COMMITTEE ON LEGISLATIVE RESEARCH OVERSIGHT DIVISION

FISCAL NOTE

<u>L.R. No.</u>: 0510-02 <u>Bill No.</u>: SB 210

Subject: Employees - Employers

Type: Original

Date: January 23, 2017

Bill Summary: This proposal modifies provisions relating to collective bargaining

representation for public employees.

FISCAL SUMMARY

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND						
FUND AFFECTED	FY 2018	FY 2019	FY 2020			
General Revenue	(\$879,521)	(\$754,051)	(\$772,873)			
Total Estimated Net Effect on General Revenue	(\$879,521)	(\$754,051)	(\$772,873)			

ESTIMATED NET EFFECT ON OTHER STATE FUNDS					
FUND AFFECTED	FY 2018	FY 2019	FY 2020		
			_		
Total Estimated Net Effect on <u>Other</u> State Funds	\$0	\$0	\$0		

Numbers within parentheses: () indicate costs or losses.

This fiscal note contains 14 pages.

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ESTIMATED NET EFFECT ON FEDERAL FUNDS						
FUND AFFECTED	FY 2018	FY 2019	FY 2020			
Total Estimated Net Effect on All						
Federal Funds	\$0	\$0	\$0			

ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)					
FUND AFFECTED	FY 2018	FY 2019	FY 2020		
General Revenue	5 FTE	5 FTE	5 FTE		
Total Estimated Net Effect on FTE	5 FTE	5 FTE	5 FTE		

Estimated Net Effect (expenditures or reduced revenues) expected to exceed \$100,000 in any of the three fiscal years after implementation of the act.

ESTIMATED NET EFFECT ON LOCAL FUNDS						
FUND AFFECTED	FY 2018	FY 2019	FY 2020			
Local Government \$0 \$0						

FISCAL ANALYSIS

ASSUMPTION

Officials at the **Department of Labor and Industrial Relations (DOLIR)** state:

REVENUE ESTIMATE

Subsection 105.540.3 directs the department to, by regulation, provide copies of reports and documents filed upon payment of a charge based upon the cost of the service. Since these costs will be defined by regulation, DOLIR cannot provide an estimate of revenue for these activities.

Subsection 105.575.15 directs the State Board of Mediation (SBM) to collect fees from each labor organization to defray election costs. The fees are based on the number of members in each bargaining unit. Currently, the SBM is not notified of changes to the number of members in a bargaining unit once the election has concluded, nor does it have information on members voluntarily recognized or otherwise excluded bargaining units.

Subsection 105.575.15 directs the SBM to assess and collect fees from each labor organization participating in an election to defray election costs. For the purposes of this response, DOLIR estimates 700 bargaining unit elections annually. The majority of certified bargaining units at the time of election are made up of less than 100 members. Based on historical averages from FY 2010 through 2015, DOLIR estimates a total of \$162,500 in revenue annually from fees collected from labor organizations.

Estimated Revenue from Labor Organization Fees							
Total Voters	otal Voters 1-100 101-250 251-500 501-1000 1001-3000 3001+ TOTAL						
Bargaining							
Units	598	84	12	3	2	1	700
Fee	\$200	\$350	\$500	\$750	\$1,500	\$2,000	
Total \$119,600 \$29,400 \$6,000 \$2,250 \$3,000 \$2,000 \$162,250							

DOLIR assumes all revenue collected will be deposited into General Revenue. The Board will be required to adopt procedures for assessing and collecting the fees, as well compliance with accepted accounting practices.

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<u>ASSUMPTION</u> (continued)

COST ESTIMATE - State Board of Mediation

DOLIR estimates that there are currently over 600 bargaining units that have been certified. Section 105.515 requires that bargaining units made up of otherwise excluded employees (e.g., teachers and peace officers) and voluntarily recognized units also be re-certified. Because excluded and voluntarily recognized units are not required to notify the department of their existence, the department does not have the number of such units. For the purposes of this estimate, DOLIR assumes there are 100 excluded and voluntarily recognized units, for a total of 700. The number of actual bargaining units and elections could be more or less depending upon the precision of the estimate used.

