

**MINUTES**

**MONTANA HOUSE OF REPRESENTATIVES  
53rd LEGISLATURE - REGULAR SESSION**

**COMMITTEE ON APPROPRIATIONS**

**Call to Order:** By TOM ZOOK, on January 25, 1993, at 3:00 P.M.

**ROLL CALL**

**Members Present:**

Rep. Tom Zook, Chair (R)  
Rep. Francis Bardanouve (D)  
Rep. Ernest Bergsagel (R)  
Rep. John Cobb (R)  
Rep. Roger DeBruycker (R)  
Rep. Marj Fisher (R)  
Rep. John Johnson (D)  
Rep. Royal Johnson (R)  
Rep. Mike Kadas (D)  
Rep. Betty Lou Kasten (R)  
Rep. Linda Nelson (D)  
Rep. Ray Peck (D)  
Rep. Mary Lou Peterson (R)  
Rep. Dave Wanzenried (D)  
Rep. Bill Wiseman (R)

**Members Excused:**

Rep. Ed Grady  
Rep. Wm. "Red" Menahan  
Rep. Joe Quilici

**Members Absent:** None

**Staff Present:** Terry Cohea, Legislative Fiscal Analyst  
Mary Lou Schmitz, Committee Secretary

**Please Note:** These are summary minutes. Testimony and discussion are paraphrased and condensed.

**Committee Business Summary:**

Hearing: HB 95, HB 112, HB 111  
Executive Action: None

**HEARING ON HB 95**

**An act creating the Montana Budget Stabilization Account;  
Allocating certain funds to the Account; Providing direction for  
and limits on using funds in the Account.**

**Opening Statement by Sponsor:** REP. JODY BIRD, HD 52, Superior  
presented written testimony EXHIBIT 1.

Proponents' Testimony: None

Opponents' Testimony: None

Questions From Committee Members and Responses: CHAIRMAN ZOOK asked what the target amount is for this fund, the Stabilization Account. Teresa Cohea, Legislative Fiscal Analyst spoke from the Fiscal Note and, as she understands, the Bill as introduced would have an amount that was put in the first biennium and thereafter it would be up to the legislature to decide whether to put money in or not. The amendments would change that and it would be a specific amount. As the Bill is introduced, it would have had at least \$9.3 million placed in the account and an upper limit of \$23.2 million. CHAIRMAN ZOOK asked if there would still be an ending fund balance. Ms. Cohea said obviously that is up to the legislature but the idea of the Bill is to have this in addition to the ending fund balance, so should revenue prove less than anticipated, this would be available to forestall the need for a special session.

REP. ROYAL JOHNSON stated he does not see a lot of extra funds for the next biennium and many agencies are being asked to cut budgets. Taxes will have to be raised as well. He agrees with the concept but personally feels reluctant to spend any money in this Bill when money is being taken away from needed services. REP. BIRD said that is why she made the comment that money is in short supply, and if somehow there is extra revenue, would hope the Committee consider this.

REP. BARDANOUE asked Dave Lewis, Budget Director, if the Committee enacts this Bill into law could it be put on the books, even though there is not enough money. Mr. Lewis said REP. BARDANOUE is referring to a "trigger" mechanism. If the Committee amended into the Bill, that if the ending fund balance reached \$50 million at the end of any particular fiscal year, the Bill would be in affect for the subsequent fiscal year, that would be an option, but the "trigger" would have to be set high enough. The fiscal note takes a percentage of the revenues and deposits.

REP. BERGSAGEL asked to go on record as a proponent and has a Bill very similar to this, and has some language to put into this to make it work.

Closing by Sponsor: REP. BIRD closed.

CHAIRMAN ZOOK CLOSED THE HEARING ON HB 95

#### HEARING ON HB 112

An Act providing that a vested member of the Teachers' Retirement System may, without cost, receive creditable service for active duty military service during the Korean conflict.

