

**Local Food and Farm Task Force**  
**Friday, March 13**  
**8 a.m. - 11:00 a.m.**  
**Kansas State Capitol, Room #142 South**

***Work session minutes***

**Attendance**

Task force members present: Ron Brown, Chair; David Coltrain, Loren Swenson, Dr. Cary Rivard, Senator Dan Kerschen, Representative Adam Lusker and Annarose (Hart) White.

**KDA Staff:** Julie Roller

**Guests:** Senator Tom Hawk, Nancy Brown, Sarah Green, Natalie Fullerton, Phyll Klima, Ashley Jones-Wisner and Rachel Savage.

**Welcome and Introduction of task force:** Chair Ron Brown called the meeting to order at 8:00 a.m. and asked the task force and audience members to introduce themselves.

Heather O'Hara, Kansas Legislative Research Department, was present and shared the following handouts: Kansas Rural Center's Feeding Kansas report, Report of the Special Committee on Agriculture and Natural Resources to the 2014 Kansas Legislature and a copy of the 2014 Kansas Statute 2-3805, which created the local food and farm task force.

O'Hara explained that per the statute, the task force's plan to the legislature shall (must) include:

1. Identification of financial opportunities, technical support and training necessary for local and specialty crop production;
2. Identification of strategies and funding needs to make fresh and affordable locally grown foods more accessible;
3. Identification of existing local food infrastructures for processing, storing and distributing food and recommendations for potential expansion; and
4. Strategies for encouragement of farmers' markets, roadside markets and local grocery stores in unserved and underserved areas.

Annarose (Hart) White shared that she would like the plan to include efficiency recommendations similar to a report shown by Joanna Wochner, Kansas Legislative Research Department.

Dr. Cary Rivard said he liked the four required objectives for the plan and suggested focusing the remaining task force meetings around each of the requirements.

Loren Swenson concurred and made a motion that future meetings focus on each of the four requirements. David Coltrain seconded. Motion approved.

In response to the timeline, O'Hara shared the task force will sunset on December 31, 2015, and the task force's report is due before the sunset date.

Dr. Rivard asked O'Hara about turnaround time for drafting the report. She shared it is dependent on how responsive the task force is, but for the most part, the report will take a few weeks to write and then a few weeks for editing. She said she would need to have all of the final recommendations by November 1 in order to write the plan and have time for revisions.

Dr. Rivard asked task force members for their perspectives on the four required objectives.

Coltrain shared that he would still like to visit a large warehouse in Kansas to get a better perspective on how much food we eat in Kansas.

Swenson shared he would like the task force to visit Dan Kuhn in Concordia. Swenson shared that if we are going to increase food hubs and production in Kansas, we need to scale from more than five acres, up to 160 acres.

Task force members then drafted the following outline for future meetings, locations and suggested speakers:

- **April 17, 2015**
  - **Topic:** Obstacles for local farms and food in Kansas
  - **Location:** Tour of Dillons distribution facility in Hutchinson followed by the task force meeting.
  - **Proposed topics/presenters:**
    - Food Policy Councils (Douglas, Brown, Sedgwick (?), etc.)
    - Review discussion of obstacles by previous guests/speakers
    - Kansas Rural Center's Report
    - Summary report from Farm to School grant recipients
- **May 8, 2015** (May 22 reserved as a backup)
  - **Objective 1:** Identification of financial opportunities, technical support and training necessary for local and specialty crop production;
  - **Location:** Topeka
  - **Proposed topics/presenters:**
    - Dr. Rivard - Leopold Center for Sustainable Agriculture's report and funding stream
    - Katherine Kelly, Cultivate Kansas City (training)
    - Donn Teske/Nick Levendofsky, Kanas Farmers Union - Beginning Farmers Coalition
    - Kansas Rural Center
    - Kurt Dillon, Kansas Department of Agriculture - Ag Education
    - Nancy Brown, Kansas Farm Bureau - educational curriculum
    - Shannon Washburn, KSU - Ag Education
    - Cost-share for kids to work on farm
- **June**
  - **Objective 2:** Identification of strategies and funding needs to make fresh and affordable locally grown foods more accessible;
  - **Location:** tbd

- **Proposed topics/presenters:**
  - Information on the amount of money schools or institutions spend on fruits or vegetables
  - Sales tax exemption update
  - Cost-match programs
    - Beans and Greens - cost match program with Cultivate Kansas City
    - Tracy Simmons, Emporia Farmers' Market - SNAP/EBT
  - Jennifer Church/Katie Uhde, Kansas Department of Health and Environment
  - Representative from a food bank
  - Farm-to-school
    - Mark Jirak - Grower selling to Atchison schools
    - Barb Depew, Child Nutrition Consultant, Kansas Department of Education
  
- **July**
  - **Objective 3:** Identification of existing local food infrastructures for processing, storing and distributing food and recommendations for potential expansion;
  - **Location requested:** Olathe
  - **Proposed topics/presenters:**
    - Food Hub Feasibility Study
    - Meat and Dairy processing
      - Baumann's poultry processing
      - Shatto Dairy
    - Row crops
      - Stafford Milling Company
    - Transportation
      - Dan Wakura - trucking and logistics representative (Dr. Rivard's contact)
  
- **August**
  - **Objective 4:** Strategies for encouragement of farmers' markets, roadside markets, and local grocery stores in unserved and underserved areas
  - **Location requested:** Seward County
  - **Proposed topics/presenters:**
    - Charlie Hopper, Missouri Department of Agriculture - FFA-organized farmers' markets
    - David Proctor, Rural Grocery Institute
    - Patty Clark, Rural Development - rural grocery stores, underserved areas and covered farmers' markets
    - Beth Low, KC Healthy Kids, re: urban underserved
    - Scott Bird, Kansas Land Bank, Quinter (Representative Lusker's contact) - rural grocery store ownership
    - Convenience store lobbyist
  
- **September**
  - **Purpose:** Synthesize and propose ideas to meet needs of report
  - **Location requested:** Dan Kuhn's farm, North Central Kansas
  - **Proposed topics/presenters:**

- Focused projects – Projects and/or ideas that accomplish one specific objective as outlined by the 2014 bill.
  - Synthesis projects – Those that accomplish more than one of the objectives
- **October**
  - **Purpose:** Give final recommendations to report writers
  - **Proposed topics/presenters:**
    - Need prioritized list that addresses all objectives
    - **November 1** – Last day to have rough draft to legislative research team and KDA
- **November**
  - **Purpose:** Review and discuss draft narrative
  - **Proposed topics/presenters:**
    - Identify figures and data needed for report
    - Identify any pictures needed
    - Revision plan
- **December**
  - **Purpose:** Final revisions and comments are given to legislative research team and KDA
- **January 2016**
  - **Purpose:** Final report is ready for presentation to legislature.

Coltrain suggested that in regards to extension work, perhaps extension could spend more time working with fruit and vegetables. He explained that this year much of their time has been spent on the farm bill and perhaps moving forward they could change their focus on and learn more about the specialty crop industry.

Swenson asked for a compiled list of obstacles shared by the presenters.

Coltrain shared a copy of a presentation “Vegetable Production in Kansas (and Neighbors): Past, Present and Future”. He said that Kansas is behind neighboring states in potato production. He said Colorado produces many vegetables, but their production has decreased due to water concerns. According to the presentation, Missouri is the most consistent state and Nebraska produces more than Kansas, Missouri and Oklahoma.

Coltrain stated that the bottom line is that vegetable production can change quickly, some states go from low production to high production very quickly and encouragement from the task force and legislature could ramp up vegetable production in Kansas very quickly.

Swenson agreed that the timing is right. He said with low commodity prices, farmers would not make as much money on corn. He added it is not much fun farming when you are not making as much money as you had in the last 10 years. He said with promotion, young farmers could be interested in vegetable farming instead of commodity farming.

Chair Brown agreed and said this relates back to working with extension and having them promote specialty crops.

