



**EL DORADO CITY COMMISSION - WORK SESSION AGENDA  
CITY HALL – 220 E. FIRST AVENUE  
April 29, 2026 - 5:00 PM**

**Work Session Discussion Items:**

- a. SBA Hospital One-Cent Sales Tax Ballot Question
- b. Forest Park Improvement Project
- c. Main Street Work Plan

**Regular Agenda Preview:**

- a. Items to be Placed on the Consent Agenda
  - i. Meeting Minutes
- b. Items to be Placed on the Regular Agenda

**Reports:**

- a. City Commission Reports
- b. City Manager Report

# EL DORADO

## KANSAS

TO: City Commission  
FROM: David Dillner, City Manager  
SUBJ: SBA Hospital One-Cent Sales Tax Ballot Question  
DATE: April 29, 2026

### **Background:**

Rural hospitals in Kansas and across the United States face structural financial challenges such as high operating costs and inflation, low reimbursement rates, and uncompensated care. Nationally, nearly half of rural hospitals operate at a financial loss, and hundreds are at risk of closure, particularly in Midwestern states like Kansas. Hospitals in Kansas are increasingly seeking local voter-approved sales taxes to help address persistent financial shortfalls. Susan B. Allen Memorial Hospital (SBA) made such a request to the City Commission at the work session held on April 15, 2026.

SBA requested that a one-cent sales tax be placed on the August primary election ballot scheduled for August 4. The City's bond counsel prepared the necessary documentation for the governing body to consider a resolution to place a one-cent sales tax question on the August primary ballot.

In full transparency, the City Manager has been invited to join the Susan B. Allen Memorial Hospital Board of Directors. The board appointment would not be considered a statutory conflict of interest for the City Manager even if a sales tax vote should proceed and be approved by voters. Some citizens may, however, view participation on the board of directors as a "perceived" conflict of interest. The City Manager will defer to the City Commission before committing to participate on the board.

A city manager's participation on a hospital's board of directors could constitute a conflict of interest, particularly if the City and hospital have financial, regulatory, or land-use dealings. While not inherently prohibited, such a position creates a risk of divided loyalty, where a public official's duty to the public may conflict with their fiduciary duty to the hospital.

Potential Conflict Scenarios include:

- **Contractual & Financial Issues:** The city manager might participate in making contracts with the hospital, which is a direct conflict if they also have a fiduciary duty to that organization.
- **Regulatory & Permitting:** The City may regulate, inspect, or provide services to the hospital. A manager sitting on the board could be seen as auditing or approving their own private organization's work.
- **Appearance of Impropriety:** Even if no actual financial gain occurs, the public may perceive that the hospital receives special treatment (e.g., in zoning, funding, or police services) because of the manager's position.
- **Confidential Information:** A manager might be tempted to use confidential City information to benefit the hospital, or vice versa.

City managers should follow these steps to avoid ethical violations if they serve on hospital or other non-profit boards:

- **Disclosure:** Make a full, written disclosure of the board position to the City Commission.
- **Recusal:** Abstain from voting, discussing, or influencing any decisions regarding the hospital while in their City role or when a decision involves City affairs.
- **Review Policies:** Comply with local and state ethical statutes regarding "incompatible offices" or "dual employment."

Some situations may not rise to a conflict level if the hospital is a nonprofit entity and the board position is unpaid, though disclosure is still recommended. The SBA board of directors meets both of these requirements. The potential for a conflict is lessened if the City and hospital have no direct financial or regulatory dealings. An approved sales tax would be received by the City and remitted to the hospital. Proceeds of the sales tax would only be used for hospital purposes, so the potential for a financial conflict involving the sales tax is largely mitigated.

#### **Attachments:**

1. One-Cent Sales Tax Ballot Question Documents
2. SBA Sales Tax Request Executive Summary
3. SBA Economic Impact for Sales Tax Request
4. HF Sinclair Letter of Support for SBA Sales Tax Request

#### **Advisory Board Recommendation:**

NA

#### **Policy Issue:**

**Should the City Commission place a sales tax question on an upcoming ballot to support Susan B. Allen Memorial Hospital?** In addition to the state sales tax, cities in Kansas have the option of imposing a local sales tax. Before imposing a local sales tax, the governing body of the city must receive the approval of a majority of its voters. Cities may levy a local sales tax in five-hundredth percent increments (0.05%) and are authorized to impose a maximum sales tax rate of 3% (2% general and 1% special). General sales taxes may be used for general government purposes or for other legally authorized public purposes. A time-limited sales tax may be written such that it could be subject to voter approval for continuation.

General sales taxes are often approved to fund infrastructure and transportation projects, police, fire departments, and emergency medical services, public libraries, health services, and sanitation, or to support general operational expenses of the municipality. Cities have also approved sales taxes to support hospitals serving the community. Special sales taxes are authorized for specially defined projects or expenses and must sunset no later than ten years after adoption. The proceeds from a special sales tax may not be spent on anything except for the authorized purpose, while general sales tax proceeds may be spent on any expense with a public purpose deemed appropriate by the governing body.

