



MU Extension District Option Manual

Forming a District

**The goal of MU Extension districts
is to deliver high-quality programming
more efficiently to more Missourians.**

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Forming a District

Preface

In 2013, the Missouri Legislature, with the encouragement of the Missouri State Extension Council, provided a tool for county councils to solidify and grow their University of Missouri Extension program with the passage of the District Option update to the “Extension Statute.”

In 2019, MU Extension’s staffing structure underwent significant change. This left the District Option Manual in need of updating to accurately reflect the new structure. The state extension council has diligently worked to update the District Option Manual.

This manual is now separated into two separate manuals. The second manual, [MU Extension District Option Manual: Campaigns and Elections \(UED1133\)](#), contains information on campaigns and elections: (<http://umurl.us/k>)

- ▶ It describes what is and is not permitted by county extension council members and MU employees during the voting campaign for the district option tax levy; and
- ▶ It also provides lessons learned regarding successful voting, campaigns (fundraising, voter education, strategy, operations, tactics, lessons learned) for the district option — both within Missouri and Iowa.



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University of Missouri Extension regions



Introduction

Why is the district option important?

Effective Aug. 28, 2013, county extension councils in Missouri have the option to form single-council or consolidated extension districts (excluding the City of St. Louis and St. Louis County). This change to Missouri's county extension laws [Revised Missouri Statute 262.598] enables county extension councils to improve long-term operational effectiveness by stabilizing and improving programming creation and execution.

Presently, approximately 50% of the funding for county extension budgets comes from county commissions; the remaining amount is raised through grants, contracts, fees and donations. County councils, employing locally generated financial resources, are the true strength in the federal-state-local partnership, as intended by the Smith-Lever Act of 1914.

The new district option law enables an extension district to seek funding through a property tax levy, which can help stabilize local extension resources and programming revenue.

This extension district property tax levy must be approved by a majority of extension district voters in an April general municipal election in order to enter into force.

MU Extension has been serving Missourians for 100 years. The district option is a strategy focused on sustaining MU Extension local programming for the next 100 years.

The purpose of this manual

- ▶ Describe the incentives for forming extension districts.
- ▶ Explain how to form an extension district comprising one, or more, counties with their associated county extension councils.
- ▶ Provide sample resolution language appropriate for use by county extension councils — covering district formation and adoption of a property tax levy.
- ▶ Provide guidance on how to operate either a single, or multi-county extension district.
- ▶ Discuss single-county and multi-county extension district post-levy election operations.

The *Conclusion* section re-emphasizes key points for county extension council members.

Incentive to form an MU Extension district

The goal of MU Extension districts is to deliver high-quality programming more efficiently to more Missourians.

Revised Missouri Statute 262.598 provides clear incentives for both county extension councils and county commissioners to form extension council districts. The law allows formation of extension districts (single or multi-county) for the purpose of funding extension programming. An extension district governing body may ask voters, at any general municipal election, to approve a property tax levy in the county or counties that compose the district. The proposed property tax levy shall not exceed 30 cents per \$100 of assessed valuation.

County total assessed valuation includes the assessed valuation for all real property in a county in addition to all tangible personal property. Property belonging to utilities, railroads and airports is excluded from the tax base, for district option assessment. For example, Figure 1 shows a sample of potential revenue that could be available through a district option property tax levy of 10 cents per \$100, based on the 2017 tax assessment year.

The last column in Figure 1 shows that many counties could realize significant extension programming funding improvements should voters and county extension councils choose the district option path. The 30 cents per \$100 property tax levy is the maximum that can be assessed by law for this purpose. Note that county extension councils who choose to pursue the district option do not have to ask voters to approve the maximum amount. As a practical matter, it is recommended that formed extension districts look at setting the levy amount for voter approval consistent with programming projected five years out from the date of the approving election.

Once an extension district has been formed and voters have approved a tax levy, county commissioners can be exempt from legal requirements to appropriate extension funds (under Revised Missouri Statute 262.597) if the district option revenue received exceeds 200% of the average funding received under section 262.597 for the immediately preceding three years.

Also, upon a successful levy election, county commissioners may reduce current-year section 262.597 funding by 33% of the same three-year funding average. Funds normally provided to county extension operations by the commissioners are then freed up for other county commission use.

**Figure 1. Extension District Option levy analysis:
10 cents per \$100 example, based on 2017 tax assessment year**

A	B	C	D	E
County	Total assessed valuation of real property	Total assessed valuation of tangible personal property	Total locally assessed taxable property	Income from a \$0.10/\$100 levy on locally assessed property
Adair	\$195,083,502	\$67,114,173	\$262,197,675	\$262,198
Andrew	\$182,334,452	\$59,904,311	\$242,238,763	\$242,239
Atchison	\$79,047,867	\$33,231,322	\$112,279,189	\$112,279
Audrain	\$218,414,782	\$85,899,359	\$304,314,141	\$304,314
Barry	\$365,813,551	\$133,774,405	\$499,587,956	\$499,588
Barton	\$111,238,920	\$47,974,459	\$159,213,379	\$159,213
Bates	\$139,599,687	\$51,678,200	\$191,277,887	\$191,278
Benton	\$185,826,814	\$60,734,094	\$246,560,908	\$246,561
Bollinger	\$96,603,099	\$34,969,626	\$131,572,725	\$131,573
Boone	\$2,260,909,178	\$501,972,099	\$2,762,881,277	\$2,762,881
Buchanan	\$933,293,830	\$309,213,255	\$1,242,507,085	\$1,242,507
Butler	\$446,839,712	\$132,899,625	\$579,739,337	\$579,739
Caldwell	\$71,655,740	\$29,337,320	\$100,993,060	\$100,993
Callaway	\$622,925,858	\$211,853,340	\$834,779,198	\$834,779
Camden	\$1,348,425,190	\$280,272,810	\$1,628,698,000	\$1,628,698
Cape Girardeau	\$994,971,735	\$282,582,983	\$1,277,554,718	\$1,277,555
Carroll	\$83,089,259	\$36,341,451	\$119,430,710	\$119,431
Carter	\$50,270,710	\$15,616,768	\$65,887,478	\$65,887
Cass	\$1,228,547,455	\$258,297,089	\$1,486,844,544	\$1,486,845
Cedar	\$119,530,220	\$50,398,034	\$169,928,254	\$169,928
Chariton	\$70,208,638	\$40,618,762	\$110,827,400	\$110,827
Christian	\$948,108,550	\$211,683,779	\$1,159,792,329	\$1,159,792
Clark	\$67,967,030	\$27,075,369	\$95,042,399	\$95,042
Clay	\$3,281,062,024	\$898,973,507	\$4,180,035,531	\$4,180,036
Clinton	\$203,047,291	\$52,584,157	\$255,631,448	\$255,631
Cole	\$1,093,407,050	\$269,662,581	\$1,363,069,631	\$1,363,070
Cooper	\$150,330,803	\$53,067,569	\$203,398,372	\$203,398
Crawford	\$216,137,240	\$68,021,669	\$284,158,909	\$284,159