According to Coltrain, Kansas grows only 4 percent of the fruits and vegetables Kansans eat. He said that Kansas could easily be in the bottom five compared to all other states in the amount of fruits and vegetables grown and consumed in state.

Swenson said much of the discussion has been about vegetables, but questioned where eggs and grass fed fit.

Dr. Rivard stated that moving forward; the task force needs to determine if they are talking about meat, eggs and dairy.

White requested a chart of where the state and federally inspected meat facilities are located in Kansas.

In regards to education, Coltrain suggested creating a high school curriculum to promote growing fruits and vegetables.

Dr. Rivard shared that the Leopold Institute for Sustainable Agriculture at Iowa State University uses row crop funds to fund the institute.

Senator Kerschen suggested asking Diana Endicott for her recommendations on solutions to obstacles.

Senator Hawk suggested creating a summer work study/grant program to give kids the opportunity to work with local foods.

White shared that the Kansas Department of Agriculture does have an agriculture certification program for students. She also suggested having a top ten-style list of what more Kansas could or should grow.

Ashley Jones-Wisner shared that an FFA chapter in Missouri has started winter farmers' markets to help students bridge the gap between growing and commerce. She said she learned about this program from Charlie Hopper, Missouri Department of Agriculture.

Chair Brown shared that farmers' markets can be a difficult balancing act between having enough people to attend, having enough vendors and having enough products.

White suggested potential with roadside stands at state parks. Representative Lusker suggested engaging the Kansas Department of Wildlife, Parks and Tourism would be beneficial.

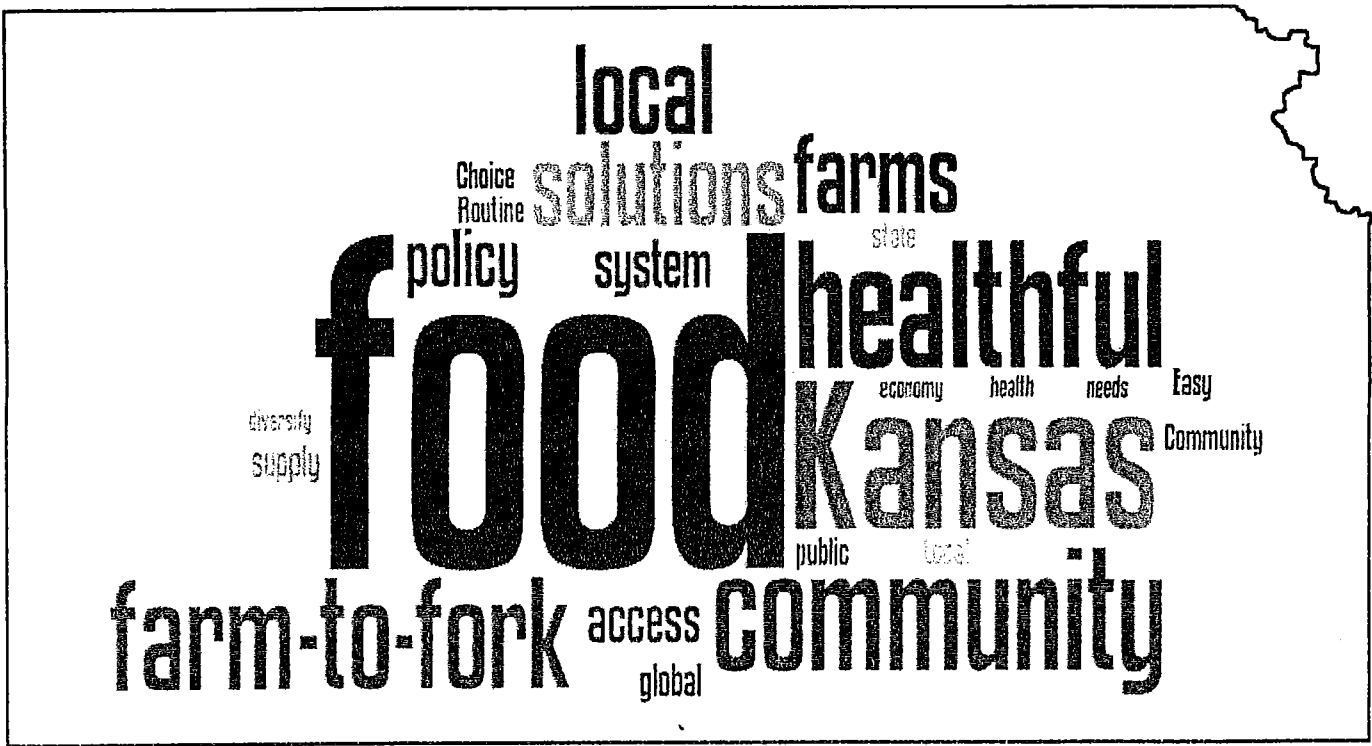
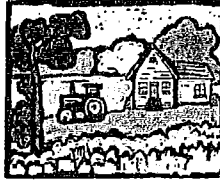
Representative Lusker moved to adjourn the meeting. Swenson seconded. Motion approved.

**Attachments:**

1. Kansas Rural Center's Feeding Kansas report
2. Report of the Special Committee on Agriculture and Natural Resources to the 2014 Kansas Legislature

3. 2014 Kansas Statute 2-3805
4. Vegetable Production in Kansas (and Neighbors): Past, Present and Future

**KRC**  
KANSAS RURAL CENTER



For more information about the Community Food Solutions Initiative or the *Feeding Kansas* report, contact: Kansas Rural Center; [Info@kansasruralcenter.org](mailto:Info@kansasruralcenter.org); 866-579-5469; 4021 SW 10th Street #337, Topeka, KS 66604

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Suggested citation: Cottin, Cole, et. al. November 2014. *Feeding Kansas: Statewide Farm & Food System Assessment with Plan for Public Action*, a Kansas Rural Center report, Topeka, KS. URL: <http://kansasruralcenter.org/community-food-solutions-a-healthier-kansas/>

Report designed by Kim Scherman ([kascherman@gmail.com](mailto:kascherman@gmail.com), (785) 218-9488).

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# Executive Summary: *Feeding Kansas*

A 2014 Kansas Rural Center report prepared by Cole Cottin

For more information, please visit [www.kansasruralcenter.org](http://www.kansasruralcenter.org).

## INTRODUCTION

Despite Kansas's important role in agricultural production for national and global markets, people with limited access to quality food due to distance and economic factors live in all 105 Kansas counties. A 2010 Healthy Eating Index assessment found that more than 92 percent of Kansans are consuming a nutritionally imbalanced diet (USDA, 2010).

**In a state that prides itself on “feeding the world,” we currently struggle to adequately feed and nourish ourselves.** Statewide efforts to respond to the global food crisis cannot be sustained unless we address the crisis at home – *feeding the world includes feeding ourselves*. As a leader in global food systems, Kansas's local food system can and should provide a model of well-being and success for others.

**Increasing consumption of healthful foods raised by Kansans for Kansans would have significant economic and health impacts.** Keeping more Kansas food dollars in Kansas would strengthen the local economy, create jobs, and improve economic access to healthful food (Black, 2009; Martinez, et al., 2010; Bagi & Reeder, 2012; Crossroads Resource Center, 2014). Kansas agriculture disproportionately serves global and national markets, while the majority of the state's food dollars – more than 90 percent in 2012 – are spent on food from outside of Kansas. If every resident purchased just \$5 of food direct from Kansas farms each week, those farms would earn \$750 million in new revenue – according to research conducted by the Crossroads Resource Center (Meter, 2014). At current sales tax rates, that could equate to more than \$46 million in state revenue and up to \$15 million in local and county tax revenue (Tax-Rates.org, 2014).

The more avenues we have for channeling nutritious food to Kansans, the better. Many Kansas farms are located in areas designated as “food deserts” by the United States Department of Agriculture (USDA, 2014). These are areas where physical availability of healthful food is critically limited for a significant portion of the population. Increasing the number of farms raising healthful foods for sale in their communities could help bring those foods to areas where they otherwise are not available.