Opening Statement by Sponsor: REP. BOB REAM, HD 54, Missoula

County said this Bill was heard in State Administration and was put on the consent calendar, pulled off, on second reading in the House, and then was rereferred to this Committee. He referred to Page 1, Line 17 and 18 which gives credit under Teachers' Retirement System (TRS) to persons who served in the Korean conflict between June 1, 1950 and January 31, 1955. The Bill was brought in because of a question of equity. According to the fiscal note the TRS went through all of their records of members and found there were 89 current members who were between the ages of 18 and 26 during that time window. That assumption appears in #4 of the fiscal note (If all 89 members received 3 years of additional service, the System's present value of benefits would increase by approximately \$1.4 million and the unfunded actuarial liability amortization period as of July 1, 1992 would increase from 34.9 years to 35.0 years). It is assuming that all 89 were in active duty during that time interval for at least 3 years. He referred to assumption #6 of the fiscal note which states 6% of the people on the average in TRS served in state institutions, OPI, School for the Deaf and Blind, etc. The assumption is that 6% of the 89, or 5 members, served in those state institutions. If that assumption is true then the general fund impact would be \$3,400 for FY 94 and \$3,600 in FY 95. There may be none of those 5 individuals in the state institutions. At any rate, the general fund impact is less than the \$3,400 or \$3,600 as it shows.

**Proponents' Testimony:** Eric Feaver, MEA supports HB 112, even based on the worst case scenario, or all 89. There is a matter of equity and what the Bill would purport to give to Korean veterans he thinks is fair.

**Opponents' Testimony:** None

**Questions From Committee Members and Responses:** REP. WISEMAN said he wondered why they hadn't heard from the Korean Veterans before this and questions if there are any. REP. REAM said there is at least one, the individual who asked him to carry this Bill.

REP. KASTEN said last Session in State Administration, several different components, (Sheriffs, Highway Patrolmen, others) asked for similar legislation and at that time the legislature asked if they would buy into benefits, therefore, not having any money taken from the system or additional money that the employer had to put in but they would merely buy in for their years. Has that been looked at? REP. REAM said they can currently do that and referred to Title #2 under the Assumptions: Those who have purchased creditable service for active duty may apply for a refund. Title #3 states there will be no increase in employee or employer contributions, they would instead adjust the actuarial tables.

REP. DeBRUYCKER said the general fund impact is \$3,400 in FY 94 and \$3,600 in FY 95 for the full 89 eligible members, but the local school districts would be responsible for \$54,000 and \$57,000. Is this amount figured on all 89? REP. REAM said yes.

That would decrease equally with the state if there are only 1 or 2.

REP. BARDANOUVE said he was not quite clear on the statement "anybody that has paid in can recover their contributions". REP. REAM said if you were on active duty but not during that window you can get credited with time but you have to buy into the system by paying the employer as well as the employee's share of the contribution. REP. BARDANOUVE asked how to get the contribution back to recover your money. REP. REAM said if you had bought into the system for that time you would get the money back. With this Bill, you do not have to buy it as they are getting full credit for their time.

REP. ROYAL JOHNSON asked if the money is to be returned in the Fiscal Note too? REP. REAM said no but referred the question to Ms. Cohea. She said the funds to repay the individual would come out of TRS so to that extent would impact the TRS fund but would not impact the general fund or local school districts.

REP. BARDANOUVE said if we repay, does that calculate in the payment recovery of contributions and is that included in the \$1.4 million cost? Dave Lewis said the TRS present value of benefits will increase by approximately \$1.4 million. If you gave that much service to each of those 89 people, the present value of the pension benefit obligation would increase by this amount.

REP. KADAS said the 89 people is the total pool. Some of those people are not going to take advantage of this. There may have been some of those people who already bought out some of their years and the question is, do those people who potentially already bought out their years, included in the 89 or would they be in addition to the 89? Mr. Lewis said the assumption was that if all 89 received three years' additional service, none of them have bought it yet. It would be a total increase cost. REP. KADAS said if there were people who had bought it, they would be included in the total pool of 89. Mr. Lewis said that is correct.

REP. PETERSON said there are a number of people who have purchased their military time to add to their retirement time so there are probably a lot of people that will affect this if they so choose to ask for that refund.

Closing by Sponsor: REP. REAM said on that issue, if somebody had purchased time it really doesn't matter. If they served during that window, their portion will be paid whether they have bought into it or not. If they have bought into it, it is refunded. If they have not bought into it, the state will buy into it for them. There is no way of knowing the fiscal impact. His guess is it is far less than shown.

CHAIRMAN ZOOK CLOSED THE HEARING ON HB 112.

HEARING ON HB 111

An Act eliminating the requirement that the Governor approve applications for federal assistance program funds prior to submission to federal authorities.

