

The hearing on H.B. 2028 was opened. This bill would allow ambulances operating under the Missouri law to provide emergency transportation in Doniphan County. Rep. Sallee presented written testimony in support of the bill and explained the background of why the bill is needed. He offered an amendment which would change section 5 of the bill, his testimony and the proposed amendment are apart of these minutes (attachment 1).

Senator Francis Gordon was present and stated he supported the bill and the amendment, he thinks it is the solution for the time being, and urges the committee to pass it.

Col. Bert Cantwell, the Kansas Highway Patrol, appeared in support of the bill and amendment, his written testimony is apart of these minutes (attachment 2). He stated he was in agreement with Sen. Gordon's remarks.

Ted McFarland, Region IV, Emergency Medical Services Council, Inc., their group voted to go on record opposing the original bill, as it was unfair to counties in the state that have met the standards and it might set a precedent for other communities that might have trouble with the standards. The council has not taken a position on the amendments. He personally thinks that Doniphan County is best served by the St. Joseph's ambulance service.

Lyle Eckhart was ask who would monitor the St. Joseph's service. He stated it would be out of their control, that the area would be out of the EMS, responsiblity would be with Missouri and he thought the county commissioners would check out the liabilities.

A lengthy discussion followed on the home rule problems. Mike Heim, staff, stated he wasn't sure the bill as proposed to be amended would solve home rule problems. They may have to ask for an Attorney General opinion.

Senator Allen moved to accept the amendments as presented by Col. Cantwell. Senator Daniels seconded the motion. The motion carried. Senator Allen moved to pass the bill as amended. Senator Daniels seconded the motion. The motion carried.

#### CONTINUATION SHEET

MINUTES OF THESenate CO	MMITTEE ON	Local Go	vernme	nt	,
room 531-N, Statehouse, at 9:11	a.m./pxxxxx onT	'uesday,	April	2	

Hearings were opened on H.B. 2179. H.B. 2179 deals with the appointment and removal of officers in cities of the third class operating under the mayor-council form of government. Jim Kaup, Staff Attorney, League of Kansas Municipalities, was a proponent for the bill, his written testimony is (attachment 3). He presented an amendment the league would like to have considered. The amendment would allow when a vacancy occurred a suitable elector could be appointed for the balance of the unexpired term for such office, and striking the language, "until the next election". He also, had an amendment that would amend H.B. 2291 into H.B. 2179. His written testimony and the amendments are apart of these minutes (attachment 4).

Hearings were opened on H.B. 2303 this bill would add Atchison to those cities under current law which may levy a third mill for their recreation commissions, without expanding the recreation commission. Rep. Joan Adam sponsored the bill and she appeared in support of it. She stated it is strictly a local bill. She presented written testimony from Herbert R. Wyrick, Superintendent, Atchison Public Recreation Commission, this testimony is (attachment 5) of these minutes.

Senator Allen moved to pass the bill. Senator Daniels seconded the motion. The motion carried.

The meeting adjourned until 8:30 a.m., Wednesday, April 3, 1985.

Chairman

Date:	April	2,	1985	

# GUEST REGISTER

# SENATE

# LOCAL GOVERNMENT

NAME	ORGANIZATION	ADDRESS
Lynn Hill , m.c	o. ST. Joseph Hospital	ST Joseph, Mo
GEORGE R. ZIPH.	EMT-PEMILT St. JOSEPH HOSPITAL	St. VOSEPH, MO
STEVEN. D. WILS	CAT-A. SCINEMICS ST FOSEPH HOSPITAL	ST FOSEPIT MO.
James & Deignon	on 57 Joseph Hospital	ST. Joseph > mo.
Jen Salley		Trong Ka
Levellight	Eleword Council ment	er Elever So.
Jan Raged	Elevand Ks.	Eleveral Kg
Jim Colle	- City councilman	Elwood Ks
Barret Mus	re City Commelian	Coursed Ks.
Sau Oday	1 dato Rep	Alchison
Full R. lyce	Atouses Ry Comm-	Alchien
Sevator Froncis Por	edon Leg-	
But antwell	KHP	Toxella
I Mighelind	EMS -KHP	Topelee
was Tacks	tigil EMS Coursel KHP	Hiawasha
KOD LAKE	KASB	TOPEKA
MOTH R. LAND	ON PUBLICATION FOR KAUS	rea
Paul M. Klotz	A SSOC. OF COMMUNE, MIL	ic Topoka
Pamela Patterso	on Assoc. Of Chitcz Of	Ks toppku
Rop. Dor Sallie	Leg.	TROY
If mafortone	e Region IV Ems Council	Lowerence