**Strengthening the Kansas food system will help make healthful food the routine, easy choice for all Kansans.** *Feeding Kansas* calls for the advancement of a “farm-to-fork” food system that better incorporates Kansas farms into the supply chain that provides healthful foods to Kansans. The report and its recommendations are the product of more than a year spent engaging hundreds of individuals across Kansas in dialogue about current opportunities and barriers in the farm-to-fork food system, with a goal of improving access to and use of healthful foods for all Kansans.

**Kansas communities are key to solving Kansas food issues.** Every community exists within its own unique context and with unique resources and needs. Therefore, community involvement is critical to identifying and implementing successful solutions. Community engagement created the *Feeding Kansas* report. Now, Kansans from all backgrounds must work together to advance the key identified goals and policy priorities laid out in this report.

**Policy solutions are critical, because lasting change occurs at the policy level.** When we change our public policy environment, we codify the changes that we make, enabling them to be sustained over the long term. When we engage the broad public in the process of defining and implementing those changes, we ensure those changes, once implemented, will meet the needs of and have support from diverse groups.

**We must increase public and policymaker support for policies that enhance the quality of and access to healthful foods for Kansans.** *Feeding Kansas* offers a vision, assessment, and roadmap to success for all who are interested in strengthening Kansas's farm-to-fork food system to better meet these needs in Kansas. This report calls on everyday Kansans and policymakers to build more partnerships and take on greater leadership to improve the farm and food environment at the state and local level. Any reader who comes across this report has the power to make a difference, but the greatest potential for change lies in widespread and unified public engagement and support.

**Fruits and vegetables are the focus** of five of the seven policy priorities recommended in this report. This is because, though nutritionally-adequate diets must include a balance of whole grains and diverse protein sources along with fruits and vegetables, both production and consumption of these "consumer" or "specialty" crops fall significantly short in Kansas.

## **BACKGROUND**

The Kansas Rural Center (KRC), an organization of farmers and those who serve them, has been a leader in food and farming systems, community engagement, and policy change work in Kansas since its inception in 1979. KRC promotes a farming and food system that is economically viable, ecologically sound, and socially just. In 1982, KRC researched and published its first report about local food production for Kansas consumption, documenting the historical production of fruits and vegetables and making recommendations. Many of the report's findings and recommendations remain relevant today, thirty-two years later (see APPENDIX: Literature Review for details). Subsequent KRC publications and projects have continued to build upon and respond to those early findings.

KRC has helped inspire increased civic engagement and leadership in work that connects health, farm, and food system issues. For example, KRC led the charge in forming a number of food policy councils in Kansas, including the former statewide Kansas Food Policy Council under Governor Sebelius (2005) and the Douglas County Food Policy Council (2009). The Rolling Prairie Farmers Alliance is another example of a multi-stakeholder collaboration that grew from KRC work, providing weekly bags of nutritious food to Kansans through a subscription service.

In 2012, KRC and a number of other Kansas groups received clear direction about next-steps needed for work on these issues from participants in the KRC-hosted statewide Agriculture and Health Summit.

In July 2013, KRC joined four other organizations in a Statewide Partnership aimed at identifying and advocating for public policy solutions that make healthful foods the routine, easy choice for all Kansans. The other partners include: KC Healthy Kids, Kansas Action for Children, Kansas Alliance for Wellness, and Healthy Kansas Hospitals.

Through the Statewide Partnership, KRC launched the "Community Food Solutions for a Healthy Kansas" initiative.

**This initiative aims to identify and advance key public policy solutions to better incorporate Kansas farms into the supply chain that provides healthful foods to Kansans.**

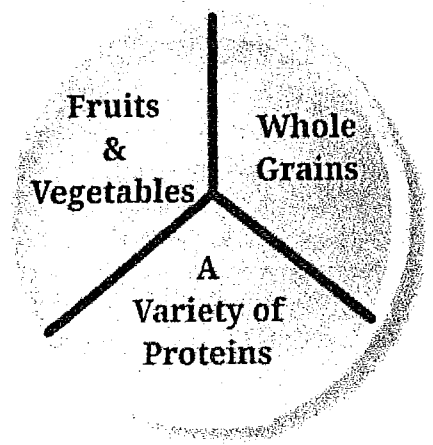
The Community Food Solutions initiative reflects a growing national and global awareness that the literal roots of our food system, our farms, are key to improving food access and increasing healthful food use. *Feeding Kansas* is one of several farm-to-fork statewide plans nationwide. The methodology for this report is modeled after those with the greatest relevance to the circumstances we face in Kansas. These include Iowa's Local Food and Farm Plan, North Carolina's *From Farm to Fork: Building a Sustainable Local Food Economy in North Carolina*, and the Oregon Food Bank's Food, Education, and Agriculture Solutions Together (FEAST) program. These and other food system assessments nationwide and globally have found that the issues of healthful food access and use cannot be adequately solved *without* involving farms (FAO-UN, 2014). In other words, farms are a critical underpinning to the success of the food system as a whole.

The *Feeding Kansas* report captures KRC's findings after more than a year spent engaging with hundreds of community members, farmers, policymakers, and others across Kansas in dialogue about the capacity of the state's farm and food system to more effectively feed and nourish Kansans

### SUMMARY OF THE KANSAS FARM & FOOD SYSTEM ASSESSMENT

*Feeding Kansas* points to inadequate access and insufficient consumption of healthful foods as significant issues in Kansas, and highlights key policy solutions to better enable Kansas farms and communities to address these issues. KRC defines "healthful foods" as a balanced diet of fruits, vegetables, whole grains, and a variety of different proteins. The report explains that in order for Kansans to achieve optimal nutritional health, we must simultaneously achieve: physical availability, social and economic access, and regular utilization of each of these healthful foods. Very few in Kansas have achieved all three – less than 8 percent of the population, according to a statewide Healthy Eating Index survey (USDA, 2010).

### The Healthful Plate



The assessment highlights and elaborates on the following four key barriers currently limiting the capacity of Kansas farmers to provide a diverse selection of healthful foods direct to Kansans:

- **Inadequate local- and state-level coordination, planning, and resource allocation** to support and sustain Kansas's farm-to-fork food system;
- **Lack of regulatory clarity** in regards to state-level policies that impact the farm-to-fork food system;
- **Lack of a central location for finding farm-to-fork related policy and program information**, across government and nongovernment sectors;
- **Limited information, resources and protections for the production, handling, and sale of fruit and vegetable crops in Kansas**, with its particular weather and other production challenges.

*Feeding Kansas* emphasizes that boosting farm-to-fork connections will not only increase the volume of healthful food available to Kansans, it will also help strengthen the state's economy by supporting its most important industry – agriculture – and Kansas farm families, many of whom are low income.

## **RECOMMENDATIONS AT A GLANCE**

The priority policy recommendations outlined below respond directly to the key barriers identified above. They are organized by their goal outcomes, and are intended for enactment by June 2016.

For further detail and explanation, see the "Recommendations Explained" section of this report.

### **GOAL 1: INCREASE OPPORTUNITIES TO IDENTIFY AND ADVANCE COMMUNITY FOOD SOLUTIONS AT THE LOCAL LEVEL.**

**Policy Lever 1: Local food policy councils and food and farm task forces across Kansas should be supported by state and local government policies and programs.**

**Need:** Local task forces or councils can be powerful tools for governments to receive guidance on the multifaceted issues facing the communities they serve.

### **GOAL 2: IMPROVE CLARITY AND COORDINATION OF FARM-TO-FORK FOOD SYSTEM POLICIES, PROGRAMS AND PLANNING.**

**Policy Lever 2: A high-level, independent statewide farm-to-fork food system organizer position should be created.**

**Need:** A new position is needed to work independently from and across state agencies to lead the process of actively streamlining farm and food system regulatory and other information exchange, and centrally managing the facilitation, enactment and maintenance of a statewide farm-to-fork food system plan over the long term.