Subsection 105.533.1 requires all of the estimated 700 labor organizations to submit constitutions & bylaws to the department. Subsections 105.533.2, 105.533.3, and 105.535.1 require all of the estimated labor organizations, as well as certain officers of those organizations, to submit annual financial reports to the department. The submissions will be in electronic or paper document form. The subsections mandate information to be contained in those submissions. The State Board of Mediation (SBM) estimates it will require 3.00 Senior Office Support Assistants (Range 12, Step F) to verify that all labor organizations comply with the required submissions. They must process (review for compliance regarding mandated information) and properly file the documents and electronically submitted reports. These FTE would also field Chapter 610 requests and prepare the requested documents and reports for dissemination upon authorization as required in Subsections 105.540.1 and 105.540.2.

Subsection 105.575.12 requires that all public sector bargaining units be recertified annually through simultaneous telephone or on-line elections conducted by the SBM. Currently, elections are conducted only in-person or by mailed ballot. The Board's current staff will not be able to fulfill the new responsibilities required by the bill. To facilitate the estimated 700 annual recertification elections, the Board would require 2.00 additional FTE, one Executive II (Range 22, Step G) and one Senior Office Support Assistant (Range 12, Step F). If this bill is enacted, the Board may seek to contract with a third party provider of electronic election services for an estimated \$500,000.

The occurrence of the elections will also result in an incentive for existing bargaining representatives or the public body employers to petition to clarify the makeup of their units or to amend their certifications to reflect changing circumstances. It is likely that some portion of these petitions will result in disagreements between public bodies and bargaining representatives, which will, in turn, result in a need for the Board to conduct additional hearings. Each additional hearing will also result in briefing and the need for a written decision.

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ASSUMPTION (continued)

The SBM members are not compensated for their service; however, they do receive a per diem of up to \$50 for days they perform services for the board and reimbursement for any expenses incurred while performing those duties. The services include preparation for hearings and hearing and deciding cases. It is expected that board members will incur additional expenses for preparation and travel related to the additional hearings.

In addition to the standard expense and equipment for each FTE, additional expenses including a printer, file cabinets, and travel expenses will also be required because bargaining units are located throughout the state.

The assumption is a RFP will be created and awarded. PMO oversight cost, cost to write an RFP, web server, PM Spectrum server, Report Server and database server cost included. To complete the fiscal note, security developed for the application and new web pages created to enter, update, delete information reported by the labor association. History will need to be kept for prior elections. Member's addresses would be verified for valid addresses. For election voting, the labor association members will be assigned a unique number to be used for secured voting through new on-line web based screens. The unique number will be mailed to each member. Telephone voting would be prohibited due to cost. Approximately 700 annual elections would be conducted simultaneously. Reports created to share information and count election results. Setup a SAM II object code or grant code added for financial data tracking piece. The system will require a new database and services from the State Data Center.

Officials at the **Office of Administration - Budget and Planning (OA-BAP)** assume this proposal could impact total state revenue and Department of Labor and Industrial Relations (DOLIR) based on the following information.

This bill changes laws relating to labor organization reporting requirements, bargaining unit election requirements and places additional requirements on DOLIR.

OA-BAP states, §105.533 requires every labor organization to file an annual financial report with the State Board of Mediation containing certain information specified in this bill. Section 105.535 requires officers and employees of labor organizations to provide a list and description of various items specified in the bill to the DOLIR. These records become public and DOLIR is authorized by subsection 105.540.3 to charge for furnishing such records based upon the cost of service. TSR will increase by an unknown amount equal to the total charges related to this provision, and the calculation under Article X, Section 18(e) may be impacted.

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<u>ASSUMPTION</u> (continued)

OA-BAP states, §105.555 states that failure to comply with the provisions of this bill will result in penalties including fines of up to \$10,000 and imprisonment of up to one year, or both. Article IX, Section 7 of the Missouri Constitution provides that penalties, forfeitures and fines shall be distributed to schools. TSR will increase by an unknown amount equal to the total fines paid by violators of this law. This will have no effect on the calculation under Article X, Section 18(e).

OA-BAP states, §105.575 requires the State Board of Mediation within the DOLIR to conduct an election by secret ballot to certify the exclusive bargaining representatives of an appropriate collective bargaining unit for certain employees and to recertify these representatives annually. Each labor organization participating in the election shall be assessed a fee determined by the size of the bargaining unit. TSR will increase by an unknown amount equal to the total amount of the fees collected and the calculation under Article X, Section 18(e) may be impacted.

