

KANSAS LEGISLATIVE RESEARCH DEPARTMENT

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May 23, 2013

To: Kansas Legislature
From: Raney Gilliland, Director
Re: Executive Reorganization Orders

The Kansas Legislative Research Department has received a number of legislative inquiries related to Executive Reorganization Orders (EROs). This memorandum provides general background information on EROs and the action which the Legislature may take on EROs. Finally, this memorandum contains information on EROs proposed by the Governor since 1973, and more detailed information on the ERO proposed and approved in 2012 and 2013.

Background

Executive Reorganization Orders are provided for in Article 1, Section 6 of the *Kansas Constitution*. They enable a Governor to transfer, abolish, consolidate, or coordinate agencies and functions within the executive branch of state government. Legislative and judicial agencies and constitutionally delegated functions of state officers and boards are exempt from EROs. An ERO becomes effective July 1 following its transmittal to the Legislature, unless within 60 calendar days either the Senate or the House adopts a resolution disapproving the ERO. After an ERO takes effect, the Legislature also has the option of amending an ERO in the same way it would amend any other legislation or statute. When reorganization of the executive branch is initiated by the Governor, EROs are frequently the vehicle used. The use of EROs began in the 1970s, a decade that saw the creation of the cabinet form of government in Kansas and the beginning of efforts to streamline the operations of state government.

Legislative Action

EROs must be transmitted to both houses of the Legislature on the same day within the first 30 calendar days of a legislative session. An ERO becomes effective on July 1, following its transmittal to the Legislature, unless within 60 calendar days and before the adjournment of the legislative session either the Senate or the House, by a majority vote of the members, adopts a resolution disapproving it. Portions of an order may become effective at a later time than the order is otherwise effective. An ERO, the same as a statute, may be amended or repealed. Further action sometimes is required after an ERO takes effect in order to clarify details and resolve unanticipated issues arising from the reorganization.

House and Senate rules provide that an ERO is assigned to an appropriate committee. The committee must report its recommendations no later than the 60th calendar day of the session or no later than 30 calendar days after the order has been received, whichever occurs first. This report is in the form of a simple resolution. If the committee fails to report in accord with these deadlines, the ERO and the resolutions pertaining thereto are deemed returned without recommendation. Within the applicable time constraints, the House and Senate must act to approve or reject each such order, unless the other chamber already has acted to disapprove the order. Such action is scheduled as a special order of business.

Executive Reorganization Order History

Of the 42 EROs issued through 2013, 16 were issued in the 1970s, including three that were used to create cabinet agencies: the Department of Social and Rehabilitation Services (1973), the Department of Health and Environment (1974), and the Department of Human Resources (1976). The Department of Wildlife, Parks and Tourism was created by an ERO in 1987, and further reorganized by an ERO in 2011. Excluding the administration of Governor Docking, who was in his second term when EROs came into use, 27 of 37 EROs, or 73 percent, have been introduced within the first two years of an administration.

Of the 42 EROs dealt with by the Legislature, 27, or 64 percent, have been approved and 15, or 36 percent, have been disapproved. Since the 2000 Legislative Session, 13 EROs have been presented to the Legislature. Of those 13 EROs, 11 have been approved and two have been disapproved. The following table reflects how many EROs a Governor has presented and what the legislative disposition was to the EROs.

Executive Reorganization Orders by Administration

Governor	Number of EROs	EROs Approved	EROs Disapproved
R. Docking	5	2	3
Bennett	11	8	3
Carlin	5	2	3
Hayden	1	1	0
Finney	3	2	1
Graves	4	1	3
Sebelius	4	3	1
Parkinson	0	0	0
Brownback	9	8	1
TOTAL	42	27	15

2012 Executive Reorganization Orders

Executive Reorganization Order No. 41

ERO 41 consolidated the financing arm of Medicaid in the Kansas Department of Health and Environment Division of Health Care Finance. The ERO renamed the former Department on Aging the Department for Aging and Disability Services and consolidated all disability waiver and mental health services from the Department of Social and Rehabilitation Services into the newly created Department for Aging and Disability Services. Additionally, ERO 41 renamed the Department of Social and Rehabilitation Services as the Department for Children and Families.