NOTE: A district option property tax levy is based on total **locally assessed** taxable property. Centrally assessed property, such as railroads and utilities, are excluded from locally assessed amounts. Therefore, the pertinent columns in Figure 1 are columns D and E.

Figure 1 shows income that could be derived from a \$0.10/\$100 property tax levy, however the Missouri statute allows a levy of up to \$0.30/\$100.

Forming an MU Extension district

St. Louis County is not excluded by name in the law, but it is excluded because of the stipulation excluding any council located in a county with a charter form of government and with more than 950,000 inhabitants. When crafting the legislation, the legislators did not think that district formation would be beneficial for St. Louis County.

Extension districts may be formed from any county in Missouri, excepting St. Louis County, per Revised Missouri Statute 262.598. A reference copy of Revised Missouri Statute 262.598 is provided in Appendix F (page 32).

Single-county extension district

Formation of a single-county extension district can be accomplished easily, provided all sitting county extension council members are available at a legally posted county extension council meeting.

At the indicated point in the approved meeting agenda, any county extension council member may introduce a motion to form an MU Extension district for that county. Ideally, the motion would be made in the form of a resolution to be adopted (see Appendix B on page 28 for a sample). Once moved, seconded and discussed, the council vote should be conducted as any other vote taken by the county extension council, and the result should be documented in the official meeting minutes. A majority of the full-sitting council must approve the motion in order for the extension district to come into being.

Note: Once a council vote establishes the district, the vote to determine a tax levy that will be presented to voters at the April election does not have to be part of the vote to establish a district, or even considered at this meeting.

Multi-county extension district

Revised Missouri Statute 262.598 also permits multiple counties to come together and form a consolidated MU Extension district. Each participating county must hold its own county extension council vote to approve the creation of the consolidated district.

Any county extension council member may introduce a motion to form an MU Extension district for that county. Ideally, the motion would be made in the form of a resolution to be adopted (see Appendix C on page 29 for a sample). Once moved, seconded and discussed, each participating council vote should be conducted as any other vote taken by the county extension council, and the result should be documented in official meeting minutes. A majority of each participating, full-sitting council

must approve the motion in order for the consolidated extension district to come into being.

Note: Once a council vote establishes the district, the vote to determine a tax levy that will be presented to voters at the April election does not have to be part of the vote to establish a district, or even considered at this meeting.

Each participating county council's minutes recording the district formation vote will then become part of the permanent record for the new consolidated district board.

Extension district operations

MU Extension district operational complexity will vary according to the number of participating counties. Single-county extension districts are generally the simplest to operate; while multi-county consolidated extension districts bring complications. Each is discussed in the following subsections.

Single-county extension district

A single-county district is governed by its county extension council. In addition to any other powers and duties previously granted under law (Revised Missouri Statutes 262.550 – 262.620), the district board has the following obligations:

- ▶ Review county extension activities and annual budget;
- ▶ By Sept. 1 of each operating year, determine the tax rate necessary to generate sufficient revenue to fund extension programming in the district (incorporating costs of: personnel, acquisition of supplies, maintenance of county extension council property, work and equipment);
- ▶ Oversee collection of any tax authorized under this section by ensuring the revenue is deposited into a special fund, and monitoring use of the funds to ensure they are used solely for extension programming in the district;
- ▶ Approve payments from the special fund in which tax revenue is deposited; and
- ▶ Work cooperatively with MU Extension to plan and facilitate extension programs and activities in the district

In order to realize tax revenue for extension district funding, the district board must submit a question to district voters to establish a property tax levy in the county that composes the district — this question may only be submitted during a general municipal election (April). Any proposed levy shall not exceed 30 cents per \$100 of assessed valuation (see Section 2 above).

Costs of submitting the question to the voters at the general municipal election (April) shall be paid as provided for in Revised Missouri Statute 115.063 (Appendix G on page 36), while the specific ballot language is provided in Revised Missouri Statute 262.598 section 6 and Appendix F (on page 32). Note that the extension district board may seek voter approval to increase its tax rate provided the extension district total tax rate does not exceed 30 cents per \$100 of assessed valuation. Sample

ballot question language for this additional tax levy question is also provided in Revised Missouri Statute 262.598 section 11 and Appendix C (on page 29).

Subsequent to the tax levy election, if a majority of voters approve the question, then the district shall impose the tax. If a majority of the election voters do not approve the tax, then no tax shall be imposed.

Assuming the question is approved, revenues collected shall be deposited in a special fund dedicated only for use by the extension district for programming purposes. Any county that collects tax revenue authorized by passage of this levy shall transfer all attributable revenue plus monthly interest for deposit into the extension district's special fund. The extension district board shall then comply with the prudent investor standard for investment fiduciaries as provided in Revised Missouri Statute 105.688.