OA-BAP states, DOLIR may respond with more specific fiscal impacts.

Oversight will show a fiscal impact based on the response from the Department of Labor and Industrial Relations.

Officials at the **Office of Administration - Personnel** assume this proposal will not impact their organization.

Officials at the **Department of Corrections**, **Department of Health and Senior Services**, and **Department of Mental Health** each defer to Office of Administration - Personnel for a fiscal impact.

Officials from the **Office of the Secretary of State (SOS)** state many bills considered by the General Assembly include provisions allowing or requiring agencies to submit rules and regulations to implement the act. The SOS is provided with core funding to handle a certain amount of normal activity resulting from each year's legislative session. The fiscal impact for this fiscal note to the SOS for Administrative Rules is less than \$2,500. The SOS recognizes that this is a small amount and does not expect that additional funding would be required to meet these costs. However, the SOS also recognizes that many such bills may be passed by the General Assembly in a given year and that collectively the costs may be in excess of what the office can sustain with the core budget. Therefore, the SOS reserves the right to request funding for the cost of supporting administrative rules requirements should the need arise based on a review of the finally approved bills signed by the governor.

Oversight will not show a fiscal impact to SOS.

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<u>ASSUMPTION</u> (continued)

Officials at the Office of Administration - Purchasing, Department of Conservation, Joint Committee on Administrative Rules, Office of Prosecution Services, State Public Defender's Office, Office of State Courts Administrator, Department of Public Safety - Director's Office, and Department of Transportation each assume this proposal would not have a fiscal impact on their respective organizations.

Officials at the **Attorney General's Office** did not respond to Oversight's request for fiscal impact.

Officials at the **City of Kansas City** assume this proposal could have an unknown negative fiscal impact on their organization. This assumption is based on the City of Kansas City usually negotiates contracts, including financial terms, for more than one year. This legislation requires negotiation once each year. This can increase the staff costs, particularly if outside consultants are used in the negotiations.

Officials at the **Callaway County** assume this proposal would not have a fiscal impact on their organization.

Oversight will not show a fiscal impact to local government.

Officials at the Missouri Western State University, Northwest Missouri State University, State Technical College of Missouri, Truman State University, and University of Missouri each assume this proposal would not have a fiscal impact on their respective organizations.

Officials at the school district of **Kirksville** assume this proposal could have an unknown negative fiscal impact on their organization, if secretarial work would be required.

Officials at the school districts of **Kearney R-I**, **Kansas City**, **Parkway**, **West Plains R-VII**, and **Wright City R-II** each assume this proposal would not have a fiscal impact on their respective organizations.

Oversight will not show a fiscal impact to school districts.

Officials at the following cities: Ashland, Belton, Bernie, Bonne Terre, Boonville, California, Cape Girardeau, Clayton, Columbia, Dardenne Prairie, Des Peres, Excelsior Springs, Florissant, Frontenac, Fulton, Gladstone, Grandview, Harrisonville, Independence, Jefferson City, Joplin, Kearney, Knob Noster, Ladue, Lake Ozark, Lee Summit, Liberty, Louisiana, Maryland Heights, Maryville, Mexico, Monett, Neosho, O'Fallon, Pacific, Peculiar, Pineville, Popular Bluff,

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<u>ASSUMPTION</u> (continued)

Raytown, Republic, Richmond, Rolla, Sedalia, Springfield, St. Charles, St. Joseph, St. Louis, St. Robert, Sugar Creek, Sullivan, Warrensburg, Warrenton, Webb City, Weldon Spring and West Plains did not respond to Oversight's request for fiscal impact.

Officials at the following counties: Andrew, Atchison, Audrain, Barry, Bollinger, Boone, Buchanan, Camden, Cape Girardeau, Carroll, Cass, Christian, Clay, Cole, Cooper, DeKalb, Dent, Franklin, Greene, Holt, Jackson, Jefferson, Johnson, Knox, Laclede, Lawrence, Lincoln, Maries, Marion, McDonald, Miller, Mississippi, Moniteau, Monroe, Montgomery, New Madrid, Nodaway, Ozark, Perry, Pettis, Phelps, Platte, Pulaski, Scott, Shelby, St. Charles, St. Louis, St. Francois, Taney, Warren, Wayne and Worth did not respond to Oversight's request for fiscal impact.

