

MINUTES OF THE HOUSE COMMITTEE ON LOCAL GOVERNMENT.

The meeting was called to order by Chairperson Nancy Brown at 1:30 p.m. on February 15, 1994, 1994 in Room 521-S of the Capitol.

All members were present except: Representative Carl Holmes (excused).

Committee staff present: Michael Heim, Legislative Research Department  
Theresa Kiernan, Revisor of Statutes  
Lois Hedrick, Committee Secretary

Conferees appearing before the committee:

Duane Johnson, State Librarian  
James Marvin, Member of the State Library Advisory Commission  
Ellen Ross, Director, Kansans for Fair Taxation  
Larry Fischer, DVM, Topeka  
Chris McKenzie, League of Kansas Municipalities  
Representative Douglass Lawrence  
Nobuko Folmsbee, Assistant Attorney General  
Charles Bredahl, Acting Director of the Division of Emergency Preparedness  
Gordon Basham, President of the Association of News Broadcasters of Kansas  
Ken Vandruff, Journalist from Wichita  
Richard Baker, President of the Kansas Associated Press Broadcasters  
Ben Coates, Kansas Press Association  
Cindy Kelly, Deputy General Counsel, Kansas Association of School Boards  
Anne Smith, Kansas Association of Counties  
Vic Miller, Shawnee County Commissioner

Others attending: See Attachment 1.

Chairman Brown opened the hearing on **HB 2710**, concerning library boards; election of members. Theresa Kiernan described the provisions of the bill. Representative Toplikar, sponsor of the bill, presented testimony in support of the bill (see Attachment 2). Ellen Ross, a Director of Kansans for Fair Taxation, also spoke in support of the bill (see Attachment 3). Larry Fischer, DVM, Topeka, testified in support of the bill (see Attachment 4).

Duane Johnson, State Librarian, opposed **HB 2710** in his testimony (see Attachment 5). James Marvin, a member of the State Library Advisory Commission, expressed his concern of the bill (see Attachment 6). Chris McKenzie, of the League of Kansas Municipalities, presented opposition to the bill in view of the League's belief that the bill creates a new level of taxing unit. He handed out a recap of the Kansas governmental taxing units for review (see Attachment 7). The Chairman asked him if the League views the provisions as causing an increase in special districts rather than one of governance. Mr. McKenzie replied that it is a concern because of the complexity of creating another unit of government and the increased costs of election. Mike Heim stated that the bill simply causes more elections because the tax remains whether the board members are appointed or elected.

There being no others present to testify, the hearing on **HB 2710** was closed.

The Chairman advised that the Senate has made a much stricter amendment to **HB 2784**, concerning the open meetings law.

The Chairman then opened the hearing on **HB 3004** (concerning public access to decision making and meetings of public and quasi-public bodies), **HB 2676** (concerning notice of certain open public meetings not required in disaster areas), and **HB 2737** (definition of open meeting). Representative Douglass Lawrence, sponsor of **HB 3004**, explained his concerns with the present Open Meetings Act (see Attachment 8). He stated some amendments are being developed on the bill and a balloon will be handed to the committee for consideration shortly.

Nobuko Folmsbee, Assistant Attorney General, presented the Attorney General's support for **HB 3004** (see Attachment 9).

Charles Bredahl, Acting Director of the Division of Emergency Preparedness, expressed support of **HB 2676**, stating that concerns surfaced during the recent flood in following the notice requirements.

Gordon Basham, President of the Association of News Broadcasters of Kansas, testified in support of **HB 3004** (see Attachment 10). With respect to **HB 2676**, Mr. Basham recommended that public notice is required even in times of disaster and suggested notice by electronic means to local news media as a minimum.

Ken Vandruff, a Journalist from Wichita, endorsed **HB 3004**, expressing a strong conviction that government officials must make decisions in open meetings. He noted the Andover tornado events as an example of good public notice in times of disaster.

Richard Baker, President of the Kansas Associated Press Broadcasters, also expressed support of **HB 3004** (see his testimony on Attachment 11).

Chris McKenzie, of the League of Kansas Municipalities, commented on **HB 3004**, expressing concerns with ambiguous terms and the scope of the bill (see Attachment 12).

Ben Coates, Kansas Press Association, expressed support for **HB 2737** (see Attachment 13).

The Chairman announced she is appointing the following members to a Subcommittee on the Open Meetings Act: Chairman - Representative Hayzlett; Members - Representatives Mays, Donovan, Macy, Welshimer and Ballard.

Cindy Kelly, Deputy General Counsel of the Kansas Association of School Boards, testified in opposition to some provisions of **HB 3004** (see Attachment 14), expressing the belief that the extension of the Open Meetings Act to private entities will raise many problems for administrative and citizen groups.

The Chairman noted that written testimony of Jacque Oakes, representing Schools for Quality Education, in opposition to **HB 3004** has been handed to each member (see Attachment 15).

Anne Smith, Kansas Association of Counties, expressed support for **HB 3004**, **HB 2676**, and **HB 2737**. She stated the concerns expressed by Chris McKenzie on the bills are shared by the Association as well (see Attachment 16).

Vic Miller, Shawnee County Commissioner, stated it is not hard to comply with the Open Meetings Act. He recommended that the sharing of correspondence between members of boards or commissions not be hindered by changes to the act.

The meeting was adjourned at 3:27 p.m. The next meeting of the committee is scheduled for 1:30 p.m., Wednesday, February 16, 1994, in Room 521-S of the Capitol.

HOUSE OF REPRESENTATIVES  
COMMITTEE ON LOCAL GOVERNMENT  
CONFEREES AND VISITORS  
FEBRUARY 15, 1994

NAME AND ADDRESS (Please print)	REPRESENTING
Cindy Kelly	Topeka KASB
Michelle Clum	Topeka atty. Jon Small
Ben Cortes	Topeka KPA
Chuck Breckahl	Topeka Adm General, DEP
Larry Fischer	Topeka Self -
ELEN ROSS	TOPEKA KANSAS FOR FAIR TAXATION
Jim Marvin	" Kb Lib Assoc -
Gordon Bassham	Wichita ANBK
Duane Johnson	Topeka State Library
Richard Baker	Manhattan AP Broadcasters
Ken Vandruff	Wichita Self
Nobuko Folmsbee	Topeka AG
Lore Shiel	Topeka Ks. Assoc. of Counties
Chris McKee	" League of Ks Muncip.

JOHN TOPLIKAR  
 REPRESENTATIVE, 15TH DISTRICT  
 507 E. SPRUCE  
 OLATHE, KANSAS 66061

ROOM 175-W  
 STATE CAPITOL  
 TOPEKA, KANSAS 66612-1504  
 (913) 296-7695



TOPEKA

HOUSE OF  
 REPRESENTATIVES

COMMITTEE ASSIGNMENTS  
 MEMBER: ECONOMIC DEVELOPMENT  
 LOCAL GOVERNMENT  
 JOINT COMMITTEE ON ECONOMIC  
 DEVELOPMENT

February 15, 1994

Madam chair and members of the committee this bill is about bringing a change in the way city libraries are allowed to operate under current law. There are several reasons that a change is needed, but first let me explain my interest in this change. I served on the Olathe City Council for two years and now am serving on our local government subcommittee studying special district law.