NOTE: In any county where a **single-county extension district** has been established, and for which the previously described property tax has not been levied, the district may be dissolved in the same manner in which it was formed.

Multi-county extension district

A multi-county consolidated extension district is governed by a board consisting of at least three, but no more than five, representatives appointed by each participating county extension council. The term of office shall be two years, and representatives may be reappointed. The subsequent governing body shall elect officers who shall serve two-year terms, and establish a regular meeting schedule, which shall not be less than once every three months. In addition to acquiring the same obligations as a single-county extension district board (see section (4a)), the consolidated district board must work cooperatively with participating county extension councils and MU Extension to plan, oversee and execute extension programming and activities.

Complications can arise with consolidated districts when dealing with the associated district tax levy. The tax levy question must be put to voters in each participating county at the same general municipal election (April), and a majority of voters in each participating county must approve the question in order to impose the tax. Sample ballot question language may be found in Revised Missouri Statute 262.598 section 6 and Appendix C (on page 29). If a majority of voters in a consolidated district do not approve the question, then no tax shall be imposed. Moreover, if voters in one participating county do not approve the question, the extension council in that county may withdraw from the extension district by a majority vote of its full extension council. Upon such withdrawal, the extension district shall be made up of

the remaining participating counties and the tax shall be imposed. Please note that if the county that did not approve the question does not withdraw from the extension district, then the tax shall not be imposed on the entire district.

Assuming the tax levy question is approved in all consolidated district counties, revenue collection and disposition occurs as described in section (4a). Subsequent proposed tax levy increases are handled similarly as described in section (4a), as long as a majority of voters in each consolidated district county have approved the tax levy question.

Further complications may ensue if a county desires to withdraw from a consolidated extension district. A county may withdraw from a consolidated district at any time by filing a petition with the circuit court having jurisdiction over the district. The petition shall be signed by not fewer than 10% of the total number of voters in the most recent presidential election in the county seeking to withdraw. The petition must state that further operation of the district is contrary to the best interest of the inhabitants of the county in which the district is located and that the county seeks to withdraw from the district. The circuit court shall hear evidence on the petition. If the court finds that it is in the best interest of the inhabitants of the withdrawing county, the court shall make an order reciting the same and submit the question to the voters. The costs of submitting the question to the voters at the general municipal election (April) shall be paid as provided in Revised Missouri Statute 115.063. The question shall be submitted in substantially the following format:

Shall the County of _____ (insert name of county)
being part of _____ (insert name of district)
Extension District withdraw from the district?

The question shall be submitted at the next general municipal election (April). The election returns shall be certified to the court. If the court finds that two-thirds of those voting on the question voted in favor of withdrawing from the consolidated district, the court shall issue an order withdrawing the county from the district, which shall contain a proviso that the district shall remain intact for the sole purposes of paying all outstanding and lawful obligations and disposing of the district's property. No additional costs or obligations for the withdrawing county shall be created except as necessary. The withdrawal shall occur on the first day of the following January after the vote. If the court finds that two-thirds of those voting on the question voted against withdrawing from the district, the court shall issue an order dismissing the petition and the consolidated district shall continue to operate.

Conclusion

Forming MU Extension Districts, as provided for by Revised Missouri Statute 262.598, offers Missourians an opportunity to enhance MU Extension opportunities in all Missouri counties except the City of St. Louis.

As an example, Nodaway County presently receives \$20,000 per year from its county commission for extension programming. Based on 2017 tax assessment data, Nodaway County could realize slightly more than \$299,000 per year with a 10 cents per \$100 valuation property tax levy. Clearly, this would greatly boost county extension programming resources. For example, this would permit extending 4-H programming to all schools within Nodaway County. It would also enable MU Extension to partner with the City of Maryville in support of the Nodaway County Economic Development Office — an effort that would help broaden new county business development beyond agribusiness. This is important to county residents, given Nodaway County's overdependence on agriculture as a driving factor in residents' disposable incomes. This revenue figure would also remove any obligation from the Nodaway County Commission to appropriate any annual funds for MU Extension support. Other charitable organizations, or county law enforcement could then benefit from the freed-up extension appropriation dollars.

Counties with a smaller assessed tax base may similarly benefit by forming multi-county consolidated districts. Expanded MU Extension resources could then be applied to improve youth and family services, create or expand high technology business development capabilities, or provide resources assisting in improving regional health care (such as classes in healthy parenting for rural families).

In conclusion, extension district formation is an option — not a mandate — that can help county extension councils' efforts to bring high-quality extension programming to their communities. Some counties will be better able to fulfill this mission by combining forces; while others will realize improved capabilities through the single-county district option. In both situations, the goal of district formation is to maximize local efforts to bring University of Missouri knowledge and expertise to more Missourians.

More information can be found in MU Extension materials created by Joe Lear, regional director, MU Extension's Northwest Region.

Handouts:

- [Building a Consensus for a Tax Levy](#)
- [Creating Your Case for a Tax Levy](#)
- [Calculating the District Tax Levy](#)

PowerPoint presentation:

[MU Extension District Option: Creating a Self-sufficient Extension Council](#)

Frequently asked questions

1. What is the MU Extension district option?

In 2013, the Missouri Legislature passed a bill permitting county extension councils to establish a single-council district or a consolidated district of two or more counties. Forming an MU Extension district is an optional way for councils to organize and cooperate. Formation of a district allows the district members to seek funding through a tax levy with district voter approval.

2. Is a county council required to join or to form a district?

No, a county does not have to participate in a district. District formation is an option, not a mandate.

3. May all counties participate in the district option?

No. During the legislative process, language was added that excludes St. Louis County and the City of St. Louis. All other counties may participate in a district.

4. Whose decision is district formation?

The decision to form a district is made by the county council, if forming a single-council district. If a multi-county district is being formed, the county councils in the proposed district must all approve formation.

5. Why would a single council form a district?

Only by becoming a district can a single council, acting as the district board, pursue a tax levy to support extension operations and programs.