Officials at the following colleges: Crowder, East Central Community College, Harris-Stowe, Jefferson College, Lincoln University, Metropolitan Community College, Moberly Area Community College, Missouri State University, Missouri State University, Southeast Missouri State University, State Fair Community College, St. Charles Community College, St. Louis Community College, Three Rivers Community College, and the University of Central did not respond to Oversight's request for fiscal impact.

Officials at the following school districts: Arcadia Valley R-2, Aurora R-8, Avilla R-13, Bakersfield, Belton, Benton County R-2, Bismark R-5, Bloomfield R-14, Blue Springs, Bolivar R-I, Bowling Green R-1, Branson, Brentwood, Bronaugh R-7, Campbell R-2, Carrollton R-7, Caruthersville, Cassville R-4, Central R-III, Chilhowee R-4, Chillicothe R-II, Clarkton C-4, Cole R-I, Columbia, Concordia R-2, Crawford County R-1, Crocker R-II, Delta C-7, East Carter R-2, East Newton R-6, Eldon R-I, Everton R-Ill, Fair Grove, Fair Play, Fayette R-3, Forsyth R-3, Fox C-6, Fredericktown R-I, Fulton, Grain Valley, Hancock Place, Hannibal, Harrisonburg R-8, Harrisonville, Hillsboro R-3, Hollister R-5, Humansville R-4, Hurley R-1, Independence, Jefferson City, Kennett #39, King City R-1, Kingston 42, Kirbyville R-VI, Laclede County R-1, Laredo R-7, Lee Summit, Leeton R-10, Lewis County C-1, Lindbergh, Lonedell R-14, Macon County R-1, Macon County R-4, Malta Bend, Mehville, Mexico, Middle Grove C-1, Midway R-1, Milan C-2, Moberly, Monroe City R-I, Morgan County R-2, New Haven, Nixa, North St. François Co. R-1, Northeast Nodaway R-5, Odessa R-VII, Oregon-Howell R-III, Orrick R-11, Osage County R-II, Osborn R-O, Pattonville, Pettis County R-12, Pierce City, Plato R-5, Princeton R-5, Raymore-Peculiar R-III, Raytown, Reeds Springs R-IV, Renick R-5, Richland R-1, Riverview Gardens, Salisbury R-4, Sarcoxie R-2, Scotland County R-I, Sedalia, Seymour R-2, Shelby County R-4, Shell Knob #78, Sikeston, Silex, Slater, Smithville R-2, Special School District of St. Louis County, Spickard R-II, Springfield, St Joseph, St Louis, St. Charles, St. Elizabeth R-4, Sullivan, Tipton R-6, Valley R-6, Verona R-7, Warren County R-3, Warrensburg R-6, Webster Groves, and the Westview C-6 School District did not respond to Oversight's request for fiscal impact.

This proposal could increase Total State Revenues.

FISCAL IMPACT - State Government	FY 2018 (10 Mo.)	FY 2019	FY 2020
GENERAL REVENUE	, ,		
Revenue - DOLIR - Election Fees			
Subsection 105.575.15	<u>\$135,208</u>	<u>\$162,250</u>	<u>\$162,250</u>
<u>Costs</u> - DOLIR			
Personnel - 5 FTE	(\$118,570)	(\$143,707)	(\$145,144)
Fringe Benefits - 5 FTE	(\$78,260)	(\$94,336)	(\$94,764)
Per Diem - 2 Board Members (75 days			
X 2) X \$50 per day	(\$18,750)	(\$23,063)	(\$23,639)
Per Diem - 1 Chairman (75 days X 2) X			
\$50 per day	(\$9,375)	(\$11,531)	(\$11,820)
Equipment and Expenses - Office	(\$61,366)	(\$15,273)	(\$15,655)
Equipment - ITSD	(\$257,264)	\$0	\$0
Consultants - ITSD Election Server	(\$416,667)	(\$512,500)	(\$525,313)
Expenses - ITSD	<u>(\$54,477)</u>	<u>(\$115,891)</u>	<u>(\$118,788)</u>
Total Costs	(\$1,014,729)	(\$916,301)	(\$935,123)
FTE Change - DOLIR	5 FTE	5 FTE	5 FTE
NET EFFECT ON GENERAL			
REVENUE	<u>(\$879,521)</u>	<u>(\$754,051)</u>	<u>(\$772,873)</u>
Estimated Net FTE Change - DOLIR	5 FTE	5 FTE	5 FTE
FISCAL IMPACT - Local Government	FY 2018	FY 2019	FY 2020
	(10 Mo.)		
	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>