Opening Statement by Sponsor: REP. SIMPKINS, HD 39, Great Falls referred to EXHIBIT 1 and the stricken portions in the Bill which reads, even though the Governor is supposed to sign this paper it does not authorize appropriation or spending of the money. It is a needless step. This Bill eliminates the Office of the Governor, let the Departments determine their grant process, keep in place Line 19, "financing for new or expanded programs from federal assistance program sources may be made available only by approved budget amendment." Section 2 "Repealer" that repeals this law that says the Governor must approve but has no authority for spending. This is supported by the Governor's office, Scott Seacat, Legislator Auditor and their recommendation is to eliminate this procedure.

Proponents' Testimony: None

Opponents' Testimony: None

Questions From Committee Members and Responses: None

Closing by Sponsor: REP. SIMPKINS closed.

CHAIRMAN ZOOK CLOSED THE HEARING ON HB 111.

CHAIRMAN ZOOK said when the Appropriations Committee had the joint meetings with the Senate Finance and Claims there were some items left unfinished because of time limits. Some of those were the definition of the line item, the budget modifications, definition of program or portfolio appropriations. From the OBPP and LFA offices' point of view, some decisions need to be made.

Ms. Cohea said as the subcommittee work is finished and computerized, that drives how HB 2, General Appropriation Act, eventually looks. The LFA need some direction from the Committee to do that work. Their computer system is set up now for every program, for every agency, that has a line in the Bill. Then every modification that is approved has a separate line below that. If there are things you "line-itemed", like "audit costs" that comes up on a separate line. Two significances of that: 1) under Montana's Constitution any item in the Appropriation Act can be vetoed by the Governor. If anything is listed, either in the program line or separate line, it is subject to veto. 2) which items must be maintained separately in Appropriations after the legislature leaves and which can be rolled together. The Budget Office puts the two together and the agency can spend within those. How the Bill was done last time, was, anything below the program line had the words "line item" after it. The assumption the legislature had was those would not be combined. Every one would have a separate appropriation. The Budget Office

had difficulty with that because, in some cases, SRS would be a good example, the large part of the benefits were up in the program line but additional benefits were down below so they had to set up two appropriations and track them. In some cases, for ease, the Budget Office actually rolled those together. Some legislators who were tracking a particular item had been concerned those were rolled together. **Ms. Cohea** met with the Budget Office and talked about ways that would more clearly achieve what the legislature wants. That appears in **EXHIBIT 1, JOINT MEETING**. If you wanted to restrict an item, so it could not be rolled up into anything else, and money could not be transferred out of it, one approach would be to have the word "restricted" right after the line and then in the boilerplate put general language that would apply to all agencies defining what "restricted" means. If you had nothing after it, like the last example "Travel", that would mean it would appear in the Bill as a separate line but after the Session you would be giving the Budget Office permission to roll that into an appropriation they and the agency felt was appropriate.

Another area is a biennial appropriation, meaning to put the entire amount of money in the first year of the biennium, but then it can be expended in the second year. "Audits" are the classic example because it is unknown when they will occur. Right now a line is needed in the Bill that says Item 2, see above, is a Biennial Appropriation. A lot of paper work would be saved and it would make it easier for amendments if they just had after the appropriation an indication that it is biennial.

**REP. KADAS** said if they did say the amendment is restricted as they go through the Budget Bill, then in the Budget Bill it would appear as a separate line but, after the Session, it would be rolled up. **Ms. Cohea** said if the Budget Office could roll it up. Under current law, the Budget Office has the authority to set up the appropriations to implement all appropriations. If the Committee adopts this approach you may want the LFA to work with the Budget Office to come up language in the boiler plate specifically outlining how each of these would be treated. One of the difficulties is currently there is no statutory definition of line item and nothing that specifically says the Budget Office can or cannot roll it up. It has always been an area of some confusion.

**CHAIRMAN ZOOK** said apparently it is satisfactory with the Committee that the LFA get together with the Budget Office and use this approach. **Ms. Cohea** said every budget modification that's approved will be a separate line. It won't have "restricted" unless the subcommittee directs the LFA.

**REP. KADAS** asked if a budget mod needs to be a separate mod or could it be pulled in within it's own amount if that was part of the motion. **Ms. Cohea** said if the subcommittee directed the LFA to do that, they certainly could. There is no statutory reason

why the LFA shows budget mods separately, it has been the practice and **Ms. Cohea** wanted to check with the Committee to see if the LFA should continue that practice. If the subcommittee says this is a budget modification, but we want it in the program line, staff can do that.