Olathe has a typical appointed city library board system. At budget time the city must include a mill levy for the library operations. The city council sets the mill levy cap and the library cannot exceed that cap. The main problem develops in this system when a library's operations (expenses) justify an increase in the mill levy cap. (Appointed libraries do not have to be concerned with the general welfare of an entire community but only its own special purpose.) When this scenario occurs city councils that are strapped in their own budgets are reluctant to raise the cap. This puts undue financial stress on a library which can hardly fund its operations for a year at a time since the board must face the council with an annual budget request.

The city council can be hesitant to fund libraries because of the need to fund all other city services such as police, fire and street repair. Sometimes a library's service can be seen as a non-priority expense and council members feel a need to interfere and question a library board's expenses. Some councils attempt to micro manage a library which can cause unneeded and embarrassing community conflict between the city council and its appointed board.

Attorney General opinion 87-167 found that a public library which can mandatorily require a city to levy a tax for library purposes is considered a "taxing subdivision".

Although libraries are taxing subdivisions because of their ability to require a city to levy a tax rate set by the library board, they are not, under the law, a unit of government or a separate governmental entity. I contend that any entity that can levy a tax should be considered a unit of government.

And that is the point of this bill. Why not let them be by law what they already are in practice? A library "taxing subdivision" ought to be a unit of government in which taxation has representation. In current law we allow 3rd class cities and townships to elect their library boards under K.S.A. 12-1236. Why shouldn't this same authority be granted to first class cities where some have annual budgets in the 1.5 to 2 million dollar spending capacity? It does make sense. More taxation justifies increased representation. More spending authority demands more accountability. Third class cities are given the freedom and we should expand this

freedom to first class cities to elect their boards if they so choose. This would be a local control/home rule concept where communities are given the freedom to do what is best for them.

To my knowledge there has never been a problem in the cities now electing their library boards. No problems in fielding candidates and no problems surrounding the fear of book censorship.

I support the bill too because of a potential loophole in this area regarding the appointed board system. Theoretically one mayor could appoint an entire library board and if this were the case an entire library board could reflect one person's moral or religious philosophy. This could lead to book censorship if a mayor urged his library board to screen book content, and some mayors might oppose the concept of this bill because it would spread some power the mayor now has in making all appointments, to the entire community to scrutinize through a public election in a democratic fashion.

The reason some librarians don't like the concept of this bill is because now the librarians more or less steer the decisions of the board (i.e. spending and capital improvements). This control would be eliminated with an elected board system in which elected officials would respond more directly to the wishes of the voters.

Then, the librarians steering influence becomes the communities influence. The board then directs its librarian in policy making much like a city council or commission would direct a city manager or administration in formulating spending policies.

In closing, I believe that in this day and age of technology and the dawning of the "information super highway" we should allow all city libraries to be opened up to the elective process so that a library board is a progressive board that would get information about jobs, training, and re-training out in circulation as efficiently as possible. Libraries must be aggressive and represent an increased number of business people who would more effectively steer policy making in million dollar budgets.

A library board governed this way will represent a broad business section of a community. I ask the committee to advance this bill to the House floor.

The bill applies to cities and libraries established by cities under K.S.A. 12-1218 et seq.

The bill provides for an option in library governance. Currently, library boards are appointed by the governing body of the city. Under the bill, the city governing body may adopt a resolution to change to an elected library board. If a protest petition (10%) is filed, the proposition would be submitted to a vote before it could be effective.

The public also could initiate the change to an elected board by petition (5%). The proposition then would be submitted to a vote. Elected library boards would retain their current mill levies and the bill would allow an additional 1/4 mill per year to be levied by an elected library board subject to protest petition.

The bill provides an option; it is not mandatory.

#3

**Kansans For Fair Taxation**  
**1132 S.W. Wanamaker Road**  
**Topeka, Kansas 66604**

February 15, 1994

Kansans For Fair Taxation appears today in support of HB 2710.

The long standing philosophy of Kansans For Fair Taxation has always been fair and equitable taxation and equal representation. We believe the taxpaying public must be allowed to vote on issues that result in the use of levied property tax revenues.

The Amendments offered up in HB 2710 provide several features that assure the taxpaying public their right to vote on issues with direct effect on their tax bills.

SECTION 1 The  $\frac{1}{4}$  mill increase by resolution is subject to a 5% petition. If successfully petitioned, the issue is submitted to a vote of the people.

Increases exceeding the  $\frac{1}{4}$  mill are automatically submitted to a vote of the people.

SECTION 2 Prior to the issuance of bonds, the issue is submitted to a vote of the people.

With the library board comprised of elected individuals selected via public vote, initializes accountability to the public for their actions and spending.

We also believe there are advantages for libraries. With more public awareness and involvement cultivated by the election process, support for library services and facilities can easily be enhanced. Well managed and economically efficient operations can and most likely will be recognized as well as supported by the people.

We believe that HB 2710 furthers the representation of the people and offers to them their options by vote.

We urge you to support HB 2710.

Respectfully submitted,

Kansans For Fair Taxation, Inc.  
Board of Directors  
Larry Fischer  
Jack Bengé  
Ellen Ross (233-8609)

HOUSE OF REPRESENTATIVES  
Committee on Local Government

February 16, 1994

I am here as a private citizen speaking in favor of House Bill 2710.

This bill address two historical problems--those of taxation without representation and confiscatory taxation.

Our forefathers addressed these plights by establishing our government as a "republic" as opposed to a democracy. We are reminded of that every time we pledge allegiance to the flag, i.e. "and the the *republic* for which it stands." Article III, section 4 of the United States Constitution guarantees every state a *republican* form of government. A *republic* boils down to two concepts:

1. Limited government under rule of law
2. Government through elected representation.

Under the concept of rule of law, the provision of allowing a petition for any money under 1\4 mill increase is a favorable and optional check and balance. The provision, under law, could be invoked if the citizenry felt strongly enough about the amount or use of money involved. The mandatory requirement for a vote if funding increases above 1\4 mill is self explanatory.

The requirement of a vote for any new bond indebtedness is excellent. It illustrates knowledge that such debt is an involuntary mortgage on all property within the tax district. Most, if not all bonds, say, in the fine print, of course, that if the bond is not retired in its normal fashion, that the balance will be collected through mill levy increases without limits as to rate or amount on all real property. This can be devastating. Palmdale, California is finding out how overwhelming that can be at this very moment because officials there are worried about meeting payments on municipal development bonds. (*Wall Street Journal*, pg A2, Prospects Look Bleak for California City, Feb. 11, 1994)

The issue of confiscatory taxation may seem remote. Yet some libraries have budgets that exceed one million dollars. Acting in concert with other bureaucracies, the total monies required can become burdensome. Since libraries are supported by property tax it is important to note that nationwide property taxes have increased dramatically. Jack Anderson, a syndicated columnist, reports an average rise in property taxes of 132% nationwide from 1980 to 1991; that experts estimate that 60% of the taxable property in the United States is over-valued; and that property taxes are particularly unjust because they are a tax on potential wealth rather than real wealth. The National Conference of State Legislators reveal that property taxes are the most regressive taxes on the poor. Paul Craig Roberts reported, that in one local government, property taxes were pushed to the point that many old people could not keep their homes.