FISCAL IMPACT - Small Business

No direct fiscal impact to small businesses would be expected as a result of this proposal.

FISCAL DESCRIPTION

This act creates new provisions of law relating to public labor organizations. This act only applies to public employees and labor organizations that bargain with public bodies.

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FISCAL DESCRIPTION (continued)

REPORTING REQUIREMENTS FOR LABOR ORGANIZATIONS AND EMPLOYEES

This act requires certain reports to be made by labor organizations and officers and employees of such labor organizations.

Each labor organization is required to adopt a constitution and bylaws and file those with the Department of Labor and Industrial Relations, along with information relating to the membership and financial transactions of the organization. Additionally, a financial report disclosing the financial condition and operations of the preceding year shall be filed annually by the organization. The financial report shall be made available to all of the members of the organization. Such members shall additionally be permitted to examine any books, records, and accounts necessary to verify any reports made by the organization. Any court of competent jurisdiction shall be permitted to enforce this provision and grant any reasonable attorney's fees and costs of the action.

A labor organization shall file its initial report within 90 days of becoming subject to this act.

Every officer and employee of a labor organization, with the exception of clerical employees, is required to file a financial interest statement with the Department containing information relating to any financial interests the employee/officer or such person's spouse or minor child may have with such labor organization, or any business or public body that does business with such labor organization. Each officer and employee is required to keep all records that are necessary to corroborate the information contained in these reports for a period of at least five years.

Each officer or employee of a public labor organization shall file their report within 90 days after the end of its fiscal year.

All reports and documents filed with the Department are considered a public record. The Department is further required to make a reasonable provision for making the records available to any person. The Department is further required to make available without charge copies of records or reports filed by a person with the Department to another the agency of another state at the request of the governor of such state. The Department may also require any person to furnish any records, reports, or documents to an agency of another state at the request of the governor of such state.

This act provides for both criminal and civil penalties. Violations of the reporting requirements of this act are subject to a fine of not more than \$10,000, up to a year in prison, or both. Furthermore, the Department of Labor, a public body, or any other person may bring a civil action in the county where the violation occurred. Damages and attorney's fees shall be awarded for the enforcement of the reporting requirements of this act.

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FISCAL DESCRIPTION (continued)

CERTIFICATION OF LABOR ORGANIZATIONS

This act provides for a secret ballot election to be conducted to certify the exclusive bargaining representation of a bargaining unit if at least 30% of the members of that bargaining unit have signed cards indicating they want a particular labor organization to serve as their exclusive bargaining representative. Such election shall be conducted by the State Board of Mediation.

Once the election date is set, the public body is required to issue a notice informing eligible voters of the time, date, and place of the election. During the period leading up to the election, all employees shall have the right to freely express their opinions regarding the labor organization. No employee or representative of the labor organization shall attempt to threaten, intimidate, coerce, or otherwise restrain any eligible voter in freely exercising his or her choice regarding the selection of the labor organization as the exclusive bargaining representative. Any labor organization receiving more than 50% of the votes shall be designated and recognized as the exclusive bargaining representative.

Elections for certification shall be paid through the levying of fees on each labor organization according to the number of members in the bargaining unit seeking representation.

DECERTIFICATION OF LABOR ORGANIZATIONS

Employees within a bargaining unit have the right to decertify a labor organization as the exclusive bargaining representative of the unit. If 30% of employees of the bargaining unit have signed cards indicating that they no longer wish to be represented by the labor organization, the State Board of Mediation shall conduct an election asking the employees as such. The election shall be conducted in the same manner as the certification election. If more than 50% of the employees cast a vote to decertify the labor organization as exclusive bargaining representative, the organization shall immediately cease representing the bargaining unit.