**REP. PECK** asked if **Ms. Cohea** sees this influencing the matter of establishing the base in the next Session. **Ms. Cohea** said not necessarily. Historically, if something is in the General Appropriation Act and it is of an ongoing nature that becomes part of the base. Some subcommittees have had language actually placed in the Bill saying "this budget modification may not be considered part of the current level base". That is the exception. The LFA needs specific direction not to include it in the base. Whether it's showing as a separate line, restricted or nonrestricted, it does not affect whether it's part of the current level for the next biennium.

**REP. PECK** said there has been some disagreement between the LFA and the Budget Office (for example, salary increase after the legislature adjourns). The Budget Office shows it in the base and the LFA takes it out. Is this going to create any further question or problem relative to the base. **Ms. Cohea** said in that example it is one of the judgement calls that analysts have to make. Their theory is if you did not fund a pay increase, it is not part of the base just because an agency used operating to pay people more money.

**REP. MENAHAN** asked if the supplementals will be affected. **Ms. Cohea** said no.

**CHAIRMAN ZOOK** asked **Jane Hamman**, Budget Office to explain to the Committee "portfolio appropriations". **Ms. Hamman** said the above examples would relate and **Ms. Cohea** mentioned some of the problems after the last Session in putting appropriations together based on HB 2. For example, in the Crime Control Division, Item 1E for drug education was pass-through grants and Item 1M was drug education pass-through grants. They were both going to be continuing. What they would have done if they had had the portfolio appropriations rather than this language with line item after, was to have talked with the Agency to find out if there was a specific reason for the separate appropriations on the above items. The portfolio appropriations is an opportunity to not create separate appropriations because it is all serving the same purpose. It is easier for her office and the agencies to manage and will result in sending less paperwork to the LFA. The decision the Committee just made by consensus really addresses this same issue because the Budget Office would not automatically put "line-itemed" after every line in the Bill.

**REP. PECK** asked if this is basically the same request the Budget Office made two years ago. **Ms. Hamman** said there are some similarities. Her office did not use the term "portfolio

appropriations" before.

**REP. MENAHAN** said if there are separate programs for eastern Montana and western Montana or various counties and the programs are placed together how could they be tracked? **Ms. Hamman** said if there is some specific intent that it should be an eastern Montana appropriation and a western Montana appropriation, her office would do that. What most agencies do is, in addition to the program, on SBAS there are separate responsibility centers. There might be one for each county. The detail is usually there and the Budget Office can pull it out. They do this when they are developing current level base and budget.

In answer to a question from **REP. KADAS** concerning direction on boilerplate or what will be proposed, **Ms. Cohea** said from the LFA's point of view the decision the Committee made on restricted biennials is what the LFA office needs to start coding. The issue of biennial or portfolio appropriations is one that normally would be considered as part of the boilerplate because it is an amendment, a change in the boilerplate proposed by the Budget Office. However, if it is something that will be considered, the subcommittees would need to be the ones who are making the decision of what they do want rolled together. There would be some point in discussing it now so subcommittees could be looking at. It would go beyond, simply allowing budget mods to be rolled up into the program line. It would actually allow all the program appropriations for an agency to be collapsed into a single one, if the Budget Office and the agency felt that was appropriate. It is a significant change in policy the Committee has had in the past.

**REP. KADAS** said, to follow up, currently they have lines for operating, personal services and equipment and those lines are restricted by 5% or 10% can be transferred in or out. **Ms. Hamman** said in legislative intent in the narrative, he is correct. In HB 2, there is a program line that would roll up personal services, operating and equipment, and then underneath would be the audit, then a modification. **REP. KADAS** said with the portfolio appropriation the Budget Office would be allowed, at its' discretion, to combine personal services, operating and equipment in a lump and allow agency the discretion to use those as they wish. **Ms. Hamman** said currently personal services, operating and equipment are combined in a single appropriation. What the Budget Office does is to create a budget that ties that back to the narrative that was developed from the subcommittee. What her office is proposing to do is say, if there is a modification for travel or if there is another program that has no restrictions and no biennial appropriations, do one general fund appropriation for all two or three of those. This proposal is in Section IV of the introduced version of HB 2. It simply says "unless separate appropriation management is specifically required by this act for an appropriation, the approving authority may combine spending authority with the same fund type for management purposes, and need not manage the appropriation



separately. The approving authority shall consult with agencies to determine how to manage and account for spending authority. An appropriation must be separately accounted for if it is a biennial appropriation or if it is designated either as one time or otherwise."

