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OFFICE OF THE OMBUDSMAN  
STATE OF ALASKA

SPECIAL REPORT 81-1

PROTECTION OF THE PUBLIC INTEREST  
IN THE EXPENDITURE OF  
VOTER APPROVED BOND FUNDS

FEBRUARY 11, 1981

FRANK FLAVIN  
OMBUDSMAN

The Office of the Ombudsman has investigated two complaints involving expenditure of voter approved bond monies. These two complaints point to abuses found in the expenditure of bond funds, and they are brought to your attention in the hope that improvements may be made in the system so that the electorate may know with assurance that when a bond issue is approved, only those projects described in the ballot question are authorized and in the amounts described. A summary of the two complaints is provided below.

Kennicott and Lakina Bridges (Ombudsman Complaint A79-1323)

In 1978, the Legislature adopted and the Governor signed into law, Chapter 138 which provided... "for the issuance of general obligation bonds in the amount of \$88,450,000 for the purpose of paying the cost of highway, ferry, airport, local service roads and trail construction, constructing and equipping maintenance facilities, and planning various transportation projects." Money for the construction of the Lakina Bridge and the Kennicott Bridge (\$101,800 and \$275,000 respectively) was under part 24 of Section 3 of this bill.

Revised Program (RP) 79-242 was signed on June 11, 1979, and it authorized the transfer of \$275,000 of the bond funds originally slated for the Kennicott Bridge. The RP stated that the... "bond funds for the Kennicott Bridge project are available for transfer because the state received only funding for the Gastineau Channel Bridge. The Kennicott Bridge (will) be programmed for the special bridge funds in the next capital program." Since the total dollar amount (\$275,000) was transferred to the Gastineau Channel Bridge, no funding was available to construct the originally authorized bridge.

On June 26, 1980, RP 80-326 was signed, which transferred \$31,800 from the original amount of \$101,800 for the Lakina Bridge. The revised program states that the "Reallocation of \$31,800 from the Lakina River Bridge project will provide part of the state match for the On and Off System Bridge Inventory projects." The revised program also said that "Due to pending D-2 legislation, community disagreements, and a reconnaissance project on the route, the Lakina Bridge cannot be constructed at this time."

The remaining balance in the Lakina Bridge project (\$70,000) was transferred to "safety programs" through RP 81-18 signed on July 18, 1980. The "safety programs" were funded under Chapter 138, SLA 1978. The RP said that the... "Lakina River Bridge project will be reprogrammed whenever D-2 legislation and community disagreements are settled."

Therefore, in both of these bridge projects, money originally authorized by the voters of Alaska was transferred to other construction projects. The effect of the transfers was to gut the original projects, and fund other projects insufficiently funded.

The Division of Legislative Audit conducted a performance review of construction projects under the control of the Department of Transportation and Public Facilities. The preliminary report prepared by the Division, which was presented to the Legislative Budget and Audit Committee on March 24, 1980, stated in part:

It is common practice within DOT/PF to transfer authorizations between projects for a variety of reasons, such as expanded project scopes, inadequate initial budgets or overexpenditure of final project budgets. However, according to two Attorney General opinions dated April 26, 1974 and February 29, 1980, transfers of a material portion of project authorizations on many projects funded by General Obligation Bond proceeds cannot be made between projects. This applies regardless of whether the project authorization is considered an appropriation or an allocation. Even if a scheduled project is found to be no longer feasible, that project's authorization cannot be transferred to another project or be used to create a new project.

According to the opinions, neither the Executive Branch nor the Legislature have the authority to materially alter the voter-approved funding proportions of certain bond issues.

The Department of Transportation and Public Facilities disagreed with the report, and felt that transfer of funds is legal, given a recent Attorney General opinion and appropriate executive review and approval. The Office of the Ombudsman found three separate Attorney General opinions discussing the legality of transferring bond funds from the original voter approved projects. The most recent opinion, dated July 23, 1980, states in part:

There simply exists neither rhyme nor reason to apply the overly broad dicta of judicial rulings from the earlier part of the century to an entirely different situation. It makes sense to list proposed projects. It also makes sense to set out the estimated cost of each (project). To the extent that it is feasible, the act's administrators should have their duties or guidelines prescribed by law. It makes no sense, however, to be frozen to each listed project when subsequent events prove one or another to be underfunded, overfunded, nonexistent, unnecessary, or feasible. It makes sense, therefore, to provide for reallocations between projects within the overall limits of an appropriation. This is what the legislature has done. We think it is legal.