### **GOAL 3: PROVIDE SUPPORTS TO INCREASE PRODUCTION AND CONSUMPTION OF FRUITS AND VEGETABLES IN KANSAS.**

**Policy Lever 3.1: Procurement policies should prioritize Kansas grown fruit and vegetable purchasing at state and local government agencies and in public institutions.**

**Need:** Adopting such policies across state agencies and institutions would drive growth in production and consumption of Kansas-grown fruits and vegetables in Kansas by influencing distributors to purchase more Kansas-grown foods and providing other economic levers.

**Policy Lever 3.2: A statewide Fruit and Vegetable Agricultural Economist position should be created through K-State Research and Extension, with support from county and state public funds.**

**Need:** Kansas leaders and policymakers need clearer data to better understand the economic potential for and impact of different scales and types of fruit and vegetable production in Kansas. Existing and potential farmers, local food processors and distributors also need that information to guide their business planning and operations.

**Policy Lever 3.3: Multiple Regional Fruit and Vegetable Extension Specialist positions should be created through K-State Research and Extension Horticulture Program, with support from county and state public funds.**

**Need:** To advance commercial fruit and vegetable production and sales in Kansas, farm and food business entrepreneurs need significantly more research-based information and high-level technical support than is currently available.

**Policy Lever 3.4: Kansas's horticultural research stations should receive stable, public funding.**

**Need:** In order to support the long-term research needed to increase the production and sale of fruits and vegetables in Kansas, horticulture research stations need stable public funding to sustain a baseline budget for maintaining grounds, equipment, perennial plantings, and more.

**Policy Lever 3.5: An herbicide injury (spray "drift") task force should be created to gather and share data and information on herbicide injury to sensitive crops in Kansas.**

**Need:** Despite efforts to reduce the risk of crop injury or loss without compensation, Kansas producers cite herbicide drift as a key barrier to scaling-up their fruit and vegetable operations. A multi-stakeholder task force is needed to collect data and to identify key policy solutions to this complex problem.

# Vision for Kansas's Farm-to-Fork Future

At the start of this project and each of the public convenings KRC provided the following basic vision for the farm's role in making healthful foods the routine, easy choice for all Kansans:

**"We envision a Kansas food and farming system that will increase our residents' access to and consumption of fruits, vegetables, whole grains, and a variety of protein sources – both at home and in food outlets."**

Throughout the year, as the convenings proceeded and the project evolved, people across Kansas and across sectors of the food system added to this vision. Together, they filled in the details for their hoped-for future:

## **The Kansas farm-to-fork food system will be driven by...**

- Producers of healthful foods, and the communities in which they live;
- A clear and transparent policy environment, committed to cultivating and sustaining strong supports for the Kansas farmers and producers that provide healthful foods to Kansans;
- Many state- and community-level partnerships, formed across Kansas and across government and nongovernment entities, working collaboratively to advance strategic farm-to-fork solutions;
- A place-based approach adapted to the unique features of Kansas's diverse ecological and social landscape and the unique needs and resources within each region and community;
- Elected officials who understand and support this vision with policy action.

## **Kansas's farm-to-fork food system will make diverse, healthful foods increasingly available through...**

- A consistently abundant supply of those foods, grown and raised by Kansans for Kansans;
- Adequate venues for obtaining healthful foods across Kansas;
- Economic viability for the local farms and food businesses that supply healthful foods to Kansans;
- Protection of the diversity of foods that can be produced in Kansas;
- Protection of the ecological resources needed to sustain Kansas's food supply over the long term;
- Development of a food supply that promotes optimum health, and food safety regulations that are understood and practical for Kansas's farms and local food processors and distributors to follow;

## **accessible through...**

- Making healthful foods the core supply in food pantries and other charitable food sources;
- Addressing food inequalities by ensuring food assistance and related services connect access-challenged individuals to healthful foods grown in and around their communities;
- Making healthful foods more affordable than calorie-dense, nutrient-poor foods;
- Healthful foods becoming a well-understood and regular part of daily life in Kansas households of all types;

## **and utilized by ensuring...**

- Healthful food are the easy choice at home and to enjoy in other food outlets;
- Seasonal, healthful foods are sourced locally year-round by food outlets of all types - including retail sources, restaurants, delis, schools, hospitals, private cafeterias, and other institutions
- A culture of enthusiasm for healthful, local foods becomes widespread;
- Cultural traditions for utilizing healthful foods are revived and normalized;
- Healthful food is seen as a central ingredient in preventive medicine and health care for Kansans, as encouraged by health professionals of all backgrounds;
- Kansas food businesses express pride in local, wholesome foods throughout their branding and promotions.

## 2014 Kansas Statutes

**2-3805. Local food and farm task force; membership; duties.** (a) There is hereby established the local food and farm task force. The local food and farm task force shall be comprised of seven members, as follows:

- (1) Three members appointed by the governor, including the chairperson of the task force;
- (2) one member representing the Kansas department of agriculture appointed by the secretary of agriculture;
- (3) one member representing the Kansas state university extension systems and agriculture research programs appointed by the dean of the college of agriculture of Kansas state university; and
- (4) one member of the house committee on agriculture and natural resources appointed by the chairperson of the house committee on agriculture and natural resources and one member of the senate committee on agriculture appointed by the chairperson of the senate committee on agriculture. The legislative members shall be from different political parties.

(b) Members shall be appointed to the task force on or before August 1, 2014. The first meeting of the task force shall be called by the chairperson on or before September 1, 2014. Any vacancy in the membership of the task force shall be filled by appointment in the same manner prescribed by this section for the original appointment.

(c) (1) The task force may meet at any time and at any place within the state on the call of the chairperson. A quorum of the task force shall be four members. All actions of the task force shall be by motion adopted by a majority of those members present when there is a quorum.

(2) The staff of the Kansas department of agriculture and the legislative research department shall provide such assistance as may be requested by the task force. To facilitate the organization and start-up of such plan and structure, the Kansas department of agriculture shall provide administrative assistance.

(d) The local food and farm task force shall prepare a local food and farm plan containing policy and funding recommendations for expanding and supporting local food systems and for assessing and overcoming obstacles necessary to increase locally grown food production. The task force chairperson shall submit such plan to the senate committee on agriculture and the house committee on agriculture and natural resources at the beginning of the 2016 regular session of the legislature. The plan shall include:

- (1) Identification of financial opportunities, technical support and training necessary for local and specialty crop production;
- (2) identification of strategies and funding needs to make fresh and affordable locally grown foods more accessible;
- (3) identification of existing local food infrastructures for processing, storing and distributing food and recommendations for potential expansion; and
- (4) strategies for encouragement of farmers' markets, roadside markets and local grocery stores in unserved and underserved areas.

(e) The task force shall cease to exist on December 31, 2015.

**History:** L. 2014, ch. 133, § 15; July 1.

# Report of the Special Committee on Agriculture and Natural Resources to the 2014 Kansas Legislature

**CHAIRPERSON:** Senator Garrett Love

**VICE-CHAIRPERSON:** Representative Sharon Schwartz

**LEGISLATIVE MEMBERS:** Senators Marci Francisco, Mitch Holmes, Dan Kerschen, Larry Powell, Caryn Tyson; and Representatives Sydney Carlin, Kyle Hoffman, Marty Read, Don Schroeder, Joe Seiwert, Ponka-We Victors, and Troy Waymaster

## **STUDY TOPICS**

- Review multi-year flex accounts and related water issues (review should include HB 2051, which amends the current statutory multi-year flex account program);
- Review discussion on water releases from Milford and Tuttle Creek lakes and whether the releases are part of or in compliance with compacts between the state and the U.S. Army Corps of Engineers;
- Review discussion on SB 57 and SB 230, as introduced, regarding the Kansas Pet Animal Act, including issues involving rescue networks, animal shelters, and pet animal foster homes; licenses, fees, inspections, and inspection schedules; off-site adoption events; euthanasia; updates of various definitions; Kansas Pet Animal Advisory Board membership; and other applicable topics; and
- Discuss HB 2049, as amended by the Senate Committee, regarding the sunset of various fees collected by the Kansas Department of Agriculture.