**CHAIRMAN ZOOK** said the decision has been made since it's in the Bill unless specifically amended and changed.

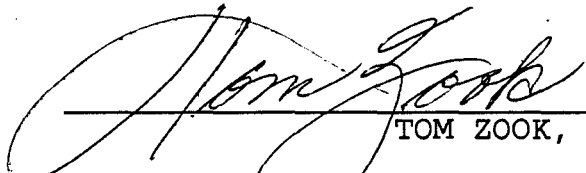
**REP. MENAHAN** said HB 2 is new and not anything but a proposed Bill at this time.

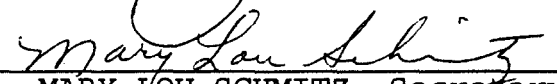
**REP. KADAS** said the bottom line is the Committee is giving up a significant amount of control they currently have for these budgets. He feels he is not ready to commit to it at this point.

**REP. MENAHAN** said he understands the intent is to get around the authority to have this broad-based management. What this might lead to is for the Committee to identify more funds as restricted. He feels the Administrators can control or eliminate some programs and not do what the legislature intended.

**ADJOURNMENT**

**Adjournment:** 4:05 P.M.

  
\_\_\_\_\_  
TOM ZOOK, Chair

  
\_\_\_\_\_  
MARY LOU SCHMITZ, Secretary

TZ/mls

# HOUSE OF REPRESENTATIVES

APPROPRIATIONS

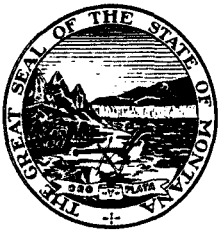
COMMITTEE

ROLL CALL

DATE

1/25/93

NAME	PRESENT	ABSENT	EXCUSED
REP. ED GRADY, V. CHAIR			✓
REP. FRANCIS BARDANOUVE	✓		
REP. ERNEST BERGSAGEL	✓		
REP. JOHN COBB	✓		
REP. ROGER DEBRUYKER	✓		
REP. MARJ. FISHER	✓		
REP. JOHN JOHNSON	✓		
REP. ROYAL JOHNSON	✓		
REP. MIKE KADAS	✓		
REP. BETTY LOU KASTEN	✓		
REP. WM. "RED" MENEHAN			✓
REP. LINDA NELSON	✓		
REP. RAY PECK	✓		
REP. MARY LOU PETERSON	✓		
REP. JOE QUILICI			✓
REP. DAVE WANZENREID	✓		
REP. BILL WISEMAN	✓		
REP. TOM ZOOK, CHAIR	✓		



*The Big Sky Country*

EXHIBIT  
DATE 1/25/93  
HB 14395

## MONTANA HOUSE OF REPRESENTATIVES

### REPRESENTATIVE JODY BIRD

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COMMITTEES:  
JUDICIARY  
NATURAL RESOURCES  
AGRICULTURE

House Bill 95  
January 25, 1993

Mr. Chairman, and esteemed members of the House Appropriations Committee, for the record I am Rep. Jody Bird, House District 52, Superior. HB 95 is not an entirely new concept to you, having been presented somewhat similarly during the most recent special session of the Legislature.

HB 95 creates a budget stabilization account for the state of Montana; allocates certain funds to that account; and provides direction for and limits on using funds in the account. My comments will reflect amendments necessary to the bill which you have received along with this testimony.

Often during my campaign I found myself saying I would do everything possible to promote fiscal responsibility in government. I also shared with my constituents that I would avoid band-aid solutions with the same amount of effort.

As stated in Section 1, page 1, HB 95 is an attempt to ensure that funds are available to meet unforeseen and unanticipated fiscal circumstances resulting in a projected general fund budget deficit such as we have experienced and are attempting to deal with in this legislature.

We all know that dollars are extremely scarce right now, however, I chose to promote this legislation, not only to at least get the legislature conceptualizing along these lines now, but in the event that somehow, somewhere we may find funding solutions which would allow you to pass this bill in good conscience.

Further, Section 1 would allow the governor to recommend to the legislature, prior to each regular legislative session, an amount to be placed in the account that will maintain the account in an amount equal to five percent of the combined requested general fund and state equalization aid, as defined in 20-9-343, MCA, appropriations for each fiscal year contained in the budget submitted to the legislature pursuant to 17-7-131, MCA (commonly known as the main appropriation act).