We concede that the practice could be abused to work a fraud on the electorate. Very few practices are, however, free from this defect. Government officials always possess the raw power to abuse the processes entrusted to them and work a fraud on the public. They can be, and generally are, called to account if they do so. But there is no record here of any abuse of power or fraud. So long as reallocations have a rational basis, there will be no fraud on the electorate.

Although transferring bond funds from one voter approved project to another may be technically legal..."the practice could be abused to work a fraud on the electorate." In this case two specific construction projects were authorized by the electorate, and then after these projects were found to be infeasible, the authorized funds were transferred to other projects without voter approval. Whether the public was defrauded or simply misled is largely academic. In either case the practice should be eliminated.

If any practices are free from potential fraud, voter approval of bond propositions should be. The potential exists for projects to be added to a bonding package solely to obtain regional votes. After the total package is approved these projects can then be abandoned; the political objective having been achieved. This potential should also be eliminated.

Television Town Meetings Project (Ombudsman Complaint A79-1012)

The Television Town Meetings Project consisted of three phases: 1) survey research through questionnaires, 2) Television Town Meetings, and 3) a final report including a ten minute film.

Funding for the project flowed from bonds issued pursuant to Chapter 138 SLA 1978. Applicable constitutional and statutory provisions are:

1. AS 24.30.037:

General obligation bond bills. A bill authorizing the issuance of general obligation bonds creating a state debt for capital improvements shall contain a statement of the scope of each project included in the proposed bond issue. The statement shall include a brief description of each capital improvement project, its location, and, in dollars, that portion of the total bond issue to be allocated to the project.

2. AS 15.15.040(b):

(b) The lieutenant governor shall prepare and issue or make available with each sample ballot for a special election, the statement provided for in AS 24.30.037 of the scope of each project included in a proposed general obligation bond issue creating a state debt for capital improvements that is submitted to the electorate for ratification under AS 15.15.030(11). The statement of scope for each project shall be the same statement included in the authorization bill. When a ballot proposition is submitted to the voters at a primary or a special election a statement the same as that provided for in the election pamphlet under AS 15.57.010(2) shall be made available with each sample ballot.

3. Article IX, Section 8, Constitution of the State of Alaska:

Section 8. State Debt. No state debt shall be contracted unless authorized by law for capital improvements and ratified by a majority of the qualified voters of the State who vote on the question. The State may, as provided by law and without ratification, contract debt for the purpose of repelling invasion, suppressing insurrection, defending the State in war, meeting natural disasters, or redeeming indebtedness outstanding at the time this constitution becomes effective.

The Legislature approved a bond package to place before the voters that provided for:

<u>Transportation Systems Planning</u>	\$4,098,100
<u>Transportation Projects Planning</u>	103,700
<u>Highway Research Program</u>	<u>600,000</u>
TOTAL	\$4,801,800

The budget described Transportation Systems Planning as efforts related to the implementation of statewide, regional and local transportation studies and the data, information, mapping and graphics services to support the Transportation studies.

The Ballot Question that went to the voters stated:

Shall the State of Alaska issue its general obligation bonds in the principal amount of not more than \$88,450,000 for the purpose of paying the cost of highway, ferry, airport, local service roads and trails construction, constructing and equipping maintenance facilities, and planning various transportation projects? (emphasis added).

The Summary of Proposition for the voters provided:

This proposal, if approved, would provide for the issuance of general obligation bonds of the State in the amount of \$88,450,000 to provide funding for highway, ferry, airport and local service roads and trails construction, for constructing and equipping certain transportation maintenance facilities, and for planning transportation projects. The funds would be allocated as follows:

<u>PROJECT</u>	<u>LOCATION</u>	<u>AMOUNT</u>
(1) Planning, project planning and research	Statewide	\$4,801,800

There is no specific mention in the Capital Budget Project Justification Statement, the Ballot Question or the Summary of Proposition of the Television Town Meetings. The budget and ballot proposition only mention transportation planning, yet only approximately 50% of the project deals

with transportation specifically. The other 50% deals with non-transportation public facilities or general governmental revenue/taxation spending questions.