2012 Executive Reorganization Orders

Executive Reorganization Order No. 42

ERO 42 abolishes the Juvenile Justice Authority (JJA) and transfers the jurisdiction, powers, functions, and duties of the JJA and the Commissioner of Juvenile Justice to the Department of Corrections (KDOC) and the Secretary of Corrections, effective July 1, 2013. All officers and employees of the JJA engaged in the exercise of the powers, duties, and functions transferred by the ERO will be transferred to the KDOC, unless they are not performing necessary services. KDOC will succeed to the property and records of the JJA. The balance of all JJA funds will be transferred to the KDOC and used only for the purpose for which the appropriation was originally made. KDOC will assume all jurisdiction, powers, functions, and duties relating to juvenile correctional facilities and institutions, and will be responsible for rules and regulations; educational services; passes, furlough, or leave; institutional security plans; and a rigid grooming code and uniforms for such institutions. Finally, the ERO specifies the KDOC will be responsible for JJA-related duties in various other areas, including juvenile intake; the Revised Kansas Juvenile Justice Code; regional youth care and rehabilitation facilities; supplemental youth care facilities; residential care facilities; community planning teams, juvenile justice programs, the Juvenile Justice Community Planning Fund, and the Juvenile Justice Community Initiative Fund; grants; community graduated sanctions and prevention programs and the community advisory committee; and the Kansas Advisory Group on Juvenile Justice and Delinquency Prevention.

Kansas Executive Reorganization Orders

The EROs through 2013, along with a short description of what they were about and whether they were adopted, are listed below.

ERO No.	Governor	Approved or Disapproved (Year)	Short Description
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1	Robert B. Docking	Approved (1973)	Created the State Department of Social and Rehabilitation Services headed by an appointed Secretary. The Secretary and the Department were the successor to the existing State Board of Social Welfare, State Department of Social Welfare, and other entities. The ERO also created statutory units within the Department.
2	Robert B. Docking	Disapproved (1973)	Would have changed certain functions of the State Finance Council pertaining to approval of the salary of the Secretary of Administration and of certain plans of the Governor for improvements in state agencies. In addition, it would have changed functions of the State Finance Council related to the Kansas Civil Service Act.
3	Robert B. Docking	Approved (1974)	Created the State Department of Health and Environment headed by an appointed Secretary. The Secretary and the Department were successors to the existing State Department of Health and other entities. The ERO also created statutory units within the Department.
4	Robert B. Docking	Disapproved (1974)	Would have created the Mined-Land Conservation and Reclamation Board within the State Corporation Commission.
5	Robert B. Docking	Disapproved (1974)	Would have transferred duties of the State Auditor and the State Board of Canvassers to other state officials.
6	Robert F. Bennett	Approved (1975)	Removed the State Board of Tax Appeals from the State Department of Revenue and established it as an independent agency.
7	Robert F. Bennett	Approved (1975)	Consolidated duties performed by the State Department of Economic Development, the Director of the Department of Economic Development, and the Kansas Economic Development Commission into the new State Department of Economic Development headed by an appointed Secretary.

8	Robert F. Bennett	Approved (1975)	Abolished the State Podiatry Board of Examiners and transferred its powers and duties to the Kansas Board of Healing Arts.
9	Robert F. Bennett	Approved (1975)	Abolished the State Education Commission and transferred its powers and duties relating to student assistance programs to the Kansas Board of Regents.
10	Robert F. Bennett	Approved (1975)	Transferred the Office of Emergency Medical Services from the Office of the Governor to the State Department of Health and Environment.
11	Robert F. Bennett	Approved (1975)	Abolished the existing Governor's Committee on Criminal Administration and created a new Governor's Committee on Criminal Administration under the control and jurisdiction of the Governor.
12	Robert F. Bennett	Disapproved (1975)	Would have abolished the elective office of State Treasurer and established a State Department of the Treasury headed by a State Treasurer appointed by the Governor and confirmed by the Senate.
13	Robert F. Bennett	Disapproved (1975)	Would have abolished the elective office of Commissioner of Insurance and established a State Department of Insurance headed by a Commissioner of Insurance appointed by the Governor and confirmed by the Senate.
14	Robert F. Bennett	Approved (1976)	Created the State Department of Human Resources headed by an appointed Secretary. The Secretary and the Department were successors to a number of existing state offices and entities. The ERO also created statutory units within the Department.
15	Robert F. Bennett	Approved (1977)	Transferred the Crippled Children's Commission to the State Department of Health and Environment.
16	Robert F. Bennett	Disapproved (1977)	Would have established a Division of Services to the Aging within the State Department of Social and Rehabilitation Services.