# Special Committee on Agriculture and Natural Resources

## REPORT

### Conclusions and Recommendations

The Governor's Vision for the Future of Water in Kansas is a very important study and planning process that will impact not only current users of the Ogallala Aquifer, but future users of the Aquifer's water and the State's economy as a whole. The Committee encourages all legislators to get involved in the process of determining the Governor's Vision in the coming year. Further, the Committee requests the Kansas Department of Agriculture (KDA), Kansas Water Office, and other associated state agencies to present information about the Governor's Vision during the 2014 Legislative Session and requests all legislators take part in learning about this important process.

The Committee is supportive of moving legislation forward during the 2014 Legislative Session that would extend sunsets for various fees of the KDA.

The Committee acknowledges the information it received from various parties regarding the Kansas Pet Animal Act and the Animal Facility Inspection Program of the KDA. The Committee recognizes the statutes adopted 26 years ago and the current inspection schedule may need to be reviewed by the Kansas Legislature. As this topic has been discussed during the 2013 Legislative Session and the 2013 Interim, the Committee suggests that action be taken on legislation during the 2014 Legislative Session.

*Proposed Legislation:* None.

### BACKGROUND

The Committee was established through action by the Legislative Coordinating Council (LCC), which approved four study topics relating to agriculture and natural resources issues. The topics selected for study were submitted by the chairpersons of the House Committee on Agriculture and Natural Resources, Senate Committee on Agriculture, and Senate Committee on Natural Resources.

### COMMITTEE ACTIVITIES

The Committee met on three days in 2013: October 11, November 19, and December 13.

Throughout these meetings, the Committee discussed the assigned study topics and received updates on numerous other topics that are detailed in this report.

### Water Issues

**Multi-year Flex Accounts.** The Water Appropriation Program Manager, Kansas Department of Agriculture (KDA), provided background information to the Committee regarding multi-year flex accounts, or MYFAs. MYFAs allow water right holders to obtain a term permit that replaces their water right for five years. This term permit allows the holder of the water right to exceed the holder's annual authorized quantity, but restricts the total volume that can be



pumped over the five-year period. The program is voluntary and does not permanently change the water right. At the end of the five-year period covered by the term permit, the water right may be enrolled into a new MYFA or the original water right conditions are restored. The Water Appropriation Manager discussed legislation from the 2012 and 2013 Legislative Sessions, along with the rules and regulations that KDA has adopted in response to legislation that has been passed. The Manager stated 745 MYFAs were filed in 2012, and KDA received 60 MYFA applications in 2013. He also discussed drought conditions in 2012 that provoked the need for change in the MYFA program by encouraging more flexibility and conservation. The current MYFA program is in its second year, and KDA is monitoring its progress and evaluating whether any changes need to be made. The Manager stated KDA did not anticipate any MYFA legislation for the 2014 Legislative Session.

**Kansas Reservoirs.** The Director of the Kansas Water Office (KWO) presented information from the U.S. Army Corps of Engineers (Corps), Kansas City District, on the operation and allocation of water storage at Tuttle Creek and Milford lakes. According to the Corps' information, its operations at Tuttle Creek and Milford lakes are within established authorities. In addition, the Corps' information stated that neither the Republican River Compact or the Blue River Compact supercede or change the congressional authorizations for navigation support, flood control, water supply, fish and wildlife, and water quality. In addition, the Corps reiterated in its information that the State of Kansas may purchase the available 198,350 acre-feet of water at Milford Lake for "future use" at a cost of approximately \$21.4 million (based on 2011 figures).

The Executive Director of Groundwater Management District (GMD) No. 3 expressed his concern to the Committee about protecting Kansas interstate water supplies and the Corps' operations at Tuttle Creek and Milford lakes in light of the special nature of interstate compacts covering the two basins. The Executive Director provided the example that in 2012, all 105 counties in Kansas experienced emergency drought conditions and the Governor asked the Corps not to release water from the Kansas reservoirs for Missouri River navigation, as water was available upstream in the

Missouri River basin. However, the Corps released water from Kansas reservoirs during the drought rather than release the water from upstream. The GMD Executive Director expressed concern that the Corps does not take the needs of the State of Kansas or the purposes of the compacts into consideration before releasing water from Kansas reservoirs.

#### **Vision for the Future of Water in Kansas.**

The Acting Secretary of Agriculture explained the planning process for the Governor's Vision for the Future of Water in Kansas would be extensive over the next year. Meetings are planned throughout 2014, with the final report due to the Governor in November 2014. If legislation is needed to put the Governor's Vision into action, it is likely that legislation will be requested for introduction during the 2015 Legislative Session.

The KWO Director provided background information on the Governor's Vision for the Future of Water in Kansas, stating the Governor charged his administration, including the KWO, KDA, and Kansas Water Authority, along with the Kansas Department of Health and Environment, Kansas Department of Wildlife, Parks and Tourism (KDWPT), and the Governor's Council of Economic Advisors, to address plans to ensure water supply is sufficient to meet the future needs of Kansas.

The KWO Director provided information on the Ogallala Aquifer, which concluded that if the State takes no action in the next 50 years, the Aquifer will be 70 percent depleted; another 40 percent of the area irrigated with Ogallala Aquifer water will not support a 400-gallon-per-minute irrigation well; the state's water supply in its federal reservoirs will be 40 percent filled with sediment; and five of the seven basins in which reservoirs support the state's municipal and industrial water use will not be able to meet demands during a drought. The Director also outlined the economic benefits of the Ogallala Aquifer, which he stated will be significantly compromised as the Aquifer becomes depleted.

#### **John Redmond Reservoir Dredging Project.**

The Chief of Policy and Planning, KWO, presented information about the John Redmond Reservoir Dredging Project. Throughout 2013, the

KWO coordinated with the Corps to develop a plan to dredge the reservoir. In March 2013, KWO sought proposals for the design-dredge of the reservoir and after review, the KWO selected Great Lakes Dredge & Dock, LLC, as the design-dredge team. Partnering with Great Lakes is EBH & Associates, a full service civil engineering firm from Great Bend, and Schmidt Excavating from Burlington. The KWO Chief of Policy and Planning stated the contract for the first phase of dredging at John Redmond will cost \$13.2 million for the removal of at least three million cubic yards of sediment. Additional costs will be incurred for mitigation and landowner compensation for sediment disposal sites. She stated that during late 2013 or early 2014, KWO will submit the required formal request to the Corps to modify a federal reservoir and there are two main issues with a dredging project: where to put the sediment and how to pay for the project. She updated the Committee on potential sites around John Redmond where sediment would be deposited and possible costs for the various scenarios. In addition, the KWO Chief of Policy and Planning discussed the possibility of mitigation for wildlife habitat currently owned by the KDWPT that could be impacted by the dredging project. Discussion of paying for the dredging project included a review of the State Water Plan Fund, funds generated through KWO's Water Marketing Program, and KWO's bonding authority. In addition, she stated that as the project moves through the federal approval process, KWO will approach the Legislature with any needed statutory changes.

**Kansas Aqueduct Project.** The KWO Director provided background information on the Kansas Aqueduct Project. He stated the idea of the aqueduct was conceived in 1982 from a study completed by the U.S. Department of Commerce, based on work by the Corps. The study outlined a way to transfer water from the Missouri River to the Ogallala Aquifer to replace depleted irrigation water with renewable surface water. The KWO Director stated that in 2013, the Kansas Water Authority (KWA) directed KWO to look at the 1982 study and update the costs and route information, along with feasibility. The KWO, GMD No. 3, and the Corps have pooled financial resources to undertake the study, which, once finalized, will take approximately 18 months to complete. In addition, the KWA has formed the

Kansas Aqueduct Advisory Committee, which is composed of stakeholders from communities located geographically along the proposed project route.