If employees decertify a labor organization as exclusive bargaining representative, all terms and conditions of employment existing at the time shall remain in place until such terms and conditions are changed by the public body.

Elections for decertification shall be paid through the levying of fees on each labor organization according to the number of members in the bargaining unit seeking representation.

ANNUAL RE-CERTIFICATION OF LABOR ORGANIZATIONS

Labor organizations serving as exclusive bargaining representative shall be re-certified by election on an annual basis. Such election shall be held from the last Tuesday in March to the first Tuesday in April and employees may vote either by telephone or on-line. Employees shall

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FISCAL DESCRIPTION (continued)

elect the labor organization by more than 50% in order for the organization to be re-certified. The Board shall prescribe a reasonable provision for a fee for the re-certification election.

If the employees fail to recertify a labor organization as exclusive bargaining representative, all terms and conditions of employment existing at the time shall remain in place until such terms and conditions are changed by the public body.

Elections for recertification shall be paid through the levying of fees on each labor organization according to the number of members in the bargaining unit seeking representation.

COLLECTIVE BARGAINING REQUIREMENTS

Within four weeks after a labor organization has been selected as the exclusive bargaining representative of a bargaining unit, the organization shall meet and bargain with the public body regarding wages, benefits, and other terms and conditions of employment.

Neither a public body nor a labor organization shall be required to offer any particular concession or withdraw a particular proposal. Prior to being presented to a public body, any agreement or memorandum of understanding shall be ratified by a majority of the members of a labor organization. The public body may accept all or part of such an agreement.

Neither a public body nor a labor organization shall be subject to binding mediation, binding interest arbitration, or interest arbitration in the event that the parties are unable to reach an agreement.

After an initial agreement is reached between a public body or a labor organization, bargaining for renewal shall take place on an annual basis. The parties may elect to bargain non-economic terms for longer periods, but economic terms shall be adopted on an annual basis only.

Any meeting concerning a labor agreement between a public body and an exclusive bargaining representative is subject to the Missouri Sunshine Law. Further, any document presented by a public body during a meeting concerning a labor agreement is also subject to the Missouri Sunshine Law.

LABOR AGREEMENT REQUIREMENTS

Every labor agreement reached between a public body and a labor organization is required to contain the following provisions:

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FISCAL DESCRIPTION (continued)

- Reserving to management the right to hire, promote, assign, direct, transfer, schedule, discipline, and discharge employees;
- Expressly prohibiting the right to strike or picket;
- Extending the duty of fair representation by a labor organization to employees in any bargaining unit;
- Expressly prohibiting labor organization representatives and employees from accepting paid time by a public body for the purposes of conducting labor organization-related business;
- Informing employees of their right to support or oppose labor organization activities;
- Providing for the modification of economic terms in the event of a budget shortfall.

CIVIL ACTIONS

If any labor organization or representative of a labor organization has violated or is about to violate the provisions of this act relating to certification and collective bargaining, the Department of Labor and Industrial Relations, a public body, or any citizen of Missouri may bring an action in the county where the violation occurred for relief as may be appropriate. Such persons may seek damages and attorney's fees.

This legislation is not federally mandated, would not duplicate any other program and would not require additional capital improvements or rental space.

SOURCES OF INFORMATION

Department of Labor and Industrial Relations
Office of Administration - Personnel
Department of Corrections
Department of Health and Senior Services
Department of Mental Health
Office of Secretary of State
Office of Administration - Purchasing
Department of Conservation
Joint Committee on Administrative Rules
Office of Prosecution Services
State Public Defender's Office

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SOURCES OF INFORMATION (continued)

Office of Administration - Budget and Planning
Office of State Courts Administrator
Department of Public Safety - Director's Office
Department of Transportation
City of Kansas City
Callaway County
Missouri Western State University
Northwest Missouri State University
State Technical College of Missouri
Truman State University
University of Missouri
School Districts of:
Kirksville
Kearney R-I
City of Kansas City

Kearney R-I City of Kansas City Parkway West Plains R-VII Wright City R-II

Mickey Wilson, CPA Director January 23, 2017

Mickey Wilen

Ross Strope Assistant Director January 23, 2017