DON SALLEE

REPRESENTATIVE, FORTY-NINTH DISTRICT

ATCHISON, BROWN, DONIPHAN,

AND JACKSON COUNTIES

RR 2

TROY, KANSAS 66087



COMMITTEE ASSIGNMENTS

MEMBER AGRICULTURE AND SMALL
BUSINESS
COMMUNICATION. COMPUTERS AND
TECHNOLOGY
FEDERAL AND STATE AFFAIRS

TOPEKA

# HOUSE OF REPRESENTATIVES

HB 2028 would amend KSA 65-4327 to allow ambulance service from St. Joseph, MO to serve a small area in Doniphan County without Kansas certification. Doniphan County is small in population and presently has 2 volunteer services located in the mid and western part of the county. The area covered in the bill had a volunteer shared service until about 3 years ago. The loss of people willing to serve and other problems resulted in withdrawing certification. Since that time the St. Joseph Hospital has served with some of their people being certified and some certified on a temporary basis. The St. Joseph personnel are full time paid employees and because of that must be paid to train and test. We would be approximately 1/2 of 1 percent of their total business. This makes training and testing very costly.

After several meetings with the EMT director and members of the board we have decided to amend the bill to cover any area that might have the same need. I would ask the Committee to make the agreed changes and pass the bill favorably.

(attachment 1) 4/2/85

Proposed amendment to NB 2028

65-4327. Scope of act.

Lon Saller Rm. 181-w

- (a) Nothing in this act shall be construed:
  - To prevent the operation of a police emergency vehicle by one
     person;
  - (2) to affect any statute or regulatory authority vested in the department of transportation concerning automotive equipment and safety requirements;
  - (3) to prohibit any privately owned vehicles and aircraft not ordinarily used in the ambulance service business from transporting persons who are sick, injured, wounded or otherwise incapacitated or helpless; or
  - (4) to prevent any vehicle from being pressed into service as an ambulance in the case of a major catastrophe.
  - (5) to prohibit any ambulance lawfully operating under the laws of a state adjoining Kansas from providing emergency transportation of a patient from a city or county not otherwise served by an ambulance service located in Kansas to a location within or outside the state of Kansas when the governing body or board of such city or county declares a hardship. The governing body or board shall notify the director 30 days prior to the initiation of such out of state service.

- (b) Ambulances owned and operated by any agency of the United States

  qovernment shall be exempt from the provisions of this act.
- patient within the state for transportation to a location within this state or which receives a patient within this state for emergency transportation to a location outside this state shall comply with the provisions of this act except when such ambulance is rendering service in the case of a major catastrophe is making a prearranged hospital-to-hospital transfer or is subject to the provisions of paragraph (5) of subsection (a).

# SUMMARY OF TESTIMONY BEFORE THE SENATE COMMITTEE ON STATE AND LOCAL GOVERNMENT

HOUSE BILL 2028 (As Amended)

PRESENTED BY THE KANSAS HIGHWAY PATROL (Colonel Bert Cantwell)

April 2, 1985

APPEARED IN SUPPORT

The Kansas Highway Patrol supports, with reservations, H.B. 2028 with the proposed amendment which would permit any city or county not otherwise served by an ambulance service to be served by an out of state service when the governing body or board of such city or county declares a hardship.

This amendment would improve House Bill 2028 in two ways. First, the bill would not be restricted to Doniphan County. Hopefully, this answers the objections of those who argued that "home rule" would be used to avoid state regulations of ambulance services in specific counties. Second, the bill requires that the governing body or board of the affected city or county declare a hardship. This would ensure a careful examination of the need for such a declaration by both the governing body and the people it serves.