Locally, Topeka has a seen a 70% increase between in property taxes between 1986 and 1990. 26% occurred between 1989 and 1990. These brief examples show it is unconscionable to allow any tax authority to operate without direct voter input.

Representative government can be advanced by electing the librarian. One advantage is that they would publicly state their philosophy during a campaign on how the office should be run. They would be held accountable. Checks and balances exist, such as ouster and recall, to remove anyone who would not live up to the responsibilities of the office. In all probability the elected librarian, as opposed to an appointed one, would stand alongside the electorate against the bureaucracy. They would sense what the real needs of the community are and what services should be provided by the library and what services should accomplished through the efforts of citizens. They would realize, better than bureaucrats, that libraries cannot provide all services for all people.

Power is a dangerous substance and must be rationed with care. Monopolies of force are not enlightenment. They are sinister levers of tyranny. Force turns people into things--laborers to satisfy the emperors needs. Force, especially taxation, is usually disguised by humanitarian programs that give the appearance of public good. For example, Senate Bill 733 is in direct opposition to the concepts contained in HB 2710. It would allow libraries to by-pass the system completely. It would allow library budgets to go directly to the county clerk without review by any form of elected official. If the Senate version passes, it would illustrates how "gradualism" erodes the check and balances that have traditionally protected citizens. And it illustrates why informed legislators should always keep in mind fundamental principles when dealing with taxes. I urge you to vote favorably on HB 2710.

Respectfully submitted,



Larry Fischer, DVM

*...deriving their just powers from the consent of the governed.*  
Declaration of Independence

Friday, June 21, 1991 The Kansas City Star C-7

# Tax-and-spend virus is spreading

By PAUL CRAIG ROBERTS  
Scripps Howard News Service

The California Senate just voted to hike the state's sales tax from 6 percent to 7½ percent. That follows an increase in the state's gasoline tax from 9 cents to 18 cents a gallon. The taxes are being piled on, because the state has been spending like crazy for the past decade and has no reserves to cover a \$14.3 billion budget deficit.

Though a big offender, California is not alone in its profligacy. As many as 35 states have spent their way into deficits. But politicians cannot admit that, because their solution to every problem is to spend more.

Instead of scrutinizing their own spending behavior, they blame cutbacks in federal aid, the recession and tax revolts that left their states "undertaxed." Instead, state politicians are praising one another for honesty in telling people how it is — taxes must go up.

But before buying this, consider these facts:

During the 1980s the states more than doubled their combined spending, which

*Paul Craig Roberts is the William E. Simon professor of political economy at the Center for Strategic & International Studies in Washington and is a former assistant secretary of the U.S. Treasury.*

rose from \$258 billion in 1980 to \$525 billion in 1989. Arizona led the pack with spending rising 177 percent, followed by Connecticut (173 percent), Florida (170 percent), New Jersey (145 percent) and Massachusetts (137 percent). California was eighth among the biggest spenders with an increase of 121 percent, ahead of New York's 116 percent increase.

All of this spending has not solved any social problems, reduced crime or improved education, but it has left some states bankrupt. As New York Gov. Mario Cuomo has admitted, "We're broke to the marrow of our bones."

The states got in this trouble despite strong revenue growth. California, for example, enjoyed a healthy 8 percent annual increase in tax revenues for the past decade. The problem is that spending is rising by 11 percent annually.

A recent report from the Cato Institute in Washington reveals a disturbing new trend. Formerly fiscally conservative states in the South have joined the ranks of the big spenders. Georgia, North Carolina and Virginia all managed to achieve higher spending increases than New York, and Texas wasn't far behind.

Not all states have spent themselves silly, and a few still have surpluses — which proves that it can be done. However, it is easier to spend to meet all those political needs, and then to raise people's taxes while making taxpayers

feel guilty about their "decade of greed" as a result of Reagan tax-cutting.

In truth, per capita state tax burdens have doubled since 1980. Ironically, states with the fastest revenue growth tend to be in the worst fiscal shape, while low tax states do a better job of controlling spending.

Neither is federal aid a blessing. Since federal grant programs usually require matching state funds, the states are lured by "free" federal money into hiking their spending.

The real problem is that the tax-and-spend virus has spread from Washington, D.C., into the states and localities. Recently, the city of Bridgeport, Conn., succumbed and filed for bankruptcy after pushing property taxes to the point that many old people can't keep their homes. The city's government lacked the will to face up to spending cuts and layoffs and simply gave up the ghost.

State and local tax hikes are complicating the economy's recovery from recession. The taxes are reducing people's disposable incomes just at the time when the economy needs a lift from consumer spending, and they could backfire if they push taxpayers and the economy down further.

Yes, greed is loose in America — but not so much among wage earners. Sooner or later voters will learn that government spending isn't free.

# Property taxes are continuing to soar

**A**s Americans scramble for year-end tax breaks, dodges and shelters from federal taxes, the largest amount of wealth confiscation takes place on the local level. The fight is with city hall, not Congress.

Federal taxes are like the heists that occur in broad daylight with the cameras rolling. The slew of state and local taxes are more like the quiet embezzlement — harder to track but just as bankrupting.

From 1985 to 1991, federal taxes rose 43 percent and state taxes rose an average of 44 percent. At the same time, local taxes (mostly property taxes) jumped an average of 60 percent.

John Shannon, a senior fellow at the Urban Institute, in Washington, D.C., calls the trend in greater local tax increases "fend for yourself federalism." One of his Urban Institute colleagues, George Peterson, explains that recent years have seen "sharply declining federal contributions to local budgets and local increases to replace the lost revenue. And since there was a slow growth in sales and personal taxes, and a decline in corporate taxes as a result of the recession, property taxes bore the brunt (in filling the revenue gap)."

Currently, an estimated \$186 billion is collected each year in property taxes by more than 13,500 local government units across the United States.



**Jack  
Anderson**

**Washington  
merry-go-round**

Another \$7 billion is collected by state governments.

Polls consistently show that property taxes are the least liked form of taxation. Chris Edwards, an economist with the Tax Foundation, believes it's because "property taxes have often been poorly administered and subject to political influence, leading to unequal and unfair assessments." Of course, property taxes seem particularly unjust because they're a tax on potential wealth rather than real wealth.

For senior citizens who have paid off their homes, and don't intend to sell, it's a particularly heavy burden. Property taxes sometimes price widows out of homes they planned to live in until they die. One reader in the Midwest was particularly eloquent about this inequity in a letter: "You buy a lot, build a house, pay off the mortgage and you're still not home free. For the rest of your life, you must rent your home from the government at an ever increasing rate. You have created property for the government. If you don't believe it, stop paying your property taxes. You will soon find out who the real owner is."

A large part of the rage over property taxes is mixed in with anger over the decline of public schools, which claim 40 percent of all local property taxes. In Michigan, home to the third-largest public school system in the country, frustrations reached a boiling point last summer when Gov. John Engler signed a bill that eliminates the property tax beginning next year.

"We have," Engler declared, "a 19th century system of education whose funding has been based on unfair property taxes. We can no longer accept in this state a monopoly of mediocrity."