6. What happens to a county council's local funding and county commission extension allocations if the council forms or becomes part of a district?

If no tax is pursued and adopted, funding should remain the same as it is before the district was formed, subject to the same variations from year to year. If a tax is adopted, the

St. Louis County is not excluded by name in the law, but it is excluded because of the stipulation excluding any council located in a county with a charter form of government and with more than 950,000 inhabitants. When crafting the legislation, the legislators did not think that district formation would be beneficial for St. Louis County.

statutorily required funding by the county commission will be reduced or eliminated.

7. Will my county benefit most from forming a single-council district or joining a consolidated district?

Each county will have to evaluate the benefits and costs of forming or joining a district, which will vary from county to county, depending on local budget considerations, programming plans and council goals.

8. Can districts be formed across extension regions?

Yes, counties from different extension regions can form a district. Regional lines are for administrative purposes and will not limit a council's decision about which county or counties might make the best partners.

9. Do counties in a consolidated district have to share a border?

No, counties in a consolidated district do not have to share a border.

10. Who is responsible for the tasks that need to be accomplished in the formation of a district?

County councils are responsible for deciding whether the district option is best for their county and, if so, whether as a single-council or consolidated district. Once a district is formed, the district board is responsible for the decision to seek a tax levy.

11. How is a district board formed?

In a single-council district, the county council will be the district board. In a consolidated district, each council appoints an equal number of members to the board. The district formation documents will establish the number of representatives, which must be from three to five per council.

12. If a consolidated district is formed, will any of the county offices close?

Office operation is a local county council decision. The county councils forming the district should consider office operations during the initial discussions as they explore the most efficient and effective use of resources and program delivery.

13. Does legal paperwork have to be filed for the creation of a district?

No legal paperwork is required to be filed for the creation of a district. However, it is recommended that councils create a resolution for forming the district and share this resolution as needed. Each council that becomes part of a single-council or consolidated district should notify its county commission of the district formation.

14. Will counties get more staff members if a district is formed?

District formation will not necessarily lead to a larger county staff. MU employee allocations and assignments are not determined by the presence or absence of a district. If a tax levy is adopted, additional funds and cost-share opportunities may make hiring additional personnel possible.

15. How long does it take to form a district?

To formally form a district requires a majority vote of each participating council. A single-council district can be formed by a majority vote at a single, properly noticed county council meeting that is attended by a quorum of the full council. Formation of a consolidated district requires that each participating council vote on the districting. The vote of each council must be taken at a properly noticed meeting attended by a quorum.

16. Where can I find information about counties that have formed districts and those that have proposed tax levies?

Three counties in Missouri have formed single-county districts. Two proposed tax levies, with one passing and one failing. Information about district formation and levy elections is posted on the website, <http://extension.missouri.edu/extcouncil>.

17. When can a district tax measure appear on the ballot?

A district tax measure can only appear on the ballot during the general municipal election, which is held each April. The district board should work with the county clerk to identify the date on which to submit the measure to the vote of the people. The Missouri Secretary of State publishes the official election calendar for each year, including the dates by which ballot measures must be certified (<http://www.sos.mo.gov>).

18. Can councils form a district without pursuing a tax levy?

Yes, councils can form a district simply to increase efficiency and program delivery. Districts are not required to pursue a tax levy.

19. Who pays for the election when the tax measure is on the ballot?

The district pays for the election in which the tax measure is presented to the voters. The county clerk is the best source of information on specific costs for a ballot measure.

20. Are councils in a consolidated district required to give money to the district?

No. In a consolidated district, the district and each individual council must have a budget. The district board allocates district resources and the county council allocates its resources. A program may be supported by one or the other, or both.

21. If voters approve a tax levy, does the county commission's current funding obligation change?

Yes. When a tax levy is adopted, the county commission's statutory obligation will either be reduced or eliminated, depending on the amount collected from the tax levy. In the first year of the levy, the funding may be reduced by 33% of the amount above two times the three-year-average county commission obligation. The county commission is exempt from the funding obligation if the tax produces revenue that is twice its statutory obligation.

22. What does the district pay for?

The district and each participating council will have its own budget. Before a tax levy is adopted, the money in the district's budget comes from the participating counties to fund district programming. Payment for the election when the tax levy is on the ballot is made by the district from its county-provided funds or funds raised during the campaign. Once a tax levy is adopted, the funds from the tax will be the district's to manage.

23. How may districts spend funds generated by a tax levy?

Money generated by the tax may be used to fund extension programs, equipment and services in the district.

24. Who collects and distributes the tax-generated money for a district?

County officials in each county of the district will impose and collect the tax. The collected taxes plus interest earned must be transferred to the district monthly.

25. How should a council determine the counties to join in forming a district?

A council should communicate with counties that have similar goals for efficiencies and effectiveness of operations and programming to explore the possibility of forming a district.

26. How do we increase funding after forming a district?

Creation of a district has no impact on current funding revenues. The existence of a district may be beneficial with some existing revenue sources and an impediment to others.

A district can pursue a tax levy to increase funding, with the levy amount capped at 30 cents per \$100 of assessed value. If a district has a current levy that is below 30 cents, it may submit a request to voters to increase the levy.

27. Once a district is formed, if requests for programs come from a county not in the district, can the programs be shared?

The district board would determine whether to share programming.

28. Why would a larger, well-funded county want to form a district with a smaller, less-funded county?

Such a county may not wish to partner where there is a significant disparity in funding or the total assessed valuation between counties. However, counties of different sizes and funding levels may have goals and programming plans that match or complement each other. Councils should discuss the benefits and challenges districting presents for each county.

29. How much will districting cost the average taxpayer?

Unless a tax levy in support of the district is adopted, districting will not cost the taxpayers anything. If a tax levy is adopted, the cost will depend on the amount of the levy and the economics of an average taxpayer in the county.

30. What is the maximum tax that can be requested?

The maximum levy for support of an extension district is 30 cents per \$100 of assessed value.