The Executive Director of GMD No. 3 provided technical information on how the aqueduct was envisioned in 1982, along with potential routes the 1982 study recommended. He also provided information on alternative plans and whether the alternatives would be feasible. The GMD Executive Director discussed the state's financial future that depends on available water and outlined for the Committee the importance of pursuing the Kansas Aqueduct Project and its benefit not only to Western Kansas, but to the state's economy as a whole. The Executive Director expressed a need for the state to temporarily reserve a portion of the Kansas water in the Missouri River early in the process to protect and assure the project supply as Kansas continues to investigate and study state-wide needs and feasibility.

**Kansas Water Congress.** The President of the Kansas Water Congress provided background information on the organization and its current activities to the Committee. He explained the suggestions of a subcommittee of the Kansas Water Congress on the Missouri River Aqueduct Project, which included a recommendation that an independent third party or authority should be created to build and manage the aqueduct. He stated the subcommittee believes the aqueduct system and water available in the Missouri River basin is the best and probably last chance for Kansas to tap a new source of water.

### **Agency Fees**

The Assistant Secretary, KDA, provided information on HB 2049, as amended by the Senate Committee. The bill was introduced during the 2013 Legislative Session and as amended by the Senate Committee, would extend the sunsets of various existing fees from 2015 to 2019, and clarify language regarding some of KDA's fees. The Assistant Secretary explained the agency would prefer to have the sunset dates for its fees eliminated entirely, but if the Legislature decides there is a need for a sunset date, the agency would suggest 2019. In addition, he stated the original

language of HB 2049 included modified weights and measures fees, and the agency would prefer to have a separate bill addressing this issue going forward. The Assistant Secretary also stated that if the sunsets are not extended, several issues may arise for KDA's programs. These issues include the potential for dairy producers to be unable to ship their products across state lines; the U.S. Environmental Protection Agency could oversee enforcement actions which would impact the state's pesticide industry; and delays could occur in processing permit requests to appropriate water.

### **Kansas Pet Animal Act**

The Animal Health Commissioner, KDA, provided background information about the Animal Facilities Inspection (AFI) program, which is located within the Division of Animal Health. The Division of Animal Health was moved to the KDA two and one-half years ago and since that time, the Division and KDA have been working to evolve the AFI program by updating technology and managing personnel.

The AFI Program Manager, KDA, provided detailed information to the Committee about the AFI program. As of October 2013, there were 916 active AFI licenses in Kansas. During FY 2013, the AFI program completed approximately 1,300 inspections with an 85 percent pass rate on the first inspection. The AFI Program Manager stated the AFI program is reviewing current regulations and is in the process of proposing some regulatory changes. In addition, he outlined two changes to the AFI program's statutory authority that will require legislative action. The changes include clarifying language regarding animal breeders and distributors licensed with the U.S. Department of Agriculture, and simplifying the number of license categories. The AFI Program Manager discussed funding needs of the AFI program with the Committee, which includes a request for an additional \$67,000, all from the State General Fund, for the AFI program budget to replace fee funding and the addition of a 1.0 full-time equivalent (FTE) position and \$65,000, all from the State General Fund, for an additional inspector position. He reiterated that Kansas is and continues to be a model state for companion animal oversight.

The State Director of The Humane Society of the United States (HSUS) provided information to the Committee about enforcement issues within the AFI program from 1999 to 2011, which was before the AFI program moved to the KDA. During that period, the AFI program seized or received on consent 10,451 animals from licensed and unlicensed facilities. The HSUS State Director stated this was an average of 804 animals per year and 51 percent of these animals were from unlicensed operations. She stated that since the AFI program has moved to the KDA, there have been very few animals taken under the Kansas Pet Animal Act's authorization statutes.

The lobbyist for the HSUS and the American Society for the Prevention of Cruelty to Animals, provided information about the Kansas Pet Animal Act. She stated that it is time for the Kansas Legislature to update the Kansas Pet Animal Act, as the Act is 26 years old, is virtually unchanged since its enactment, and is not compliant with widely held industry standards. The lobbyist recommended the Committee consider model legislation put forth by the American Veterinary Medical Association and the Association of Shelter Veterinarians.

The Executive Director of the Lawrence Humane Society provided information on legislation from the 2013 Legislative Session. She stated that foster care fees should be capped at \$10 per year and the KDA should resist raising other fees on non-profit animal shelters. In addition, the Executive Director stated that Kansas statutes should be changed to disallow the use of carbon monoxide gas chambers for euthanasia. While these gas chambers are not widely used, a painless injection of sodium phenobarbital is the industry standard for both veterinarians and animal shelters, but current statutory language still allows for the use of gas chambers. She also pointed out that statutory requirements should be changed in order to allow adoption of shelter animals at off-site events. Currently, adoptions must be completed at the animal shelter, even if a person finds a animal at an off-site event and would like to adopt; the person must return to the shelter in order to complete the adoption process.

The veterinarian for the Lawrence Humane Society discussed her experience as an animal shelter veterinarian. She stated the laws regarding

carbon monoxide gas chambers should be changed, as the number of animal shelters in the country using the gas chambers for euthanasia are decreasing. In addition, the veterinarian stated that non-profit animal shelters do not make a profit on any animals that are seized by the state and that treating the health issues of some of the seized animals can be very expensive. She also spoke to the issues with the testing and adopting of felines with feline immunodeficiency virus. This disease is spread through deep bite marks, usually by stray male felines. The test for the virus is expensive, so shelters normally do not test for the virus.

A representative of the Kansas Federation of Animal Owners provided information about legislation proposed during the 2013 Legislative Session. He stated the policy changes approved since the AFI program moved to the KDA have been sufficient, but that any further changes should be part of a comprehensive look at the role and structure of the AFI program, including ways to streamline the agency and decrease expenditures.

The Treasurer of Kansas Pet Professionals provided insight to the Committee regarding her career as a professional pet animal breeder. She provided several suggestions for changes in the AFI program fees and statutes, including deleting references to "wholesale" and "retail" in the laws and increasing all fees, with a cap, by 50 percent. She stated that if fees were raised by 50 percent, the KDA could find additional funding to put toward the AFI program, as expenditures have increased since the AFI program moved to the KDA. In addition, the Kansas Pet Professionals Treasurer provided historical information on the inception of the AFI program and stated the intent of the Legislature was to have the program supported mainly by the State General Fund and supplemented by fees. Current trends in the funding of the AFI program have seen a decreased

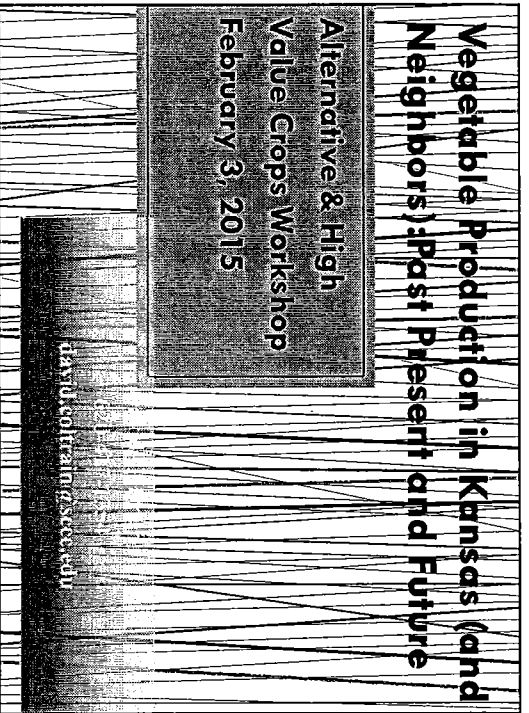
State General Fund contribution each fiscal year. She reiterated that one premise for pet animal breeding should be assessed only one fee. She also stated she is the Chairperson of the Kansas Pet Animal Act Advisory Board, an advisory body under the KDA. She told the Committee the Advisory Board has not met since December 2012.