Michigan pays 65 percent of those bills through property taxes. The legislature is currently scrambling to make up the deficit, or reverse the bill in their body or the courts. They know it will be tough going, because Michigan has one of the highest property tax burdens in the country, 30 percent above the national average. The property tax for a typical \$100,000 house is more than \$2,500.

Another state recently acting on property taxes is Colorado, where last November voters passed a highly restrictive constitutional amendment that prohibits any tax increase without a popular vote.

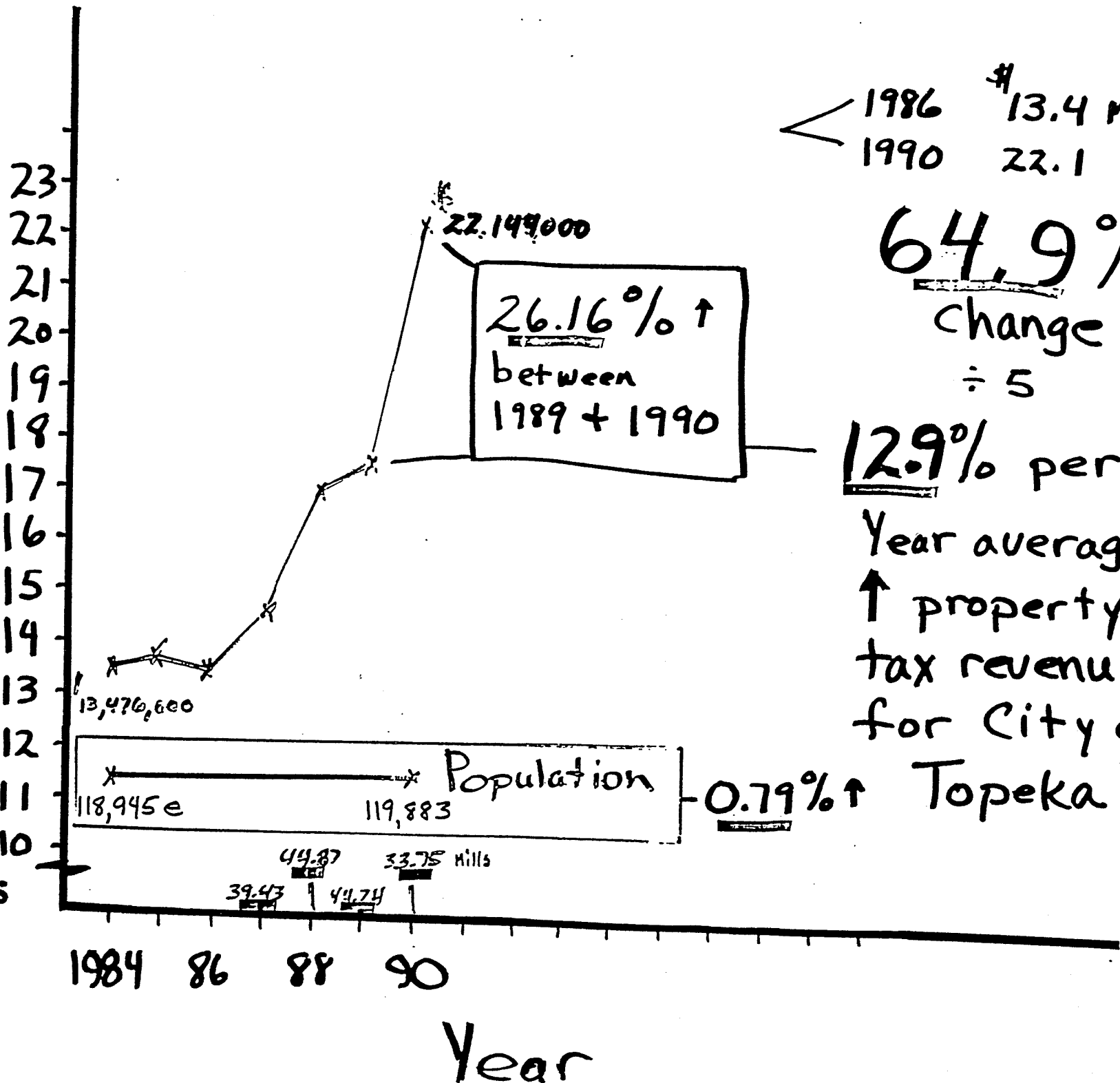
In all, 33 state governments nationwide now place some kind of limit on local property tax rates, while 16 states place limits on property tax revenues.

Somehow, all this hasn't prevented them from rising, and rising fast. Property taxes per capita increased an average of 132 percent across the country from 1980 to 1991. The biggest increase — 329 percent — was in the District of Columbia. Following Washington, D.C., with the largest per capita increases since 1980 are New Hampshire, Virginia, South Carolina and New Jersey.

Experts estimate that 60 percent of taxable property in the United States is over-assessed, which naturally leads to higher tax bills. Yet fewer than one in 50 property owners challenge their assessments — even though the taxpayer may only win a partial victory it's worth a try: At least half of those who challenge their assessments win reductions of 10 percent or more in a matter of months.

That's the only good news to report this tax season.

# Property Tax Revenue



HOUSE LOCAL GOVERNMENT COMMITTEE  
REPRESENTATIVE NANCY BROWN, CHAIR

Tuesday, February 15, 1994

Statement of Duane Johnson, State Librarian, about House Bill 2710

1. The State Library appreciates the constructive and sincere intentions which have motivated the introduction of H. B. 2710. In spite of these laudable intentions, we feel that the bill proposes a significant change in the method of governance of public libraries which is not necessary.

2. My specific concern is that while the appointment process for library boards has been a stable and effective method for maintaining the governance of a library, the proposed alternative of election of a library board carries the significant potential for politicizing the library's governance.

I want to emphasize that this comment is not a criticism of the political process as the process occurs in its usual local, state, and national context. I believe that our political system is very important to our democratic form of government.

3. But just as our political system is important, equally important to democracy is the unbiased, nonpartisan, apolitical information delivery system maintained by libraries throughout Kansas and throughout the United States. You help support an informed electorate and democratic government when you insure that the network of Kansas libraries is not politicized.

4. The present method of public library governance has served the interests of the people well for more than 60 years. We are open to change when change is warranted, but there does not appear to be a compelling reason for the change to allow the election method.

The appointed library board, working with a reasonable degree of independence, has maintained the people's confidence and support by keeping the library a fair and open forum for the wide range of public interests and opinions. Appointed boards have kept libraries free of undue influence by any special interest group.

5. While library boards have a reasonable authority over policy and budget within the limit set by law or charter ordinance, the board also operates with appropriate controls and accountability:

» Local government appoints library board members on a regular schedule, according to law in Chapter 12

» The official head of the municipality is a voting member of the library board

» The library board operates under the same official and public scrutiny which focuses on other public officials

» The governing body of a city or county may use charter ordinance action to change the library's levy limitation

» The legislature controls the statutory levy limitation

I appreciate the committee's interest in improving the governance of public libraries.

Thank you for the opportunity to present this information.

15- Feb.- 1994

Remarks prepared for delivery before the House Committee on Local Government.