31. What happens if the ballot measure for a tax levy fails?

If the proposed tax levy measure fails, the district will continue to operate without that source of revenue. The issue may be resubmitted at a later date.

32. How does a council decide what tax rate to request?

To determine at what level the levy should be set, consider the district's revenue needs and the assessed value of property in the district.

33. Can fundraising be done when a district has been formed but is not proposing to put a tax measure on the ballot?

Fundraising can always be done. The state statute that covers extension councils allows for fundraising in addition to county appropriations.

34. How does a district pay for the cost of the election for a tax measure?

The district will finance the cost of any elections seeking taxing authority from the appropriated dollars or other resources obtained by the district.

35. Can a tax levy be sought later?

Yes, a district may seek a tax levy at any time but may only submit it on the April ballot.

36. What would a campaign for a tax levy involve?

The campaign for a tax levy for the district would have two components.

1. The first would be to educate without promoting the formation for which public funds could be used.
2. The second component would be a marketing and promotional campaign aimed to persuade district residents on the benefits to the area from having a well-funded district.

37. Can council members lead the campaign for a district tax levy?

Individual council members may participate in the campaign, but they must not use any resources of the county council.

38. How can the campaign for a tax levy be funded?

Generally, a vote yes campaign may only be funded through private donations. Chapter 130 of the Revised Statutes of Missouri governs campaign finance. County councils and district boards are subject to these laws. The Missouri Ethics Commission (MEC) offers campaign finance training and tutorials online at <http://mec.mo.gov/EthicsWeb/Training.aspx>. MEC also provides a summary of the campaign

finance law and updates on changes at http://mec.mo.gov/EthicsWeb/CampaignFinance/CF_Info.aspx.

39. What happens if two counties form a district, but the tax measure only passes in one of the counties?

When a tax measure fails in one of the counties in a two-county district, that county may withdraw from the district. If the county withdraws, the tax goes into effect in the remaining county, which is now a single-council district. If the county in which the tax measure failed does not withdraw, the tax does not go into effect and the district remains as before the election.

40. How is the campaign to educate the citizens about the taxing authority option financed?

The district and county council may provide educational materials and information using public funds but must be extremely careful to refrain from promotional efforts with those funds. Private funds may also be raised and spent to educate citizens.

41. Does the council discuss districting in open or closed sessions?

The discussions must be held in open sessions to maintain compliance with the Sunshine Law.

42. What does a county do if it decides it wants to withdraw from a consolidated district?

A county that decides it wants to withdraw from a consolidated district must circulate a petition that must be signed by voters equal to 10% of the number of voters who voted in the last presidential election in that county. The circuit court confirms the validity of the petition and then conducts a hearing to determine whether withdrawal is in the best interest of the county residents. If the court determines that withdrawal is in the residents' best interest, the issue of withdrawal is submitted to the voters in the withdrawing county, with the cost of the election being paid by the petitioners or the county. Withdrawal requires approval of two-thirds of the voters. If the issue fails, the county remains part of the district.

Appendix A:

Sample single-county district bylaws

BYLAWS _____ MU EXTENSION DISTRICT

As a governing body politic: per Section 262.598, Revised
Statutes of Missouri
Approved DD/MM/YYYY

Article I: Name

The name of the group shall be “_____ MU Extension District.”

Article II: Purpose

The purpose of the _____ MU Extension District is to provide, under chapter 262.598, educational programs for the district through:

1. Serving as the district’s governing body.
2. Reviewing the activities and annual budgets of each participating council:
 - a. Preparing an annual financial budget covering the district share of the cost of carrying on the extension services contemplated by Sections 262.550 to 262.620, which shall be filed with the county or counties.
 - b. Working with each council on the budget and needed funds to provide high-impact programming, and supporting employees of the district and MU Extension.
 - c. Finding the best possible solutions to increase the district operation’s effectiveness and efficiencies.
3. Determining, by September first of each year, the tax rate necessary to generate sufficient revenue to fund extension programming in the district, which includes annual funding for each participating council for the costs of personnel and the acquisition, supply and maintenance of each council’s property, work and equipment.
4. Overseeing the collection of any tax authorized under this section by ensuring the revenue is deposited into a special

fund and by monitoring use of the funds to ensure that they are used solely for extension programming in the district.

5. Approving payments from the special fund in which the tax revenue is deposited.
6. Working cooperatively with each participating council to plan and facilitate the programs, equipment and activities in the district.
7. Making recommendations on topics and issues related to county concerns.
8. Promoting and supporting multicounty planning and programming (when appropriate).
9. Fostering the University of Missouri Extension, University of Missouri Extension State Council and University of Missouri Extension County Council partnership.
10. Creating a _____ MU Extension District Operational Plan for dealing with multiple governing bodies and the revenues for the district that considers the member county councils' business plans.

Article III: Membership

1. The _____ MU Extension District shall be a single-council district, and all elected and appointed county extension council members will also serve as district board members. — OR — The _____ MU Extension District shall be a consolidated district comprising _____, _____ and _____ counties, and the district board will consist of _____ (____) members, appointed equally by each member county.
2. (Only in the case of a consolidated district) Appointees to the _____ MU Extension District will serve a two-year term and be appointed biennially by the member county councils.

Article IV: Term of Office

1. A term of office shall begin in April and be for two years; however, a member may remain in office until a replacement is elected. Members may be reappointed. The governing body shall elect officers, who shall serve as officers for two years, and establish a regular meeting schedule, which shall not be less than once every three months.

Article V: Vacancies

1. If a seat becomes vacant before the end of the normal term of office, the county concerned will be asked to fill the vacancy by appointment. The appointee shall fill the remainder of the unexpired term.
2. A seat will be considered vacant if a county appointee is no longer a resident of the electing county or misses more than two consecutive meetings and the board is not advised of extenuating circumstances.