The Patrol strongly believes that existing statutes and regulations ensure that Kansas ambulance services meet a high standard of care. We are concerned that other states may not share that same commitment to a high standard of care. Communities which would take advantage of the provision of H.B. 2028 should be aware that the standards of other states may not be equivalent to those of Kansas.

This cautionary note, however, should not obscure the real value of H.B. 2028. That is, a Kansas community which can be better served by an out of state service should have the option of being served by that service. We do not have a perfect world, where all communities can develop their own ambulance services which can and do meet the high standards of Kansas law. House bill 2028 recognizes that imperfection, and provides for it.

(attachment 2) 4/2/85



# PUBLISHERS OF KANSAS GOVERNMENT JOURNAL/112 WEST SEVENTH ST., TOPEKA, KANSAS 66603/AREA 913-354-9565

TO:

Members of Senate Local Government Committee

FROM: RE:

Jim Kaup, Staff Attorney, League of Kansas Municipalities HB 2179 and League - Proposed Amendments Relating to

City Elections

### I. HOUSE BILL 2179:

HB 2179, as passed by the House, is supported by the League as it is necessary to resolve two different problems with the current language of K.S.A. 15-204. (1) In mayor/council cities of the third class a problem commonly arises when the mayor makes his or her annual appointment or reappointment of a city officer and the city council refuses to consent to the appointment or reappointment. The question which arises is who serves as officer for the period of time between the end of that officer's term of office and the time when a successor is confirmed? The common law rule has been that the incumbent officer continues on in office until a successor is lawfully appointed. Kansas has followed this common law rule. In addition, statutory provisions applicable to cities of the first and second class and for third class cities with the commission form of government already expressly provide that an officer continues in office until his or her successor has been appointed and qualified (K.S.A. 13-2101; 14-1501; and 15-1601). Therefore, the proposed amendment to K.S.A. 15-204, appearing at lines 29:31, merely codifies the common law rule already in place in Kansas and further makes the law concerning this situation consistent among all classes of cities in the state.

(2) The bill also deals with the issue of the power of the mayor to remove a city officer. K.S.A. 15-204 presently says that the mayor "may remove any such officer, with the consent of the council." This language is deficient in that it can be read to mean that. the mayor can fire an officer on the spot. It is the League's position that the present language means that the mayor may suspend a city officer on the spot, but the actual termination of that officer can be ordered only by the city council. Some of the problems which have arisen from this current language are: what is the status of an officer between time of "removal" by the mayor and the time of city council action consenting to the mayor's "removal" of that officer; and what happens if the mayor views his or her power to "remove" an officer as power to fire, and so acts, but the city council does not consent to that firing? Because of these, and possibly other, questions this second amendment to K.S.A. 15-204, appearing at lines 33:38, is offered to do the following: (1) We repeat the provision that the city council may remove any officer; and (2) we provide that the mayor may "suspend" an officer, with the power to "remove" an officer remaining only with the city council. This second amendment to 15-204 will protect city officers in that it clarifies the issue as to exactly who has power to remove appointive officers from office. The amendment would also protect the mayor in that it will prevent a mayor from misreading the statute so as to believe he or she has power to summarily fire a city officer, but still recognizes the power of the mayor to take immediate action to remove a city officer from the job. Finally, the amendment will protect the city in that it will lessen the liklihood of unlawful discharge lawsuits being brought by the officer.

### II. LEAGUE AMENDMENTS TO HB 2179:

## A. Residency Requirements for Candidates for City Elective Office.

Because of a lack of precision in the wording of those statutes which establish the residency qualifications of councilmembers, commissioners and mayors some confusion exists as to when residency must be established in order for a candidate to be legally qualified to hold elective city office.