James C. Marvin, Member, State Library Advisory Commission; former director, Topeka Public Library (now Topeka and Shawnee County Public Library)

I represent no particular group in my presentation or opinions, although my feelings are influenced by the length of time I have been involved in Kansas public library issues and my strong convictions regarding the invaluable nature of public library service.

Public library board members, staff, and others involved in their constituencies are to be commended for their diligence, public service and hard work in making our libraries such important and useful arms of the Kansas educational effort, in providing information, recreational reading and programs for Kansans - a lot of them. The last statistics I recall indicated that over one million Kansans had public library cards, a figure that is probably not matched by any public sector service, except perhaps water service!

These good Kansans have my greatest respect for attempting to serve such huge numbers of people, while occasionally being buffeted by innumerable studies (we've had many lately), and continuing to find a place in the new information highway, as well as seeking some sort of viable funding base for continuity of operation and long-range planning.

Any legislative initiative which helps our public libraries to do their jobs is worthy of study. I speak to HB 2710 in this context.

The issues represented by HB 2710 appear primarily to be those of accountability and funding dynamics and reliability.

- 1) Accountability: In my 25 years as administrator of the public library a mile west of here, I practiced open-door management, walked among my users constantly, spoke to hundreds of groups, and led at least 6 legislative initiatives here under the dome. I accepted all telephone calls directly from the switchboard without intervention. In all these contacts, I never had a citizen complain of either a rip-off of tax funds, or failure to be responsible in the prudent use of public funds.

My experience has been that public library trustees are enormously cautious in their policy making role, and in their oversight of the public funds entrusted to them. These good folks, serving long and without stipend, have been and are exemplary stewards of the public trust. Appointed by local elected officials, serving limited terms, with strict funding caps set by Kansas Statute, they have served their First Amendment responsibilities well, and have maintained good contact with their constituent taxpayers and users.

HOUSE LOCAL GOVERNMENT  
Attachment # 6-1  
21 / 15 / 94

I am not certain that electing library board members will make them more accountable, in the light of their current high level of performance. Mayors, county and township officials have the unassailable authority to influence the make-up of their library boards at this time. The option of switching to elective boards may not be the least bit onerous, but we should make this change carefully, since for over 100 years, our public libraries have done a fine job, serving many, with modest funds and scrupulous integrity.

- 2) Funding dynamics: Kansas Public Library Service: 1992 Directory and Statistics, published by the Kansas State Library, shows the local income per capita of our public libraries at just under \$20.00 a year. It is small wonder that our libraries cry poverty as they do, and are as conspicuous as they have come to be at the Capitol. They are attempting to hang on to what support they have, let alone build it to something adequate and commensurate with their responsibilities. HB 2710 speaks to this need, by allowing elective library boards to increase their budgets in the amount of 1/4 mill annually, subject to a protest petition and election, the petition requiring 5% of the qualified electors of the municipality. I have personally had experience with the results of a ratcheting up of 1/4 mill annually, since Topeka's library has worked with such legislation for many years. I do not think this small levy increase will spark unwarranted elections but many of my colleagues still on the job question its adequacy as well as the possible cost of such elections. The question can be legitimately raised - why have a mill levy cap at all, in the case of elected boards - since the election process is called for to assure accountability.

Our public libraries need help in increasing their financial bases, and they most certainly want to be accountable - indeed they feel they have been exactly that.

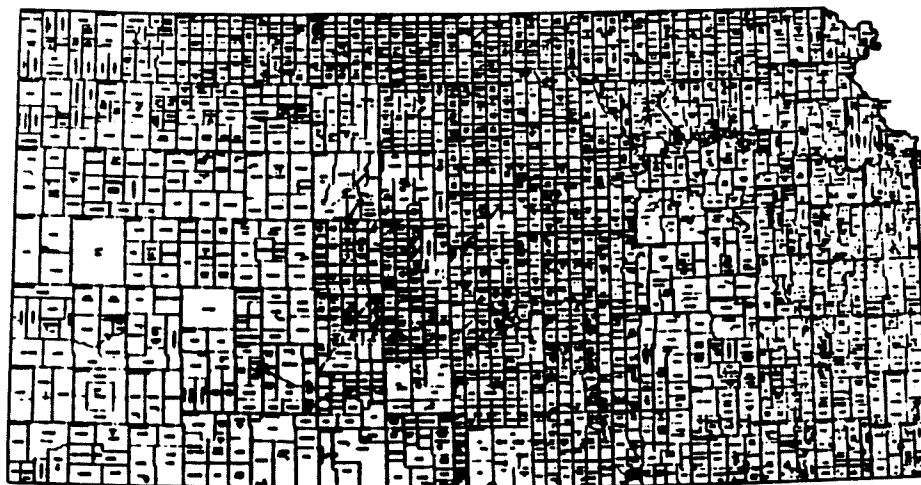
It is my hope that the extended community of libraries, boards, staff and other concerned governmental officials can have some time to review this significant, although optional, departure from the historical basis for selecting library boards, before signing on. If it is the only approach to more adequate and realistic funding, I feel our library folks will respond in a timely and responsible fashion.

We all appreciate your thoughtful consideration of our needs and will be cooperative in seeking reasonable solutions.



Att. # 7  
1

# Local Governments in Kansas-- An Inventory of Governmental Taxing Units 1991



League of Kansas Municipalities

## PART I

### SUMMARY OF LOCAL GOVERNMENTS IN KANSAS--1991

#### 1. Introduction

Kansas has a lot of governmental units--some 4,025. In addition to the state and national government, there are 2,146 general purpose local units and 1,879 limited purpose school and special districts with taxing powers. These totals exclude many special districts that do not have property tax powers.

The average number of governmental units per state is 1,663, according to a 1987 survey by the Bureau of the Census. Only the states of Illinois, Pennsylvania, Texas and California, in that rank order, have more local governments than Kansas. However, if special districts without property tax powers are excluded from the Bureau's figures, Kansas ranks 2nd highest in the nation, exceed only by Illinois. (For other Kansas rankings, see section 8, below, entitled "Local Units--How Kansas Compares Nationally".)

#### 2. Summary of Kansas Local Units

This analysis identifies the following 4,025 governmental taxing units in Kansas:

105	County Governments
627	City Governments
1,414	Township Governments
304	School Districts (USDs)
19	Community Colleges
7	Regional Library Districts
728	Cemetery Districts
323	Fire Districts
32	Hospital Districts
77	Drainage Districts
74	Sewer Districts
105	Conservation Districts
95	Watershed Districts
26	Special Improvement Districts
4	Airport Authorities
6	Ambulance Districts
3	Community Building Districts
2	County Rural Road System
2	Industrial Districts
7	Irrigation Districts
37	Library Districts
9	Lighting Districts
2	Municipal University, Vocational School Districts
4	Park and/or Recreation and Museum Districts
9	Township Zoning Districts
1	Transit Authority
3	Water and/or Sewerage Districts

**Doug Lawrence**STATE REPRESENTATIVE  
902 MIAMI  
BURLINGTON, KS 66839

TOPEKA

HOUSE OF  
REPRESENTATIVES

Testimony HB 3004 / Open Meetings Law

COMMITTEE ASSIGNMENTS  
MEMBER: AGRICULTURE AND SMALL BUSINESS  
ENERGY AND NATURAL  
RESOURCES  
TRANSPORTATION

The primary issue which generated my request for HB 3004 was growing concern about the rapid change in the nature of government. Government has changed dramatically, and continues to change. Now, public private partnerships are created to provide functions or services of government. Corporations are created, funded and operated by public agencies. Advisory boards are put together involving many sectors of our community. We are re-inventing government. I am concerned that the Open Meetings law, as it currently defines a public body, never envisioned such changes in the nature of government. And, as such, we are quickly creating a private sector of government.