Article VI: Officers

1. A slate of officers consisting of chair, vice-chair and secretary shall be elected for a two year term at the regular April meeting by a simple majority vote of the members present. To facilitate the election, the chair shall appoint a nominating committee at the regular January meeting to poll the members and prepare a proposed slate of officers for presentation at the April meeting. Nominations from the floor during the election will also be called for.
2. No more than one officer may be from one county.
3. A quorum shall be defined as one more than half of the members of the MU Extension district board being present.
4. Any officer may be removed by the majority vote of the MU Extension district board at any regular or special meeting following a written notice to the officer in question. Written notice must be at least fifteen (15) days before the meeting. A written response from the officer in question must be received at least five (5) days before the meeting if a MU Extension district board hearing is being requested.
5. If an officer position becomes vacant before the normal term expiration, that position shall be filled by election at the next meeting with the exception of the chair position. If the chair position becomes vacant, the vice-chair shall succeed to chair and the vice-chair vacancy shall then be filled by election.

Article VII: Duties of Officers

Chair:

- ▶ Set the agenda for each meeting with consult of member county CPDs
- ▶ Call meetings to order

- ▶ Assign individual members responsibilities
- ▶ Appoint committees as needed
- ▶ Other duties as deemed necessary and approved by district board

Vice-chair:

- ▶ Perform duties and hold powers of chair during absence of chair
- ▶ Other duties as deemed necessary by chair

Secretary:

- ▶ Record, or cause to be recorded, all minutes of regular or special meetings
- ▶ Record, or cause to be recorded, all votes
- ▶ Maintain any necessary correspondence
- ▶ Distribute recordings of proceedings to each district board member, county council member and regional director

Treasurer:

- ▶ Prepare an annual financial budget covering the district share of the cost of carrying on the extension services contemplated by Sections 262.550 to 262.620 which shall be filed with each county council on or before January first to be approved by the district board. No moneys shall be spent till the annual budget is approved.

Bond of treasurer — action for breach, by whom brought.

1. The treasurer of the district within ten (10) days after being elected as treasurer and before entering upon the duties of the office shall execute to the council a corporate surety bond of not less than one hundred twenty-five (125) percent of the estimated amount that will be in his or her hands as treasurer at any one time. All such bonds shall be conditioned on the treasurer's faithful discharge of the duties of the office. The amount and sufficiency of all bonds shall be determined by the district board, and upon that approval endorsed on the bond, the bond shall be filed with the county clerks of each member county, who shall notify the chairman of the district board and the county treasurer of the approval and filing. The cost of such bond shall be paid by the district.
2. In the event of the breach of any condition thereof, the chair of the district board shall — and if the chair does not, any member of the council may — cause a suit to be commenced thereon in his or her own name for the benefit of the council, in which suit it shall not be necessary to include the treasurer as a party and the money collected

shall be applied to the use of the council, as the same should have been applied by the treasurer.

Deposits of funds — how disbursed — records — report and settlement of treasurer.

1. All moneys received by the treasurer for the district shall be deposited by the treasurer in a bank or trust company designated by the district and authorized to receive public deposits.
2. The treasurer shall pay out, on the warrant of the secretary of the council, or by a combination warrant check, signed by the chairman of the district board and treasurer of the council, all moneys which come to his or her hands for the use of the district, and the treasurer shall not pay any sum from the funds of the district in any other manner.
3. The treasurer shall keep a book in which he or she shall enter all the moneys he or she receives and disburses, specifying the person from whom received and to whom paid, and the object for which same has been paid out.
4. The treasurer shall present to the district at each meeting of the district board a written report containing a statement of all moneys he or she received from the county treasurer and from any other source since the last meeting of the district, and of the disbursements he or she made with the items of such disbursements, and exhibit the warrants or checks or combination warrants and checks therefore, which report shall be recorded by the secretary of the district; and at the close of his or her term of office shall settle with the district board; and shall hand over to his or her successor the books and all other records and papers coming into his or her hands as treasurer, together with all moneys remaining in his or her hands as such treasurer.

Article VIII: Meetings

1. _____ MU Extension District Board will meet minimum of four (4) times per year and other times as needed.
2. The executive committee is responsible for setting dates and locations for the meetings.
3. The executive committee is responsible for setting both regular and special meeting agendas in order to carry out the stated purposes as specified in Article II (1-10).

4. Meeting notice will be mailed or emailed to each district board member and each county program director for posting. All meetings are subject to the Sunshine Law and open to the public.
5. Issues requiring vote shall be decided by a simple majority vote of a quorum. A quorum to conduct district business is half of the members plus one.
6. All meeting shall be conducted in a manner to ensure open and honest discussions and apply rules that follow Robert Rules of Order.

Article IX: Financial Responsibility

1. _____ MU Extension District Board will adhere to sound practices for management of public funds according to the laws of Missouri.
2. _____ MU Extension District Board will be responsible for conducting an audit biennially and publishing it in the local newspaper.

Article X: Amendments

Amendments and additions to these bylaws may be made as follows:

1. A written notice of the proposed change or addition must be sent to each member and member county extension council at least fifteen (15) days before a regularly scheduled meeting.
2. Proposed changes or additions must be approved by a simple majority of members present at a regularly scheduled meeting.

Appendix B:

Sample resolution language for single-county extension district formation

**RESOLUTION AUTHORIZING CREATION OF THE _____
COUNTY EXTENSION DISTRICT**

WHEREAS, Missouri Revised Statutes §262.598 authorizes county extension councils, other than those in a county with a charter form of government and more than nine hundred fifty thousand (950,000) inhabitants, to form single-county and multi-county consolidated council extension districts for the purpose of funding extension programming; and

WHEREAS, the _____ County Extension Council desires to form a single-council extension district for _____ County in accordance with Missouri Revised Statutes §262.598; and

WHEREAS, the _____ County Extension Council shall serve as the governing body for such extension district; and

WHEREAS, the governing body shall have all the powers and duties as described in Missouri Revised Statutes §§262.550 to 262.620 and those additional powers and duties as specifically delineated under Missouri Revised Statutes §262.598(5); and

NOW THEREFORE BE IT RESOLVED that the _____ County Extension Council, by a majority vote of the full council, hereby creates the _____ County Extension District.