## CONCLUSIONS AND RECOMMENDATIONS

The Governor's Vision for the Future of Water in Kansas is a very important study and planning process that will impact not only current users of the Ogallala Aquifer, but future users of the Aquifer's water and the State's economy as a whole. The Committee encourages all legislators to get involved in the process of determining the Governor's Vision in the coming year. Further, the Committee requests the KDA, KWO, and other associated state agencies to present information about the Governor's Vision during the 2014 Legislative Session and requests that all legislators take part in learning about this important process.

The Committee is supportive of moving legislation forward during the 2014 Legislative Session that would extend sunsets for various fees of the KDA.

The Committee acknowledges the information it received from various parties regarding the Kansas Pet Animal Act and the Animal Facility Inspection Program of the KDA. The Committee recognizes the statutes adopted 26 years ago and the current inspection schedule may need to be reviewed by the Kansas Legislature. As this topic has been discussed during the 2013 Legislative Session and the 2013 Interim, the Committee suggests that action be taken on legislation during the 2014 Legislative Session.



### Agenda

- Welcome
- Questions for Attendees
- Experience and Thoughts
- Present Production
- Past Production
- Future Production

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### Attendee Questions

- Growing Experience
- Home Gardener
- Farmer Market Grower
- Commodity Crop Grower
- Who traveled over 2 hours
- Thinking about growing vegetables
- State

3

### My Experience (Why Am I Here?)

- Over 20 years produced and marketed vegetables in SE Kansas with up to 60 acres
- 1994: Put up a High Tunnel
  - Wow! This is great!
- 1999: Masters in Ag Economics
  - Thesis included: "What is necessary for Kansas to produce more vegetables?"
- 2001-2003: Part of 4 state Landgrant University team that led to website: [www.hightunnels.org](http://www.hightunnels.org)
- Developed enterprise budgets (tomatoes, melons, strawberries)
- 2014: SCCC Sustainable Agriculture Resources Program Specialist (2 Greenhouses, 4 High Tunnels, 2 4-acre plots)

4

### My Thoughts

- 40 Years
- Farming: Late night, lonely work - wondered why Kansas does not produce more vegetables and fruits
- Farmers Markets observations (consumers wanted access to local food)
- MS Surveys: 8 Warehouse Buyers, 275 Grocery Produce Managers
- Present Situation: Colorado, California, Ogallala Aquifer, SW KS Agriculture, Governor's Task Force on Local Food
- NOW IS THE TIME!!

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### State Vegetable Acre Data: NASS

State Acres	2012	1992	1974	1970
Potatoes				
Sweet Potatoes				
Vegetables				
Total Vegetables				
Vegetables - Potatoes				

6

### Kansas: 2012

2012	Acres
Potatoes	5178
Sweet Potatoes	23
All Other Vegetables	7118
Total Vegetables	1940
Vegetables - Potatoes	

8

### Present Production

7

### Kansas And Neighbors: 2012

	Kansas	Colorado	Missouri	Nebraska	Oklahoma
Potatoes	5178	59,281	9056	22,803	4890
Sweet Potatoes	23	2		4	
All Other Vegetables		83,256	20,213		10,255
Total	7118	142,539	29,269	26,001	15,145
Vegetables - Potatoes	1940	83,258	20,213	3198	10,255

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### Kansas Production as Top 5 State

- Apples: 1910's and 1920's
- Grapes: 1910's and 1920's
- Sweet Potatoes: 1950's
- Spinach: 1980's

11

### Past Production

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### Kansas Vegetable Acres

	2012	1982	1954	1924
Potatoes	5178	827	1267	47,246
Sweet Potatoes	23	122	931	4,366
Vegetables		4808	5330	11,173
Total	7118	5757	7528	62,785
Vegetables - Potatoes	1940	4930	6261	15,539

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### Colorado Vegetable Acres

Vegetable	2012	1982	1964	1970
Potatoes	59,281	54,950	51,181	77,337
Sweet Potatoes	2			
Vegetables	83,256	28,375	29,640	17,711
Total	142,539	83,325	80,821	95,048
Vegetables - Potatoes	83,258	28,375	29,640	17,711

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### Missouri Vegetable Acres

Vegetable	2012	1982	1964	1970
Potatoes	9056	1469	2923	65051
Sweet Potatoes		111	850	11,165
Vegetables	20,213	13,797	12,831	28,448
Total	29,269	15,377	16,604	104,664
Vegetables - Potatoes	20,213	13,908	13,581	39,613

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### Nebraska Vegetable Acres

Vegetable	2012	1982	1964	1970
Potatoes	22,803	10,547	19,078	94,247
Sweet Potatoes	4	0	51	274
Vegetables		786	2901	7009
Total	26,001	11,333	22,030	101,530
Vegetables - Potatoes	3198	786	2952	7283

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### Oklahoma Vegetable Acres

Vegetable	2012	1982	1964	1970
Potatoes	4890	0	1871	25,833
Sweet Potatoes	0	0	1581	16,735
Vegetables	10,255	13,987	25,239	11,815
Total	15,145	13,987	28,691	54,183
Vegetables - Potatoes	10,255	13,987	26,820	28,550

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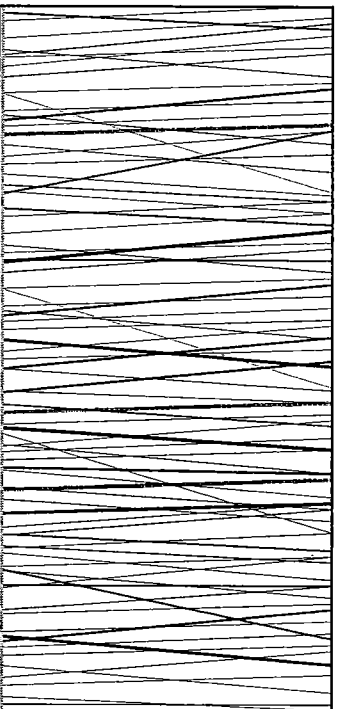


**Kansas and Neighbors: Vegetables - Potatoes**

Year	2012	1982	1962	1920
Kansas	1,940	4,930	6,261	15,539
Colorado	83,258	28,375	29,640	17,711
Missouri	20,213	13,908	13,681	39,613
Nebraska	3,198	786	2,952	7,283
Oklahoma	10,255	13,987	26,830	28,550

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**Future Production**



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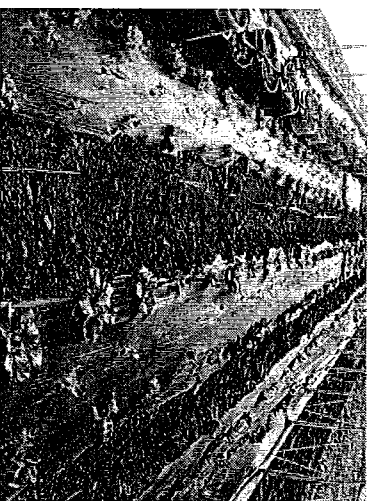
**March 24, 2012, Family Planting Day**