In reviewing the testimony and records associated with this project, we feel the following deficiencies and irregularities have occurred:

- The use of bond monies for the Television Town Meetings was an improper expenditure of bond funds. The ballot question did not mention such a project as required by AS 24.30.037 and AS 15.15.040(b). Indeed, the bond proposal did not even mention public facilities planning for non-transportation projects.
- Further, the thrust of the entire project was directed toward budgetary priorities rather than the planning of specific capital improvements. The use of bond monies for a project, the direct result of which is an attitude survey rather than a tangible capital improvement, violates the Alaska Constitution, Article IX, Section 8.

Legal arguments aside, we do not believe it is fair to use money for a project the voters could not reasonably have inferred from the ballot question.

## Conclusion

In the Television Town Meeting complaint, money was expended on a project that the electorate could not have easily believed would have been included within the language of the bond proposition. In the second complaint investigated by this office, the bond funds were dramatically "reallocated" causing the demise of two bridge construction projects authorized by the electorate.

In both of the complaints, voter approved bond funds were not spent as described in the bond authorization acts, and as stated in the bond propositions on the ballot. The electorate is being misled as to what expenditures are being approved, and to what extent funds may be "reallocated" to other projects. The Florida Supreme Court stated in *Owen v. Ausley*, 143 So. 588, 589 (1932):

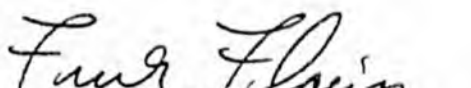
...it is a violation of an elemental principle in the administration of public funds for those who are charged with the trust of their proper expenditure not to apply such funds to the purpose for which they are raised. When an enforced contribution is exacted from the people by the power of taxation, it is for a specific public purpose, and the fund so raised is a trust fund in the hands of the legal custodians of it.

## Solution

The problems identified in these two complaints could be precluded from happening in the future if the following measures are adopted:

1. All general obligation bond acts should be carefully written, with each project described in sufficient detail to inform the electorate. (See AS 24.30.037)
2. AS 24.30.037 should be amended to state that each project has an "appropriation" (rather than "allocation"), and that this appropriation may not be reappropriated to other projects without voter approval.
3. The ballot for all bond propositions should state that the bond funds may not be reappropriated to other projects without voter approval. (See AS 15.15.040)

Submitted this 10th day of February 1981.

  
Frank Flavin  
Ombudsman

APPENDICES

# STATE OF ALASKA

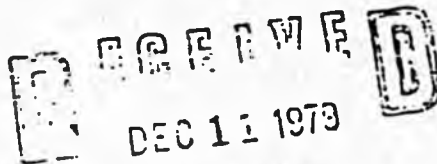
JAY S. HAMILTON, GOVERNOR

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

OFFICE OF THE COMMISSIONER

POUCH Z  
JUNEAU, ALASKA 99811  
(TELEX 45-328)

December 7, 1979



Mr. Frank Flavin, Ombudsman  
Office of the Ombudsman  
840 K Street, Room 203  
Anchorage, Alaska 99501

Re: Ombudsman Complaint, A79-1012

Dear Mr. Flavin:

Please accept this letter as the response of the Department of Transportation and Public Facilities to your Complaint A79-1012.

1. Not applicable to this Department.
2. We do not plan at this time to reimburse the bond funds on our own initiative. We will, of course, be guided by Bond Counsel and will be responsive to any legislative enactment.
3. If there are any future Television Town Meetings funded by this Department, we will certify the funding source in advance.
- 4, 5, 6 & 7 are all under review as to this Department's involvement and as to what latitude we have at this date in the implementation of these recommendations.

As to your final two recommendations, we will be happy to work with the Divisions of Personnel and Legislative Audit to assist them in any investigations they are asked to conduct.