Generally, the statutes merely require that an elective officer must be a "qualified elector" of the city. The Kansas Constitution, at Article 5, Section 1, states: "Every citizen of the United States who has attained the age of eighteen years and who resides in the voting area in which he or she seeks to vote shall be deemed a qualified elector." K.S.A. 25-2302 provides that the act of registration to vote is <u>prima facie</u> evidence of the right to vote. The problem has been that the statutes do not expressly state at <u>what point in time</u> the status of being a "qualified elector" must be achieved—at the time of filing for office, the date of election to office, the date the elective term of office commences, or some other time.

The League's proposed solution to this problem is to provide uniformity in the statutory language and to have that language provide that a person, to be legally qualified to hold elective city office, must be a qualified elector of the city as of the date the elective term of office commences.

The following statutes are affected by the proposed amendment: K.S.A. 13-305 (first class cities, mayor/council form of government); 13-1707b (first class, commission form); 13-1801 (first class, commission form); 14-109 (second class cities, mayor/council form); 14-204 (same); 14-205 (same); 14-1301 (second class, commission form); 15-209 (third class cities, mayor/council form); and 15-1401 (third class, commission form). These statutes are found at Sections 3,4,5,7,8,9,10,12 and 13 of the draft bill.

The League supported HB 2291 which was passed out favorably by the House Elections Committee earlier this session. That bill made the identical amendments, with respect to residency qualifications, that are found in Sections 3,4,5,7,8,9,10,12 and 13. HB 2291 did not meet the deadline for passage out of the House and has been re-referred to the House Elections Committee.

# B. Filling Vacancies in City Elective Offices.

The League also asks this committee to consider amending HB 2179 to address a problem which most recently arose last month in the city of Concordia. The issue is the filling of city governing body positions which are vacated <u>before</u> a city election but <u>after</u> the filing deadline for that election has passed. The requested amendments are to statutes set out in sections 2,3,6,11 and 14 of the draft bill.

The fact situation in Concordia provides a good example of the problem we are trying to address through these amendments. Concordia is a city of the second class with the Commission-manager form of government. The city has a charter ordinance which provides for staggered three-year terms for each of the three city commissioners.

Concordia commissioner R was elected to a three-year term beginning April, 1984 and expiring in April, 1987. Commissioner R resigned on February 11, 1985 -- prior to the April 2 city election, but after the January 22 filing deadline for that election. Because the statute on filling commission vacancies (K.S.A. 14-1305 in Concordia's case) said that vacancies were to be filled at "the next city election" the Attorney General informed Concordia (in AG Opinion 85-24) that Commissioner R's unexpired term must appear on the April 2, 1985 ballot -- even though it would be impossible to have the ballots for the city election show any names of candidates for that position (because of the passed filing deadline). Consequently the Concordia position will be filled today by a write-in, following precious little time for public debate of issues or public scrutiny of announced commission candidates.

The amendments offered by the League at Sections 2,3,6,11 and 14 of the draft bill would go at least part way towards eliminating this problem. Our amendments would simply provide that a person appointed to fill a vacancy would serve for the balance of the unexpired term for that office. In the case of Concordia, for example, someone would have been appointed to fill out the remaining two years of Commissioner R's term. Then, at the April 1987 city election, the office would be filled according to the regular procedures governing the conduct of city elections.

The League believes this proposed to be a much preferred to the extreme position taken by the Attorney General that a vacancy must be filled at the <u>next ensuing city election</u> even if the vacancy occurs the day before such an election.

This solution proposed by the League will handle the worst situations which would occur — where the resigning official still has one or more years left to his or her term and accordingly the voters would be forced to make an unexpected, hurried choice to write-in names of persons who could not file as candidates and may not have had any time to mount a campaign — a poor scenerio for representative democracy.



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HB 2179 was passed out by the House on a 122-2 vote.

### II. LEAGUE AMENDMENTS TO HB 2179:

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The League believes this proposed to be a much preferred to the extreme position taken by the Attorney General that a vacancy must be filled at the <u>next ensuing city election</u> even if the vacancy occurs the day before such an election.