- _____ YEA
- _____ NAY
- _____ Absent

Appendix C:

Sample resolution language for multi-county extension district formation

RESOLUTION AUTHORIZING CREATION OF THE _____ MULTI-COUNTY EXTENSION DISTRICT

WHEREAS, Missouri Revised Statutes §262.598 authorizes county extension councils, other than those in a county with a charter form of government and more than nine hundred fifty thousand (950,000) inhabitants, to form single county and multi-county consolidated council extension districts for the purpose of funding extension programming; and

WHEREAS, the _____, _____, and _____ County Extension Councils desire to form a multi-council extension district for _____, _____, and _____ Counties in accordance with Missouri Revised Statutes §262.598; and

WHEREAS, the County Extension Councils of _____, _____, and _____ Counties shall appoint no fewer than three (3) but not more than five (5) representatives of each county council, said representatives to comprise the governing body for the multi-county extension district; and

WHEREAS, the governing body shall have all the powers and duties as described in Missouri Revised Statutes §§262.550 to 262.620 and Missouri Revised Statutes §262.598; and

NOW THEREFORE BE IT RESOLVED that the _____ County Extension Council, by a majority vote of the full council, hereby agrees to be made a participating council of the _____ Multi-County Extension District.

- _____ YEA
- _____ NAY
- _____ Absent

Appendix D:

Single-county district property tax levy language

Refer to Section 6 of the Missouri State Statute 262.598 (page 33).

“The governing body of a district may submit a question to the voters of the district to institute a property tax levy in the county or counties that compose the district. Questions may be submitted to the voters of the district at any general municipal election. Any such proposed tax shall not exceed thirty cents per one hundred dollars of assessed valuation. The costs of submitting the question to the voters at the general municipal election shall be paid as provided in section 115.063 (Appendix G on page 36). Such question shall be submitted in substantially the following form:”

Shall the Extension District in _____ County (insert name of county) be authorized to levy an annual tax of _____ (insert amount not to exceed thirty) cents per one hundred dollars of assessed valuation for the purpose of funding the University of Missouri Extension District programs, equipment, and services in the district?

Appendix E:

Multiple-county consolidated district property tax levy language

Refer to Section 11 of the Missouri State Statute 262.598 (page 35).

“The governing body of any district may seek voter approval to increase its current tax rate authorized under this section, provided such increase shall not cause the total tax to exceed thirty cents per one hundred dollars of assessed valuation. To propose such an increase, the governing body shall submit the question to the voters at the general municipal election in the county in which the district is located. The costs of submitting the question to the voters at the general municipal election shall be paid as provided in section 115.063 (Appendix G on page 36). The question shall be submitted in substantially the following form:”

Shall the Extension District in _____ (insert name of county or counties) be authorized to increase the tax rate from _____ (insert current amount of tax) cents to _____ (insert proposed amount of tax not to exceed thirty) cents per one hundred dollars of assessed valuation for the purpose of funding the University of Missouri Extension District programs, equipment, and services in the district?

Appendix F:

Missouri State Statute 262.598

*262.598. Extension districts authorized — powers and duties — tax authorized, ballot language — withdrawal, ballot language — increase in tax, ballot language.

1. As used in this section, the following terms shall mean:
 - (1) “Consolidated district”, a district formed jointly by two or more councils;
 - (2) “Council”, a University of Missouri extension council authorized under section 262.563;
 - (3) “District” or “extension district”, a political subdivision formed by one or more councils;
 - (4) “Governing body”, the group of individuals who govern a district;
 - (5) “Single-council district”, a district formed by one council.
2. University of Missouri extension councils, except for any council located in a county with a charter form of government and with more than nine hundred fifty thousand inhabitants, are hereby authorized to form extension districts made up of cooperating counties for the purpose of funding extension programming. An extension district may be a single-council district or a consolidated district. A single-council district shall be formed upon a majority vote of the full council. A consolidated district shall be formed upon a majority vote of each participating council.
3. In a single-council district, the council shall serve as the district’s governing body. In addition to any other powers and duties granted to the council under sections 262.550 to 262.620, the council shall also have the powers and duties provided under subsection 5 of this section.
4. In a consolidated district, the governing body of the district shall consist of at least three, but no more than five, representatives appointed by each participating council. The term of office shall be two years. Representatives may be reappointed. The governing body shall elect officers, who shall serve as officers for two years, and establish a regular meeting schedule which shall not be less than once every three months.
5. The governing body of a district shall have the following powers and duties:

- (1) Review the activities and annual budgets of each participating council;
 - (2) Determine, by September first of each year, the tax rate necessary to generate sufficient revenue to fund the extension programming in the district, which includes annual funding for each participating council for the costs of personnel and the acquisition, supply, and maintenance of each council's property, work, and equipment;
 - (3) Oversee the collection of any tax authorized under this section by ensuring the revenue is deposited into a special fund and monitoring the use of the funds to ensure they are used solely for extension programming in the district;
 - (4) Approve payments from the special fund in which the tax revenue is deposited; and
 - (5) Work cooperatively with each participating council to plan and facilitate the programs, equipment, and activities in the district.
6. The governing body of a district may submit a question to the voters of the district to institute a property tax levy in the county or counties that compose the district. Questions may be submitted to the voters of the district at any general municipal election. Any such proposed tax shall not exceed thirty cents per one hundred dollars of assessed valuation. The costs of submitting the question to the voters at the general municipal election shall be paid as provided in section 115.063. Such question shall be submitted in substantially the following form:

Shall the Extension District in _____ County (insert name of county) be authorized to levy an annual tax of _____ (insert amount not to exceed thirty) cents per one hundred dollars of assessed valuation for the purpose of funding the University of Missouri Extension District programs, equipment, and services in the district?