17	John Carlin	Approved (1980)	Reorganized and clarified various functions within the State Department of Social and Rehabilitation Services.
18	John Carlin	Disapproved (1981)	Would have reorganized various boards, divisions, and sections of existing water agencies into one agency to be known as the Kansas Water Resources Authority.
19	John Carlin	Disapproved (1982)	Would have abolished the Kansas Energy Office and established a Division of Energy within the State Department of Administration.
20	John Carlin	Approved (1928)	Established Juvenile Offender Services within the State Department of Social and Rehabilitation Services.
21	John Carlin	Disapproved (1986)	Would have created the State Department of Agriculture headed by an appointed Secretary.
22	Mike Hayden	Approved (1987)	Created the State Department of Wildlife and Parks headed by an appointed Secretary. The ERO also created statutory units within the Department.
23	Joan Finney	Approved (1992)	Reorganized various housing programs into a Division of Housing within the renamed State Department of Commerce and Housing.
24	Joan Finney	Approved (1992)	Abolished the Kansas Savings and Loan Department and the Office of Savings and Loan Commissioner and transferred duties performed by the Department and Commissioner to the Office of State Bank Commissioner.
25	Joan Finney	Disapproved (1992)	Would have separated the State Department of Health and Environment into the State Department of Health and the State Department of Environment, each headed by an appointed Secretary.
26	Bill Graves	Disapproved (1996)	Would have transferred functions relating to the marketing of agriculture products from the State Department of Agriculture to the State Department of Commerce and Housing.

27	Bill Graves	Disapproved (1996)	Would have transferred the responsibility for the Infants and Toddlers program from the State Department of Health and Environment to the State Board of Education.
28	Bill Graves	Disapproved (1996)	Would have reorganized the Kansas Human Rights Commission as the Kansas Commission on Diversity and Human Rights.
29	Bill Graves	Approved (1999)	Created the Commission on Emergency Planning and Response within the Adjutant General's Department.
30	Kathleen Sebelius	Approved (2003)	Shifted the Division of Housing to the Kansas Development Finance Authority from the Department of Commerce and Housing. Renamed the Department of Commerce and Housing to the Department of Commerce.
31	Kathleen Sebelius	Approved (2004)	Transferred the Employment and Training Division and all workforce development programs from the Department of Human Resources to the Department of Commerce.
32	Kathleen Sebelius	Approved (2004)	Transferred certain food safety programs of the Department of Health and Environment to the Department of Agriculture.
33	Kathleen Sebelius	Disapproved (2005)	Would have established the Kansas Health Policy Authority.
34	Sam Brownback	Approved (2011)	Consolidated parole review by abolishing the Parole Board and establishing the Prisoner Review Board within the Department of Corrections.
35	Sam Brownback	Approved (2011)	Transferred the functions of the Commission on Disability Concerns from the Department of Commerce to the Office of the Governor.
36	Sam Brownback	Approved (2011)	Transferred the Division of Travel and Tourism Development from the Department of Commerce to the Department of Wildlife and Parks and renamed the department the Department of Wildlife, Parks and Tourism.

37	Sam Brownback	Approved (2011)	Abolished Kansas, Inc., and authorized the Secretary of Administration to conclude the agency's business and satisfy any outstanding liabilities or commitments of Kansas, Inc.
38	Sam Brownback	Approved (2011)	Reorganized the Kansas Health Policy Authority into the Division of Health Care Finance within the Department of Health and Environment.
39	Sam Brownback	Disapproved (2011)	Would have abolished the Kansas Arts Commission and transferred its powers, duties and functions to the State Historical Society. (Governor's veto defunded agency and eliminated staff.)
40	Sam Brownback	Approved (2011)	Transferred the Agriculture Products Development Division within the Department of Commerce to the Department of Agriculture and renamed it the Marketing and Promotions Program; consolidated the Kansas Animal Health Department and the Livestock Commissioner within the Department of Agriculture as the Animal Health Division; consolidated the State Conservation Commission within the Department of Agriculture as the Conservation Division.
41	Sam Brownback	Approved (2012)	Consolidated the financing arm of Medicaid in the Kansas Department of Health and Environment Division of Health Care Finance. Renamed the former Department on Aging the Department for Aging and Disability Services and consolidated all disability waiver and mental health services. Renamed the Department of Social and Rehabilitation Services as the Department for Children and Families.
42	Sam Brownback	Approved (2013)	Abolishes the Juvenile Justice Authority (JJA) and transfers the jurisdiction, powers, functions, and duties of the JJA and the Commissioner of Juvenile Justice to the Department of Corrections (KDOC) and the Secretary of Corrections.