Section 1 provides that on July 1, 1995, and on each July 1 thereafter, not less than one percent of the total combined general fund revenue and school equalization aid revenue and all revenue in excess of \$30 million that reverted to the state general fund at the end the preceding fiscal year, plus all interest and income earned on deposits in the account must be deposited in the account. Amendment 8 states how the deposit of these amounts will take place.

Section 2, page 2, allows the governor, pursuant to 17-7-140, MCA, to order a transfer of money from the account to the general fund, and provides for limitations.

Section 3, pages 3-6, provides definitions, which include that of projected general fund budget deficit.

Section 4, pages 7-10 pertain to reduction in spending, and Section 5 addresses codification instruction. HB 95 would be effective on passage and approval.

During the drafting process I asked for and received input from the Budget Director, Dave Lewis, Revenue Director Mick Robinson, and from Terry Cohea and Terry Johnson in the Office of the Legislative Fiscal Analyst. I also visited with both the minority and majority leader, and asked Representative Frances Bardanouve for comment which he graciously provided. Representative Ernie Bergsagel, who shared similar sentiments, has agreed to cosponsor this legislation. Should the Committee have questions, I am certain any of the aforementioned will be much more qualified to answer them than I.

Mr. Chairman, members of the Committee, I thank you for these few minutes of your most valuable time and for your careful consideration of HB 95, and would reserve the right to close.

---

Rep. Jody Bird  
HD 52

HOUSE BILL 95  
January 24, 1993

EXHIBIT #1  
DATE 1-25-93  
1 HB-95

1. Creates a special revenue account
2. Funding comes from two sources
3. Defines projected budget deficit
4. Allows Governor to transfer those \$ from general fund in event of budget deficit under certain circumstances
5. Precludes gov from having to call special sessions of legislature at great cost to state.

Amendments to House Bill No. 95  
First Reading Copy

Requested by Rep. Joann Bird  
For the Committee on

Prepared by Dave Bohyer  
January 8, 1993

H.B. 2  
DATE 1/25/93  
HB 141395

1. Page 1, line 24.  
Following: "pursuant to"  
Strike: "17-7-122"  
Insert: "17-7-131 (commonly known as the main appropriation act)"
2. Page 1, line 25.  
Following: "(4)"  
Insert: "(a)"  
Strike: "For fiscal years 1994 and"  
Insert: "On July 1,"  
Following: "1995,"  
Insert: "and on each July 1 thereafter,"
3. Page 2, line 3.  
Following: line 2  
Strike: "(a)"  
Insert: "(i)"  
Strike: "not less than"  
Following: "1%"  
Strike: "or more than 2 1/2%"
4. Page 2, line 5.  
Following: "equalization"  
Strike: "account"  
Insert: "aid"
5. Page 2, line 6.  
Following: line 5  
Strike: "(b)"  
Insert: "(ii)"  
Following: "that"  
Strike: "would"
6. Page 2, line 7.  
Following: line 6  
Strike: "otherwise revert"  
Insert: "reverted"
7. Page 2, line 8.  
Following: line 7  
Strike: "each"  
Insert: "the preceding"
8. Page 2.

Engh. 1

HB 111  
EXHIBIT 1  
DATE 1/25/93  
HB 111

**17-3-104. Applications for funds by state agencies — approval.** All applications made by state agencies for federal assistance program funds, with the exception of university system research grants, must be approved by the governor prior to their submission to the federal authorities. The form and procedure for submission for the governor's approval shall be determined by

the budget director. Applications by constitutionally elected officials shall be subject only to review and comment by the governor.

History: En. 79-2706 by Sec. 6, Ch. 259, L. 1975; R.C.M. 1947, 79-2706.

**Cross-References**

Federal grants and cooperative research studies, 20-25-231.

**HOUSE OF REPRESENTATIVES  
VISITOR REGISTER**

Appropriations COMMITTEE BILL NO. 112  
DATE 1/25/93 SPONSOR(S) Ream

**PLEASE PRINT**

[illegible]

**PLEASE LEAVE PREPARED TESTIMONY WITH SECRETARY. WITNESS STATEMENT FORMS ARE AVAILABLE IF YOU CARE TO SUBMIT WRITTEN TESTIMONY.**