In a single-council district, if a majority of the voters in the county approve the question, then the district shall impose the tax. If a majority of the voters in a single-council district do not approve the question, then no tax shall be imposed. In a consolidated district, if a majority of voters in each county in the district approve the question, then the district shall impose the tax. If a majority of the voters in a consolidated district do not approve the question, then no tax shall be imposed in any county of the district. In a consolidated district, if a

Per Missouri election law, section 115.121.3, a general municipal election is authorized in April; the August and November elections are not general municipal elections. The district should work with the county clerk if it plans to take the issue to the vote of the people. The extension district will pay for the cost of the election.

majority of voters in a county do not approve the question, the council in the county that did not approve the question may withdraw from the district. Upon such withdrawal, the district shall be made up of the remaining counties and the tax shall be imposed in those counties. However, if the county that did not approve the question does not withdraw from the district, the tax shall not be imposed. Revenues collected from the imposition of a tax authorized under this section shall be deposited into a special fund dedicated only for use by the local district for programming purposes.

7. The county commission of any county in which the tax authorized under this section is levied and collected:
 - (1) Shall be exempt from the funding requirements under section 262.597 if revenue derived from the tax authorized under this section is in excess of an amount equal to two hundred percent of the average funding received under section 262.597 for the immediately preceding three years; or
 - (2) May reduce the current year's funding amount under section 262.597 by thirty-three percent of the amount of tax revenues derived from the tax authorized under this section which exceed the average amount of funding received under section 262.597 for the immediately preceding three years.
8. Any county that collects tax revenues authorized under this section shall transfer all attributable revenue plus monthly interest for deposit into the district's special fund. The governing body of the district shall comply with the prudent investor standard for investment fiduciaries as provided in section 105.688.
9. In any county in which a single-council district is established, and for which a tax has not been levied, the district may be dissolved in the same manner in which it was formed.
10. A county may withdraw from a consolidated district at any time by the filing of a petition with the circuit court having jurisdiction over the district. The petition shall be signed by not fewer than ten percent of those who voted in the most recent presidential election in the county seeking to withdraw that is part of a consolidated district stating that further operation of the district is contrary to the best interest of the inhabitants of the county in which the district is located and that the county seeks to withdraw from the district. The circuit court shall hear evidence on the petition. If the court finds that it is in the best interest of the inhabitants of the county in which the district is located for the county to withdraw from the district, the court

The statutory requirement of county support for local extension programming is eliminated if the new tax is adopted and produces twice the average funding of the most recent three years. The county may reduce its current-year funding by 33 percent of the amount that the new tax revenue exceeds the average funding for the most recent three years.

shall make an order reciting the same and submit the question to the voters. The costs of submitting the question to the voters at the general municipal election shall be paid as provided in section 115.063. The question shall be submitted in substantially the following format:

Shall the County of _____ (insert name of county) being part of _____ (insert name of district) Extension District withdraw from the district?

The question shall be submitted at the next general municipal election date. The election returns shall be certified to the court. If the court finds that two-thirds of the voters voting on the question voted in favor of withdrawing from the district, the court shall issue an order withdrawing the county from the district, which shall contain a proviso that the district shall remain intact for the sole purposes of paying all outstanding and lawful obligations and disposing of the district's property. No additional costs or obligations for the withdrawing county shall be created except as necessary. The withdrawal shall occur on the first day of the following January after the vote. If the court finds that two-thirds of the voters voting on the question shall not have voted favorably on the question to withdraw from the district, the court shall issue an order dismissing the petition and the district shall continue to operate.

11. The governing body of any district may seek voter approval to increase its current tax rate authorized under this section, provided such increase shall not cause the total tax to exceed thirty cents per one hundred dollars of assessed valuation. To propose such an increase, the governing body shall submit the question to the voters at the general municipal election in the county in which the district is located. The costs of submitting the question to the voters at the general municipal election shall be paid as provided in section 115.063 (Appendix G on page 36). The question shall be submitted in substantially the following form:

Shall the Extension District in _____ (insert name of county or counties) be authorized to increase the tax rate from _____ (insert current amount of tax) cents to _____ (insert proposed amount of tax not to exceed thirty) cents per one hundred dollars of assessed valuation for the purpose of funding the University of Missouri Extension District programs, equipment, and services in the district?

A district may request an increase in an existing tax levy by submitting the proposed increase to a vote of the people in the district. The issue must be passed by the majority of those voting in the district, but it does not require approval within each county in a consolidated district. The increase is imposed in all the counties if approved and in none of the counties if not approved.

In a single-council district, if a majority of the voters in the county approve the question, then the district shall impose the tax. If a majority of the voters in a single-council district do not approve the question, then the tax shall not be imposed. In a consolidated district, if a majority of voters in the district approve the question, then the district shall impose the new tax rate. If a majority of the voters in a consolidated district do not approve the question, then the tax shall not be imposed in any county of the district. Revenues collected from the imposition of the tax authorized under this section shall be deposited into the special fund dedicated only for use by the district.

Appendix G:

Missouri State Statute 115.063

115.063. Political subdivision or special district, cost of elections — state to share proportionately, when:

1. When any question or candidate is submitted to a vote by any political subdivision or special district and no other question or candidate is submitted at the same election, all costs of the election shall be paid from the general revenue of the political subdivision or special district submitting a question or candidate at the election.
2. All costs of elections involving a statewide candidate or statewide issue and all costs of elections involving candidates for state senator or state representative shall be paid by the state, except that if a political subdivision or special district holds an election on the same day, the costs shall be shared proportionately by the state and the political subdivisions and special districts affected in the manner provided in section 115.065.
3. When a proposed political subdivision submits a petition requesting an election as part of the formation thereof, the petitioners shall submit together with the petition sufficient security to pay all costs of the election. If such proposition is successful, the political subdivision thereby created shall reimburse those persons advancing funds to pay the costs of the election.