Sincerely,

Robert W. Ward  
Commissioner

A SPECIAL REVIEW OF  
THE DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
PUBLIC PARTICIPATION PROJECT

February 7, 1980

Commissioner, Department of Trans-  
portation and Public Facilities

Robert W. Ward

Deputy Commissioners, Department of Trans-  
portation and Public Facilities

Ron B. Lind  
John Bates  
Patrick P. Ryan  
Ray Shumway

STATE OF ALASKA

AUDIT DIVISION  
POUCH W—ALASKA OFFICE BUILDING

THE LEGISLATURE

FINANCE DIVISION  
POUCH WF—STATE CAPITOL

BUDGET AND AUDIT COMMITTEE

JUNEAU, ALASKA 99811

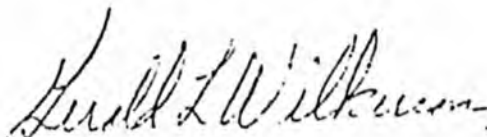
February 14, 1980

Members of the  
Legislative Budget and Audit Committee:

In accordance with the provisions of Title 24 of the Alaska  
Statutes, the attached report is submitted for your review:

A SPECIAL REVIEW OF  
THE DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
PUBLIC PARTICIPATION PROJECT

January 7, 1980



Gerald L. Wilkerson, CPA  
Legislative Auditor  
Division of Legislative Audit

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2. Due to delays in the submission and approval of the FY '80 Transportation Planning Annual Work Program, the Department established a special project number in June of 1979 as a temporary account for expenditures. Primarily between the beginning of FY '80 and the time federal approval was obtained on the Annual Work Program (AWP), this one account was used as a cost accumulator for all expenditures incurred on planning projects covered by the AWP, including the Television Town Meeting project. The special account is funded by Chapter 138, SLA 1978 general obligation bond proceeds.

As of December 31, 1979, this temporary account had accumulated over 4,400 transactions totaling in excess of \$1,200,000. The Department has attempted to identify and transfer to a separate account, those expenditures relating to the Television Town Meeting project.

During our review, we did not audit the total charges to this temporary account to determine if the Department did in fact identify all Town Meeting costs.

## ORGANIZATION AND FUNCTION

At the November 7, 1978 general election, the people of Alaska approved bonding proposition number 5 (Chapter 138, SLA 1978), which provided for the issuance of general obligation bonds in the amount of \$88,450,000 for the purpose of paying the cost of highway, ferry, airport, local service roads and trail construction, constructing and equipping maintenance facilities, and planning various transportation projects. Of that total amount, appropriated to the Department of Transportation and Public Facilities, \$4,801,800 was allocated to project planning and research, statewide. One project funded by this allocation is the Public Participation Project, commonly referred to as the T.V. Town Meetings.

A reimbursable services agreement between the Department and the Office of the Governor's Alaska Public Forum Office (APF) provided \$438,350 of bond funds to develop and implement a program designed to involve Alaska residents in determining the priorities for the construction of capital facilities. APF contracted with Media Group Alaska, Inc. to perform the project task in three phases - survey research, media production (T.V. Town Meetings) and a final report.

The T.V. Town Meetings were intended to provide an alternative to the traditional public hearing process by using television and opinion sampling to obtain the views of the public.

Seven separate programs were produced in Anchorage and were broadcast live, via satellite, respectively to the communities of Juneau, Fairbanks, the Kenai Peninsula, the Matanuska Valley, Anchorage, Sitka and Ketchikan.

## AUDITOR'S CONCLUSIONS

1. The validity of the bonds is not impaired.

All legal counsel involved in our review concur that the expenditure of bond proceeds for the Television Town Meetings is of no concern to the bondholders. The rights of the bondholders are unaffected in that the bonds were validly authorized and are general obligations of the State. The holders rely on the full faith and credit of the State to pay the bonds.

2. The expenditure of Chapter 138, SLA 1978 bond proceeds in relation to certain general topics discussed during the T.V. Town Meetings is apparently legal. However, we question the judgement of the project administrators' inclusion of the general topics in the television programs.

Legal counsel agree that the Television Town Meeting concept is a valid means of involving the general population in planning capital projects. In addition, considering the non-specific wording of Chapter 138, SLA 1978 and that act's exemption from AS 24.30.037 which requires the inclusion of a statement of the scope of each project, the expenditure of bond proceeds for transportation planning via the T.V. Town Meetings appears proper.

However, legal opinions conflict in light of the project's inclusion of general topics such as the Permanent Fund, tax relief, d-2, prisons, the capital move, loan programs and residency in the T.V. Town Meetings.