HB 3004 attempts to deal with this issue. It establishes a definition section of the law, which defines public body ... as we currently know the law. It adds a second definition of quasi-public body. Quasi-public body is defined in subsection (c) of Section 2. The language in place is a variation of a Florida Supreme Court case which attempted to establish a test for private bodies which would fall under the open meetings act.

In about two hours, I identified about 55 bodies about which I question whether the current law applies. I did not draft this language in order to include any particular entity, I tried for broad conceptual language that could provide a basis for interpreting application of the law in the future.

I believe the issue of quasi public bodies should be resolved now, before we have further growth in this area of government. I am specifically concerned about Health Care reform, and how the various private and public agencies will interact. These public private partnerships, government sponsored corporations and other creatures are likely to be a backbone of any effort to reform health care.

There are a couple of issues in this bill which cover other areas of my concern. I have spent much of the last 12 years involved in Open Meetings issues.

HOUSE LOCAL GOVERNMENT  
Attachment # 8-1  
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Advisory Board clarification. In the Memorial Hospital Association case, the Supreme Court included comments in its brief that seemed to indicate that in general, advisory boards which did not have authority to take action, could be exempted from open meetings requirements. The word advisory body has been added to the definition of subordinate group. I firmly believe that the Open meetings law's intention was to provide access to the entire decision making process of a public body. Generally speaking, I believe the public does have a right to access the full range of discussion ... and comment regarding a matter before the public body. It is more than a right to know how someone votes. This language was included to make absolutely clear that advisory boards are subject to the act.

Finally, in Kansas, the courts have begun to narrowly construe application of the Open Meetings Law. I have been concerned about the narrowness of its application and a series of rulings which generally move toward more closed meetings, and activities of government.

In Florida, the Supreme Court has more broadly interpreted the law, including in its finding that the general purpose of open meetings laws was to provide public access to the decision making process. This interpretation more clearly defined my understanding of the intent original law. In Kansas the courts have not articulated access to the decision making process as an intent of the law. As a result, language in the first section of the bill, attempts to specifically say that we are providing for access to the decision making process.

One final observation regarding this matter, and the other bills before you on the open meetings law. The courts have held that there is no common law right to attend or participate in open public meetings. In Kansas the legislature has granted that right, through statute. It is imperative that we maintain the integrity of the public's right of access to government. Efforts which provide exceptions to the law should be considered very carefully. It is not the press, that concerns me. The fragile trust, and esteem, that exists between those we serve as public servants and the public itself is damaged when the public is left out of the process.

Should two members of a public body be allowed to talk about general issues of government without public intrusion? If that discussion alone can result in a decision being made, then the answer is no. In the case where a majority of a quorum can approve action of a body, we need to protect the public's right of access to the decision making process.



STATE OF KANSAS

OFFICE OF THE ATTORNEY GENERAL

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Testimony of Nobuko K. Folmsbee  
Assistant Attorney General  
Before the House Committee on Local Government  
Re: House Bill No. 3004  
February 15, 1994

Madame Chair, Members of the Committee:

Thank you for the opportunity to comment on House Bill No. 3004, which proposes to amend various provisions of the Kansas open meetings act.

The issue has often risen as to whether a certain entity is subject to the open meetings act. According to K.S.A. 75-4317a, in order to be subject to the act, the entity must meet a two prong test. One prong is that the entity must be a "legislative or administrative body or agency of the state or of any political or taxing subdivision thereof, or any subordinate group thereof." Another is that it must receive or expend and be supported in whole or in part by public funds. This amendment does not change this definition of a public body, but rather adds a definition for quasi-public body in an attempt to further clarify the entities subject to the act.

HOUSE LOCAL GOVERNMENT  
Attachment # 9-1  
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Testimony of Nobuko K. Folmsbee  
Before the House Committee on Local Government  
Page 2  
February 15, 1994

I believe that another of the goals that House Bill No. 3004 attempts to accomplish is to clarify what subordinate bodies are subject to the act. Our office has always interpreted the act so that advisory committees appointed by a body subject to the act are themselves subject to the act, when such committees participate in the decision-making process by gathering information, evaluating options, and making recommendations to the governing body. We believe that this is a common sense approach. Therefore, Attorney General Stephan strongly supports the concept of this bill.

**Testimony before the  
House Local Government Committee**

**by**

**Gordon A.M. Bassham  
President  
Association of News Broadcasters of Kansas**

**February 15, 1994**

Madam chairman, distinguished members of the committee, thank you for the opportunity to speak to you briefly about House Bill No. 3004.

To cut to the chase, the Association of News Broadcasters of Kansas endorses this proposed legislation. If it is passed into law, we envision a much greater degree of public accountability on the part of quasi-public bodies.

As it now stands, such organizations are not subjected to the light of complete public scrutiny. Presently, many quasi-governmental bodies receive tax dollars yet are not required to deliberate the spending of that money in a completely open setting. This law would change that.

ANBK urges you to recommend passage of House Bill No. 3004 in the strongest and most publically beneficial form possible. ANBK also recommends changes to House Bill No. 2676 which strengthen both its content and its meaning.

Additionally, ANBK urges you to adopt House Bill No. 2737 to include "telephone calls or other electronic communications or written communication." We ask that you act aggressively to strengthen the Kansas Open Meetings Act in such a way that enhances the very meaning of the term "open meetings."

As lawmakers, you regularly are entrusted with enhancing both the form and the

substance of democracy. By strengthening the Kansas Open Meetings Act, you have a rare opportunity to improve upon both the laws of our state and a system of government which has served as a beacon of hope for more than 200 years. I'm also compelled to add that with this legislation, you also have an opportunity to strengthen the public's support of your stewardship and its belief in the system you represent.

Often, journalists - who, like you, serve the public interest - are viewed as adversaries by some elected public officials. Because open meetings laws allow us to expose the dark and nefarious among them, the negative perception some elected officials have of journalists is both well earned and well deserved. That negative perception, however, not only is unnecessary but counterproductive to the public interest. It is a relationship which seems to flourish when we are not able to shine the light of truth into dark corners.

If you did not believe our form of government works best when it is illuminated by public interest, you would not be serving the public. If you did not believe our form of government is most effective when the public is encouraged to witness and take part in the deliberative process, you would not be here as its servant.

As an individual who was educated to be and has worked as a journalist for more than 20 years, I urge you to take seriously your mandate to serve democracy in its finest sense.

To quote Sir Winston Churchill, "The malice of the wicked is reinforced by the weakness of the virtuous."

As president of the Association of News Broadcasters of Kansas, I urge you to demonstrate both your strength and your commitment to the "openness" of the very system of government you serve.