This solution proposed by the League will handle the worst situations which would occur -- where the resigning official still has one or more years left to his or her term and accordingly the voters would be forced to make an unexpected, hurried choice to write-in names of persons who could not file as candidates and may not have had any time to mount a campaign -- a poor scenerio for representative democracy.

0038 the mayor.

## HOUSE BILL No. 2179

By Committee on Local Government

2-5

0017 AN ACT concerning cities; relating to the appointment and

removal of certain officers; amending K.S.A. 15-204 and re-0018 0019 pealing the existing section. s. Be it enacted by the Legislature of the State of Kansas: 0020 0021 Section 1. K.S.A. 15-204 is hereby amended to read as follows: 15-204. The mayor, with the consent of the council, may 0022 appoint, at the first regular meeting of the governing body in May of each year, the following city officers, to wit: A municipal judge of the municipal court, a clerk, a treasurer, a marshal-chief of police, policemen, street commissioner, law enforcement officers and such other officers as deemed necessary; and may retain a licensed professional engineer to act in the capacity of city engineer for specifically defined duties. Such officers shall hold their respective offices until their successors have been appointed and qualified. The duties and pay of the various officers provided for in this section shall be regulated by ordinance. A majority of all the members of the council may remove any such officer; or, for good cause, the mayor may remove any 0034 such officer, with the consent of the council Any officer may be removed by a majority vote of the total membership elected or

Sec. 2. K.S.A. 13-304 is hereby amended to read as follows: 13-304.

appointed to the council and may be suspended at any time by

At the election held in each odd-numbered year, in all cities of the first class governed by the mayor-council form of government, there shall be elected a mayor from the city at large and two councilmembers from each ward. All officers shall hold their offices for two years and until their successors are elected and qualified.

In case of a vacancy occurring by reason of resignation, death, or removal from office or from the ward in which the councilmember had been elected, the mayor, by and with the consent of the remaining councilmembers, may appoint a suitable elector residing in the ward to fill the vacancy until the next election for councilmembers.

for the balance of the unexpired term for such office.

{, election

13-304, 13-305, 13-1806

[14-1305, 15-204, and 15-1405

Sec. 3. K.S.A. 13-305 is hereby amended to read as follows: 13-305.

officers elected shall be qualified electors of such city, and the removal from such city of any officer shall occasion a vacancy in such office. In case of any vacancy occurring by death, resignation, or removal of any officer elected under the provisions of this act, the mayor, by and with the consent of the council, shall fill such vacancy by appointment, until the next city election. In case of any vacancy in any appointive office the mayor, by and with the consent of the council, shall fill such vacancy for the unexpired term for which his or her predecessor was appointed. The clerk shall enter every appointment to office and the date thereof on the journal.

For the balance of the unexpired term for such office.

Sec. 4. K.S.A. 13-1806 is hereby amended to read as follows: 13-1806.

In case of any vacancy from any cause in the offices of mayor or any commissioner, the board of commissioners shall, by a majority vote of all the remaining members thereof, elect some eligible person to serve in such capacity until the next city general election. In any case where on or before the effective date of this act a person has been elected by said board to fill a vacancy, such person shall serve until the next city general election following said effeetive date. In case the remaining members of the board of commissioners cannot agree upon some such eligible person, they shall call in the city attorney who shall cast the decisive vote for such appointment. The resignation of the mayor or any commissioner elected under this act shall be made in writing to the board of commissioners for their action thereon. If the mayor or any commissioner shall remove from the territorial limits of such city, such removal shall ipso facto be deemed to create a vacancy in his or her office. The board of commissioners shall elect by ballot, by a majority vote of all the members thereof, one of their number, whose official title shall be "president of the board of commissioners."

The president of the board of commissioners shall preside at all meetings of said board, in the absence of the mayor, and shall be invested with all the powers and shall perform all the duties of the mayor of such city during such absence. In the absence of both the mayor and the president of the board of commissioners, the remaining

for the balance of the unexpired term for such office

imissioners may select one of their number who shall become "acting president of the board of commissioners." The acting president of the board of commissioners shall have all the powers of the president of the board of commissioners belonging to such office in the absence of the mayor.