The Attorney General's Office writes, in part:

While one might question whether the program participants may have been over zealous in their attempts to pep up the program--inevitably asking their own favorite questions as a result, we cannot say that the questions asked violated the underlying law or constituted an impropriety. In making that determination we are mindful that hindsight is always 20/20, and that therefore,

the only reasonable way of judging the matter is to place oneself in the shoes of the program participants at the time they were acting on the matter. One must remember that this was a town meeting--an attempt to replace the traditional hearing with a new media concept. As discussion at traditional public hearings sometimes strays from the basic purpose, so did discussion at this meeting. That occasional deviation does not make traditional public hearings "illegal"--nor did it make the town meeting illegal.

The Legislative Affairs' Division of Legal Services disagrees by stating:

A major complication arises here because of the injection into the programs of matters which have an extremely tenuous or no relationship to planning capital improvements even in the broadest sense. Substantial portions of the programs were devoted to such matters. Obviously, even in a public hearing, extraneous matter does come up. Here, however, clearly extraneous matter was directly injected into the programs. While such topics as income tax repeal, state loan programs, the permanent fund and d-2 are of public concern, they clearly have no logical and direct connection with constructing capital improvements. Devoting bond proceeds to these kinds of topics is clearly an improper use of the proceeds.

The bond counsel firm of Orrick, Herrington, Rowley and Sutcliffe concludes:

The non-related questions were in the minority, but there were so many of them that it is difficult to dismiss all of them on the basis of spurring viewer interest. Nevertheless, the programs were still centered around

transportation projects, and, giving the state agencies and officers who expended the funds the benefit of a strong presumption of regularity and allowing them a maximum amount of reasonable discretion, as we believe the courts would do, we conclude that the expenditures in question were not illegal under the Constitution or the statute.

Although legal to the letter of the law, we do not believe the inclusion of the general topics in the program was in good judgement and the relation, if any, of those topics to transportation planning was tenuous at best. In order to ensure the integrity of the State's bonding ability and to maintain public support, we recommend that future general planning be funded through the General Fund and that all bonding legislation be written project specific and in accordance with the provisions of AS 24.30.037.

3. As of December 31, 1979, we estimate that \$485,780 of Chapter 138, SLA 1978 bond proceed expenditures were incurred by the Department of Transportation and Public Facilities (DOT/PF) and the Alaska Public Forum.

Due to the scope constraints described on page 4 of this report, financial activity not finalized and poor project accounting by DOT/PF, we were unable to determine the total cost of the Town Meeting project as of December 31, 1979. However, it appears that the majority of the project's financial activity has been completed and most of the Department's costs have been identified. Therefore, the above amount reasonably approximates total bond funds expended. Other project costs charged to General Fund operating accounts are not included since they do not pertain to the purpose of our review.

The bond fund expenditures were made in the following three major areas:

1. Department of Transportation and  
Public Facilities Costs \$ 56,647  
(The majority of costs were salaries  
for the project directors and telephone  
operators and their related travel.)

2. Alaska Public Forum Costs (These costs include salaries for temporary project employees, related travel, advertisement and other Forum expenses.)	68,883
3. Alaska Public Forum contract with Media Group Alaska, Inc.	<u>360,250</u>
<u>Total Estimated Bond Fund Expenditures</u>	<u>\$485,780</u>

# STATE OF ALASKA

JAY S. HARMOND, GOVERNOR

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

OFFICE OF THE COMMISSIONER

POUCH Z  
JUNEAU, ALASKA 99811  
(TELEX 45-328)

March 8, 1980  
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LEGISLATIVE  
AUDIT

Gerald L. Wilkerson, CPA  
Legislative Auditor  
Division of Legislative Audit  
Pouch WF  
Juneau, AK 99811

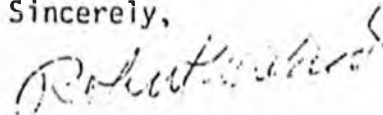
Dear Mr. Wilkerson:

I have reviewed your preliminary report on "A Special Review of the Department of Transportation and Public Facilities, Public Participation Project, February 7, 1980" and find that I agree with your Auditor's Conclusions, numbers one and three.

I do not agree with your conclusion number two because I feel that the expenditure of the bonds on general topics, as they were included in the T.V. Town Meetings, were clearly legal and that your Auditor's Conclusions should be written to state that they were legal.