Kansas Open Meetings Act

Testimony for the House Local Government Committee

Chair...Representative Nancy Brown

Prepared by Richard Baker

President Kansas Associated Press Broadcasters

News Director, KKSU Radio

Good afternoon, I'm Richard Baker, President of the Kansas Associated Press Broadcasters. I was up into the early hours this morning trying to decide what to say today. How to voice my frustration in the strongest terms possible that anyone would ever question the idea that the public's business must be conducted in public.

Let me tell you a quick story. I'm news director at KKSU in Manhattan, the oldest public radio station in Kansas. We're on the campus of Kansas State University. Years ago, I called a professor and asked to do an interview on what I considered an important bit of research. His name and his research don't matter. What does matter is that he refused. He did not feel the need or the responsibility to report to anyone. I was incredulous and infuriated that anyone accepting a paycheck from the people of Kansas, working at a public institution with public funds, would try and operate without being accountable to those he worked for...the taxpayers of Kansas.

The Kansas Open Meetings Law seems to me to operate on the same principle. How dare anyone accept the public's trust...or

take the public's money...and then think they are not subject to public scrutiny.

I carry two cards with me at all times. A synopsis of the Kansas Open Meetings Act and a synopsis of the Kansas Open Records Act. I don't want to be melodramatic, but the secrecy and darkness of closed meetings and records scares and concerns me, and I hope it does the same for you.

I do not think the many different public and quasi-public bodies around Kansas are trying to pull off nefarious schemes, even though their track record is not a good one. I do, however, think that many of the members of these bodies feel that they can, at times, operate out of the public eye...in secret, if you will. I have talked with more than just a few of them, and they are sincere in their belief that they can do that...but, they are wrong!

Let me echo Gordon Bassham's thoughts on democracy. Democracy only truly works when the electorate is informed. News directors all over Kansas work very hard each and every day to do just that. To not have a strong open meetings law negates their efforts, and means the public cannot and will not make informed decisions.

I won't presume to lecture you on the workings of the democratic system. But you know as well as I do that democracy only works as it should when its run by an informed electorate. The darkness of a closed meeting thwarts that. The public has every right to assume its business will be conducted in public.



# League of Kansas Municipalities

PUBLISHERS OF KANSAS GOVERNMENT JOURNAL 112 S.W. 7TH TOPEKA, KS 66603-3896 (913) 354-9565 FAX (913) 354-4186

**TO:** House Committee on Local Government  
**FROM:** Chris McKenzie, Executive Director  
**DATE:** February 15, 1994 *Chris McKenzie*  
**RE:** HB 3004--Amendments to Open Meetings Act to Include Quasi-Public Bodies

Thank you for the opportunity to appear today to comment on HB 3004, concerning the subject of open meetings and its application to quasi-public bodies. I appreciate the fact Representative Lawrence has shared the text of this bill with us last week so we could be adequately prepared to comment on it. I also understand that one of the purposes of the bill is to address the concerns raised by the Kansas Supreme Court's 1986 opinion in Memorial Hospital Association v. Knutson in which the Court held that the Association managing the Riley County hospital under a lease agreement was not subject to KOMA since the Association (1) had no governmental decision-making authority to expend public funds, and (2) is an independent entity which by contract agrees to provide hospital services under a lease of hospital property from a board of trustees.

If the Committee desires to expand the scope of KOMA to include more subordinate bodies, let me mention 2 concerns the League has at this time with such a proposal:

(1) **Ambiguous terms.** Paragraph (c)(1)(A) of the bill uses the term "substantial" and the term "primary" in some of the criteria that could give rise to the application of the Act. We respectfully submit these terms are so ambiguous that they will give little guidance to the local officials who must follow them; and

(2) **Scope of the Amendments.** While your view of these amendments could be affected by specific fact situations, we would suggest that certain groups would be affected that might otherwise not be included. For example, a local economic development corporation that is charged with recruiting businesses to the community but receives not direct public funding and is not appointed by the local governing body could still meet the tests in paragraph (c) (1) (C) and (D). Such bodies routinely discuss confidential business matters, and application of KOMA to them would create a new dimension to their mission.

**RECOMMENDATION:** We urge the Committee to seek to clarify the ambiguous terms used in HB 3004 and to consider how wide the scope of KOMA should be to include groups which interact with public decision makers but which do not have official status.

HOUSE LOCAL GOVERNMENT  
Attachment # 12  
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**Kansas Press Association  
Inc.**

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5423 S.W. 7th St., Topeka, KS 66606 (913) 271-5304, Fax (913) 271-7341

Testimony before

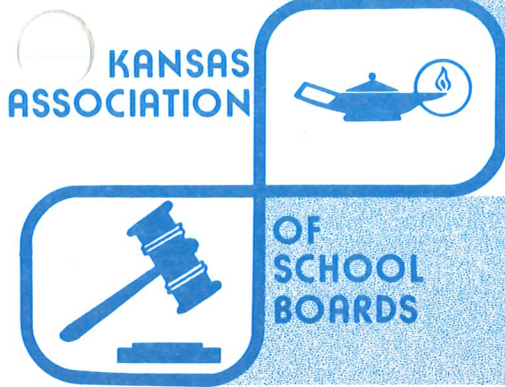
House Local Government Committee  
on House Bill No. 2737  
February 15, 1994

Madame Chairperson and members of the committee my name  
is Ben Coates and I represent the Kansas Press Association.

The KPA opposes House Bill No. 2737. We feel House Bill No.  
2784, which has passed the House and Senate Local Government  
Committees, better clarifies and defines the Kansas Open Meetings  
Act.

Additionally, House Bill No. 2737 does not take into  
consideration that a majority of a quorum is indeed a majority of a  
public body which can take final action when a quorum is present.

HOUSE LOCAL GOVERNMENT  
Attachment # 13  
2 / 15 / 94



1420 S.W. Arrowhead Rd, Topeka, Kansas 66604  
913-273-3600

**Testimony on H.B. 3004  
before the  
House Committee on Local Government**

**by  
Cindy Kelly, Deputy General Counsel  
Kansas Association of School Boards**

**February 15, 1994**

Madame Chairperson, Members of the Committee, On behalf of our member school districts, cooperatives, AVTSS and community colleges and the Association itself, thank you for the opportunity to appear before you to express our concerns with House Bill 3004.

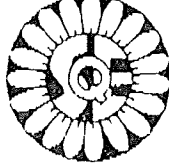
Our Association has long supported the concept embodied in the Kansas Open Meetings Law that meetings of public governing bodies should be open to the public. However, the amendments proposed by H.B. 3004 go far beyond this purpose and include under the provisions of the Kansas Open Meetings Act private associations and entities which have no governmental decision-making authority to expend public funds, to determine which course of action an elected body should pursue, or to take any action which is in any way binding upon elected officials.

While we agree that meetings of governmental bodies should be open so that the electorate can be informed on monetary and policy decisions which the board makes, we cannot agree with this proposed extension which would dictate the operation of private entities and raise countless questions for administrative committees and citizens groups who work hard to support their local educational entities.