Sec. 5. K.S.A. 14-1305 is hereby amended to read as follows: 14-1305.

In case of any vacancy from any cause in the office of mayor or any commissioner, the remaining members of the said board of commissioners shall within ten (10) days after the occurrence of said vacancy elect some suitable person to fill said vacancy until the next city election, at which time a successor shall be elected to fill the unexpired term; provided there is any portion of said term unexpired, and in case such remaining members cannot agree upon some such suitable person, then they shall call in the then city attorney who shall cast the decisive vote for such appointment. The resignation of the mayor or any commissioner elected under this act shall be made in writing for their action thereon. If the mayor or any commissioner shall remove from the territorial limits of said city, such removal shall ipso facto be deemed to create a vacancy in his or her office.

for the balance of the unexpired term for such office,

Sec. 6. K.S.A. 15-1405 is hereby amended to read as follows: 15-1405.

In case of any vacancy from any cause in the office of mayor or any commissioner, the remaining members of said board of commissioners shall, within ten days after the happening of such vacancy, elect some suitable person to fill the unexpired term until the next city election, and in case such remaining members cannot agree upon some such suitable person, then they shall call in the then city attorney, who shall cast the decisive vote for such appointment.

The resignation of the mayor or any commissioner elected under this act shall be made in writing to the board of commissioners for their action thereon. If the mayor or any commissioner shall remove from the territorial limits of such city, such removal shall, ipso facto, be deemed to create a vacancy in his or her office.

said vacancy for the balance of the unexpired term for such office,

Sec. 7. K.S.A. 13-304, 13-305, 13-1806, 14-1305, 15-204, and 15-1405 are hereby repealed.

Sec. 8. This act shall take effect and be in force from and after its publication in the Kansas register.

#### TESTIMONY FOR HOUSE BILL NO. 2303

FROM: Herbert R. Wyrick, Superintendent Atchison Public Recreation Commission

April 2, 1985

House Bill 2303 has been presented to request that the Atchison Recreation Commission of Atchison, Kansas be allowed to increase their mill levy from two to three mills without becoming subject to the provisions of K.S.A. Supp. 12-1908, sub-section D, relating to the increased membership of the commission.

The principal reason we are making this request is because the present statute indicates that two members of the School Board and one member of the City Commission would automatically become official voting members of the Recreation Commission. As we all well know, School Board and City Commission members are constantly involved in matters relating to their own agencies. For this reason various cities in the state of Kansas, which have increased their mill levy in accordance to this statute, have found it increasingly difficult to maintain a quorum at their Recreation Commission meetings. It has also been found that the length of these meeting has increased as much as seventy-five per cent with much less productivity than was previously realized. We feel our agency would have these same problems.

The Atchison Recreation Commission is presently composed of five well qualified individuals who were appointed to the Commission by the School Board. They are representative of the varied aspects of our community. The present members are: Robert Booe, comptroller for Midwest Solvents Companies, Mrs. Julie Kocour, physical education

(attachment 5) 4/2/85 instructor at Benedictine College, William Thornton, supervisor at Pillsbury Company, Charles Tuley, attorney, and Thomas Wolters, investment broker. Also, in accordance with the present by-laws of the Atchison Recreation Commission, the Superintendent of Schools and the City Manager are both ex-officio members of the Commission. Thus they are encouraged to attend the Recreation Commission meetings whenever they feel it is necessary to express the views of their agencies.

Budgetary needs are an important aspect of the Atchison Recreation Commission's request to increase their mill levy to three mills. The City of Atchison is bordered by land on three sides. The east border of the City is the Missouri River. Because of this the assessed evaluation of Atchison is lower than other cities of comprehible population in the state of Kansas. In 1985 Atchison's per capita expenditure for recreation will be \$5.08. By increasing to three mills it would be approximately \$7.63.

The Atchison Recreation Commission strives to provide the best possible programming for all the citizens of Atchison. To meet the increasing needs of our community additional programming and personnel will be needed in the future. The increased revenue derived from increasing our mill levy will allow us to attain these goals.