- Potatoes
- Onions
- Black Plastic
- Cabbage
- Broccoli
- Cauliflower
- Lettuce

19

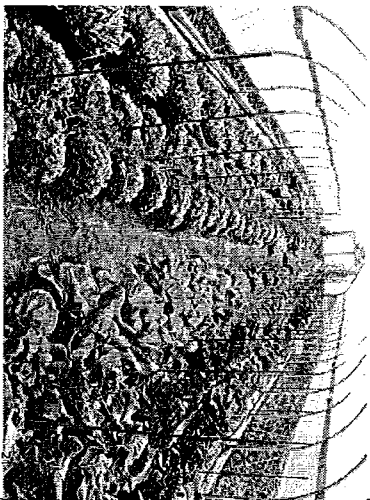
**April 1, 2012**



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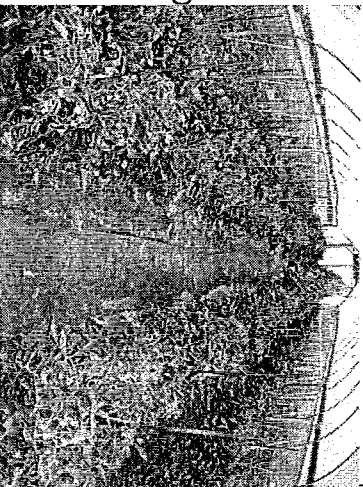
### Multiple Crops: April 18, 2012

- Intensive production
- Walkways



### May 18, 2012

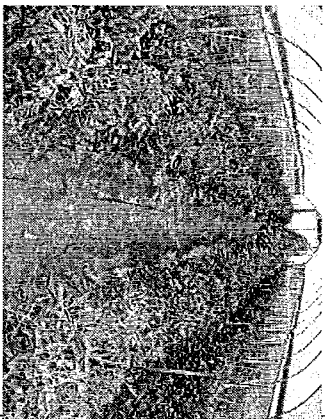
- Tomatoes
- Most widely grown
- My spacing: 18" x 4'
- 167 plants/1000 sq ft
- Potential:
  - 10-20 lbs/ plant
  - \$2-2.50/lb
  - $\frac{2}{2}$



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### May 18, 2014

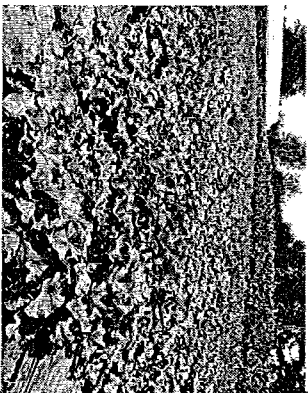
- Lettuce harvested
- Tomatoes



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### June 24, 2012

- Melons



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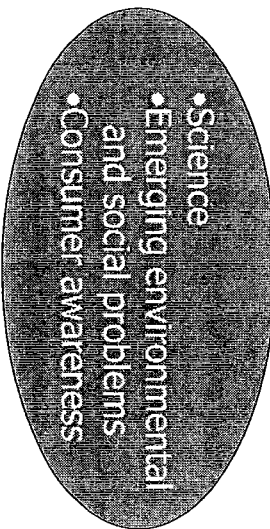


### Why Grow More Vegetables?

- Farm Economy
- Consumer Trends
- Trade Implications

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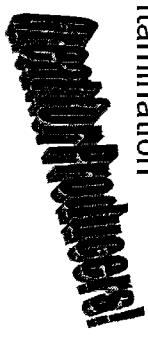
### Opportunity Slate Keeps Expanding



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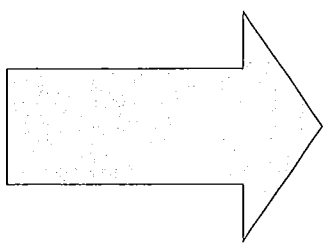
### Food Safety Concerns

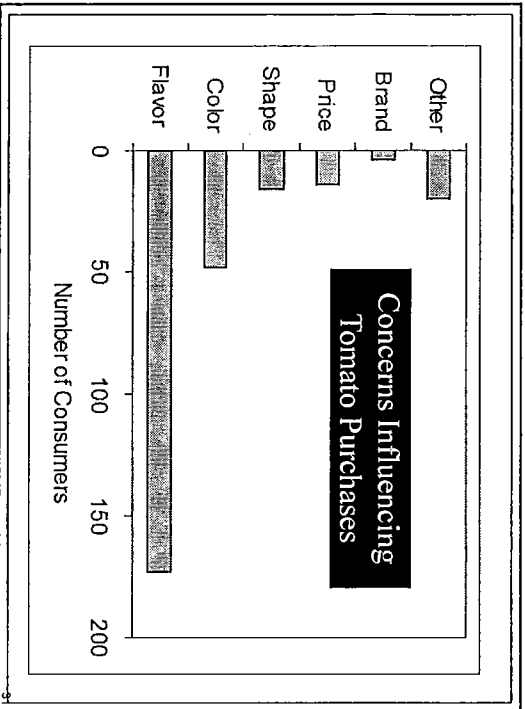
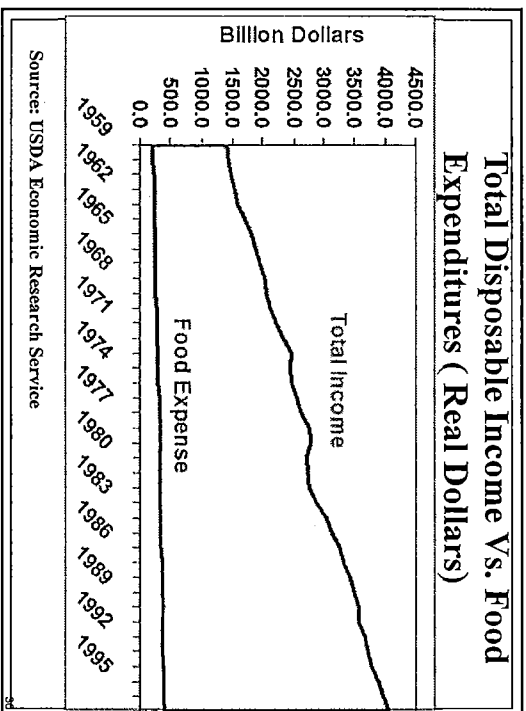
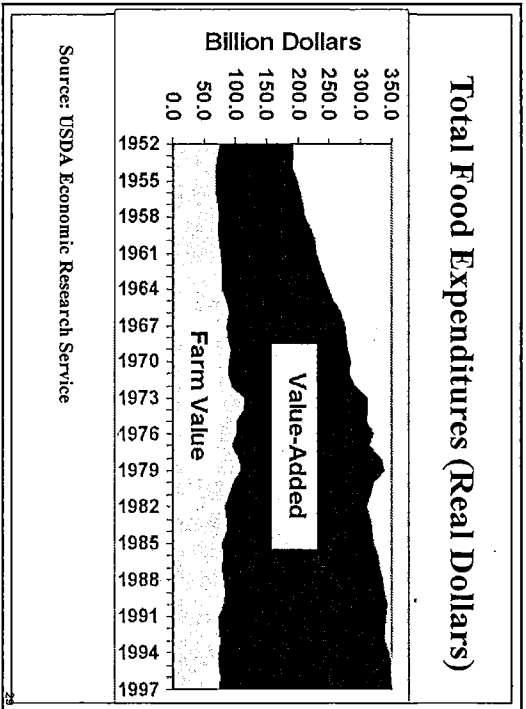
- Terrorism
- Food related disease outbreaks
- New biotechnology products
- Food contamination



### U.S. Fresh Fruit & Vegetable Demand

- Desire for Local Grown Food
- Older Americans
- More Education
- Population
- Health concerns
- Transportation Costs





- ### Recent Observations
- One Kansas Farmer feeds 155 people
  - Kansas: Cereal Grains and Livestock Protein
  - USDA Food Plate
    - Three portions: Cereal Grains, Livestock Protein, and FRUITS & VEGETABLES
  - Kansas only produces 4% of the over \$700 million fruits and vegetables we consume in Kansas
  - Kansas producers could produce 90%!
  - Governor's Task Force on Local Food
  - SCCC Alternative & High Value Crops Demonstration

## **Future Vegetable Production?**



**Those involved in production  
agriculture will provide the  
answer.**

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**For more information:**

**David Coltrain**  
 **david.coltrain@sccc.edu**  
 **620-417-1354**

**Thank You**

**Questions?**  
**(Panel)**