In my view, the inclusion of the general topics was desirable and necessary to increase the interest in the programs as well as continue to demonstrate to the public that the use of State funds, for any purpose, decreases the amount available for other uses. Too many times we try to simplify the discussions to the point where they are not realistic when applied to the actual situation.

Sincerely,



Robert W. Ward  
Commissioner

**THE LEGISLATURE**

BUDGET AND AUDIT COMMITTEE

FINANCE DIVISION  
POUCH WF—STATE CAPITOL

JUNEAU, ALASKA 99811

March 12, 1980

Members of the  
Legislative Budget and Audit Committee:

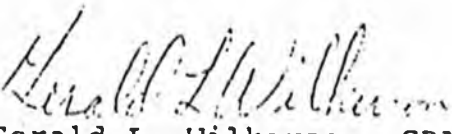
We have reviewed the Department of Transportation and Public Facilities' response to our Preliminary Report. Our comments follow:

Auditor's Conclusion No. 2

The Department disagrees with our conclusion by stating, in part, ". . . that the expenditure of the bonds on general topics, as they were included in the T.V. Town Meetings, were clearly legal and that your Auditor's Conclusions should be written to state that they were legal".

Had the results of our review shown that the expenditures were "clearly legal", we would have reported so. However, considering the conflicting legal opinions obtained during our review, the final decision of the expenditures' legality would have to be made by a court of law.

Therefore, we reaffirm our Auditor's Conclusion No. 2.

  
Gerald L. Wilkerson, CPA  
Legislative Auditor  
Division of Legislative Audit

# STATE OF ALASKA

## DEPARTMENT OF REVENUE

OFFICE OF THE COMMISSIONER

JAY S. HAMMOND, GOVERNOR

POUCH 5  
JUNEAU, ALASKA 99811

April 21, 1981

The Honorable Patrick M. Rodey  
Chairman  
Senate Judiciary Committee  
Room 207 - Capitol Building  
Juneau, Alaska

Dear Senator Rodey:

Re: Senate Bill No. 423

Senate Bill No. 423, an Act relating to allocations for projects financed by general obligation bonds, was introduced in the Senate on April 15, 1981 and was referred to the Senate State Affairs; Judiciary and Finance Committees. Subsequently on April 16, 1981, Senator Fischer, Chairman, Senate State Affairs Committee waived referral on Senate Bill No. 423 and the bill was referred to the Senate Judiciary and Finance Committees.

For the consideration of the Senate Judiciary Committee, I am enclosing a copy of a Fiscal Note prepared by Mr. Anselm Staack, Treasury Comptroller, Department of Revenue concerning the proposed legislation.

Sincerely,



R. D. Stevenson  
Special Assistant

RDS/rdh

cc: The Honorable Don Bennett  
The Honorable M. E. Dankworth  
Co-Chairmen  
Senate Finance Committee

Joseph K. Donohue  
Deputy Commissioner  
Department of Revenue

Anselm Staack  
Treasury Comptroller  
Department of Revenue

THE LEGISLATURE OF THE STATE OF ALASKA  
TWELFTH LEGISLATURE

SB 423

FISCAL NOTE

I. REQUEST

Bill/Resolution No. SENATE BILL NO. 423

Title Relating to allocations for projects financed by general obligation bonds.

Requested by Senate State Affairs Committee

Date 4/15/81

II. FISCAL DETAIL

Agency Affected Dept. of Revenue/Div. of Budget & Mgmt./DOTPF/State Bond Committee

Program Category Affected \_\_\_\_\_

BRU, Program, or Subprogram(s) Affected \_\_\_\_\_

(Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						

TOTAL

FUNDING (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

FULL TIME						
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

This bill would, in effect, require that amounts be appropriated to specific projects in general obligation bonding bills rather than use allocation.

Transfers between allocations (presumably on already passed bonding bills) for a project could not be made except as provided for by additional enabling legislation.

Fiscal impacts are possible but indeterminate; this bill reduces administrative flexibility and may cause additional administrative costs. DOTPF to submit separate fiscal note.

*Anselm C. Staack*

IV. DATE April 21, 1981

PREPARED BY Anselm C. Staack, Treasury Comptroller

AGENCY Dept. of Revenue/Treasury Division

PHONE 465-2351

Original: Legislative Finance

cc: Budget and Management

Prime Sponsor (First Legislator Named)