**HOUSE LOCAL GOVERNMENT**  
**Attachment # 14-1**  
**21 / 15 / 94**

Under the definition of "quasi-public body" it would appear that committees appointed by a superintendent or building principal to consider a myriad of administrative issues would become subject to the Act. Arguably meetings of a local booster club or P.T.O. would be subject to the Act, if local citizens would be willing to form such groups after learning of the potential individual liability for violations of KOMA. For our members, attempting to comply with this "open government act" would be an administrative nightmare. It would simply promote edicts from the top without input from teachers, principals or other employees through the committee process.

Subsection 2 of the definition would arguably apply the Act to our Association, even though we are not a public body but a private association, do not spend public funds, and do not have any power or authority to direct the decisions of local governing bodies. We object to this governmental intrusion into private business and ask that you not recommend H.B. 3004 for passage.



## --- Schools for Quality Education ---

Bluemont Hall    Manhattan, KS 66506    (913) 532-5886

February 15, 1994

To: HOUSE LOCAL GOVERNMENT COMMITTEE

Subject: HB 3004 -- Public access to decision making  
and meeting of public and quasi-public bodies

From: SCHOOL FOR QUALITY EDUCATION

Madam Chairwoman and Members of the Committee:

I am Jacque Oakes representing Schools for Quality Education, an organization of 102 small school districts.

We are submitting written testimony in opposition to HB 3004 which may define Schools for Quality Education as a quasi-public body and would bring quasi-public groups under the open meetings act.

We do not believe this would be a good idea. We are an extremely small organization with a part-time office and staff, and not much money. Our members are school districts as a whole. It is true that the membership contains school board members who are subject to the open meetings law, but our board of directors is a mixture of superintendents as well as board members. Our membership is from all over the state of Kansas. If we started to honor whatever requests were made for notification across the state in 102 school districts, we would need to increase staff and time to meet those responses.

We do not believe that the decisions that are made in our board meetings would be of interest or of importance to an informed electorate.

Please oppose HB 3004. Thank you for your time and attention.

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**"Rural is Quality"**

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HOUSE LOCAL GOVERNMENT  
Attachment # 15-1  
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## MEMBERSHIP ROSTER\*



### NORTHWEST REGION

103 Bird City  
212 Northern Valley  
241 Sharon Springs  
242 Weskan  
274 Oakley  
275 Triplains-Winona  
280 West Graham-Morland  
291 Grinnell  
292 Grainfield  
293 Quinter  
294 Oberlin  
295 Prairie Heights  
301 Utica  
302 Smoky Hill-Ransom  
304 Bazine  
316 Golden Plains  
318 Atwood  
468 Healy

### SOUTHWEST REGION

209 Moscow  
210 Hugoton  
214 Ulysses  
215 Lakin  
217 Rolla  
218 Elkhart  
219 Minneola  
220 Ashland  
225 Fowler  
228 Hanston  
363 Holcomb  
374 Sublette  
452 Stanton  
459 Bucklin  
476 Copeland  
477 Ingalls  
494 Syracuse

### NORTH CENTRAL REGION

104 White Rock-Esbon  
239 Minneapolis  
269 Palco  
270 Plainville  
271 Stockton  
273 Beloit  
278 Mankato  
307 Ell-Saline  
324 Eastern Heights  
326 Logan  
334 Southern Cloud  
395 LaCrosse  
399 Paradise-Natoma  
403 Otis-Bison  
432 Victoria

### SOUTH CENTRAL REGION

254 Barber County  
255 Kiowa  
300 Comanche County  
311 Pretty Prairie  
327 Ellsworth  
332 Cunningham  
354 Claflin  
355 Ellinwood  
358 Oxford  
359 Argonia  
376 Sterling  
411 Goessel  
424 Mullinville  
438 Skyline  
474 Haviland  
496 Pawnee Heights  
509 South Haven  
511 Attica

### NORTHEAST REGION

221 North Central-Haddam  
222 Washington  
223 Barnes  
321 Kaw Valley  
329 Mill Creek Valley-Alma  
378 Riley County  
380 Vermillion  
384 Blue Valley  
498 Valley Heights  
430 South Brown County

### SOUTHEAST REGION

244 Burlington  
245 LeRoy-Gridley  
247 Cherokee  
252 Southern Lyon County  
256 Marmaton Valley  
258 Humboldt  
286 Chautauqua Co.-Sedan  
287 West Franklin  
365 Garnett  
366 Yates Center  
387 Altoona-Midway  
390 Hamilton  
396 Douglass  
397 Centre  
398 Peabody-Burns  
404 Riverton  
408 Marion  
462 Burden  
463 Udall  
471 Dexter  
479 Crest-Kincaid  
492 Flinthills

\*Current as of January 18, 1994

For more information contact:  
Schools for Quality Education Inc.  
124 Bluemont Hall  
Kansas State University  
Manhattan, KS 66506  
(913)532-5886.





**League  
of Kansas  
Municipalities**

*refer to 2784*  
*Open Rec'd*  
*KOMA*  
*KORA*

PUBLISHERS OF KANSAS GOVERNMENT JOURNAL 112 S.W. 7TH TOPEKA, KS 66603-3896 (913) 354-9565 FAX (913) 354-4186

**TO:** House Committee on Local Government  
**FROM:** Chris McKenzie, Executive Director  
**DATE:** February 15, 1994  
**RE:** HB 2737--Open Meetings

*Chris McKenzie*

Thank you for the opportunity to appear on HB 2737, concerning the subject of open meetings. I believe HB 2784, which this Committee has already considered, adequately addresses the concerns about electronic communications raised by the recent opinion of the Kansas Supreme Court. If the Committee plans on enacting HB 2737, we would like to draw your attention to the potential problem of including "written communication" since such communications are covered by the Kansas Open Records Act already.

Lines 18 - 20 of HB 2737 addresses another important concern of city officials, however, which is addressed in the League's **Statement of Municipal Policy, 1993 - 1994** as follows:

**L-4 Open Meetings.** (a) We recognize that the Kansas open meetings act has assured by law the openness of public decisionmaking to the public and the media. On the other hand, we are concerned that the act in its current form fails to permit the informal discussion and interaction opportunities among elected governing body members outside formal meetings that are important for making sound public policy decisions.

In a nutshell, our concern is that the current law effectively prevents the development of strong interpersonal relationships among members of a governing body. For example, the League's legal staff and I are asked frequently whether KOMA prohibits two members of a 5 member governing body from meeting over lunch or dinner for social reasons. We answer "no", as long as the meeting is not "prearranged...for the purpose of discussing the business or affairs of the body." This is the legally correct answer, but in reality what any two members of a governing body have in common--initially at least--is their mutual experience on the city council. From that common ground they can build a basis for a relationship over time, learning about their families, hobbies, values, interests, etc.

The practical effect of the current law is to discourage the development of strong interpersonal relationships among local governing body members that members of the legislature enjoy having the opportunity to develop due to the larger numbers on committees and other groups of legislators. I am sure you will agree that one of the most fulfilling aspects of legislative service is the friendships you have the privilege of developing with persons from around the state. In fact, these relationships make the institution of the legislature stronger.

**RECOMMENDATION:** We recommend the enactment of HB 2737--particularly the provisions of lines 18 - 20. Thank you for your consideration of the League's views.

HOUSE LOCAL GOVERNMENT  
Attachment # 16  
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