#### **Fiscal Impact:**

A sales tax to support the hospital will not directly impact the City's fiscal condition. It will alter the City's flexibility to request future sales taxes to support projects or operations. A sales tax to support the hospital would increase the local sales tax rate and may make it more difficult for a sales tax supporting municipal services or projects to be adopted by voters. For example, the City may desire

to pursue a sales tax to fund a special streets or recreation project, or it may desire to pursue a sales tax for the purpose of lowering the mill levy. Any increase in sales taxes may place pressure on future sales tax requests since voters are often tax adverse. Even so, the City Manager does not anticipate a scenario whereby the City would request and receive authorization for the maximum 3% limit for local sales taxes.

Sales taxes are considered a regressive revenue source, meaning that it affects lower-income households more than higher-income households because it consumes a higher percentage of income for those with less income. Increasing the sales tax rate could also have a potential impact on retail competitiveness with other communities in the immediate region. This consideration is especially important for larger purchases (such as vehicles and appliances) where the sales tax rate will make a difference when compared to lower-tax jurisdictions.

**Trade-Offs:**

As previously mentioned, a sales tax to support external purposes would affect the City's ability to pursue a sales tax for its own purposes. Health care is an important need for a community. A local sales tax to support health care and the hospital should be weighed against future needs of the City. For example, the City Commission has discussed a local sales tax to fund improvements to the municipal pool and band shell at Forest Park and 9th Avenue. A sales tax supporting the hospital may impair the City's ability to obtain voter approval for this project. Increasing the sales tax rate will create pressure for future sales tax campaigns that may be necessary to fund municipal projects or operations amid pressures from the Legislature to reduce reliance on property taxes.

Deciding to pursue a local sales tax to support the hospital or other municipal efforts represents value-based decisions for the community. This means that allocating sales tax proceeds for either of these uses is neither right or wrong. Rather, a decision to provide sales tax proceeds to the hospital or to fund City projects or operations represents a value judgment based on what the community values and desires. Both purposes would serve the public interest and both enhance the quality of life for residents. Placing such items on a ballot provides the community with an opportunity to weigh the trade-offs against the community's values to decide the preferred use of sales tax funds.

**Staff Recommendation:**

The importance of a community hospital cannot be overstated. The City Manager recommends putting a one-cent sales tax question on an upcoming ballot to provide citizens with an opportunity to decide whether to allocate a portion of the City's sales tax authority to the hospital. A decision by voters to support a sales tax for the hospital will have little to no direct impact on the City's financial situation. The City will retain one percent (1%) of its sales tax authority, which gives it some flexibility for future projects or as a general revenue source. It will still have to place a question on a future ballot and convince voters of the need for additional revenue, but the option will remain even if a sales tax question is approved by voters to support the hospital.

**Commission Action:**

This item is for discussion purposes only. The item will be scheduled for consideration at a regular meeting pending direction to do so by the City Commission. The City Commission will also need to decide whether to allow the City Manager to serve on the hospital's board of directors or if it would be preferred to refrain from this position.

**EXCERPT OF MINUTES OF A MEETING  
OF THE GOVERNING BODY OF  
THE CITY OF EL DORADO, KANSAS  
HELD ON MAY 6 , 2026**

The City Commission (the "Governing Body") met in regular session at the usual meeting place in the City, on May 6, 2026, at 5:30 p.m., the following members being present and participating, to-wit:

Absent:

The Mayor declared that a quorum was present and called the meeting to order.

\* \* \* \* \*

(Other Proceedings)

Thereupon there was presented a Resolution entitled:

**A RESOLUTION AUTHORIZING AND PROVIDING FOR THE CALLING OF A SPECIAL QUESTION ELECTION IN THE CITY OF EL DORADO, KANSAS, FOR THE PURPOSE OF SUBMITTING TO THE ELECTORS OF THE CITY THE QUESTION OF IMPOSING A ONE PERCENT (1%) CITYWIDE RETAILERS' SALES TAX FOR THE PURPOSE OF SUPPORTING SUSAN B. ALLEN MEMORIAL HOSPITAL; AND PROVIDING FOR THE GIVING OF NOTICE OF SAID ELECTION.**

Commissioner \_\_\_\_\_ moved that the Resolution be adopted. The motion was seconded by Commissioner \_\_\_\_\_. The Resolution was duly read and considered, and upon being put, the motion for the adoption of the Resolution was carried by the following vote of the governing body:

Aye: \_\_\_\_\_.

Nay: \_\_\_\_\_.

Thereupon, a majority of the members of the governing body having voted in favor of the Resolution, it was declared duly adopted and was then duly numbered Resolution No. \_\_\_\_; and was directed to be signed by the Mayor and attested by the Clerk. The Clerk was further directed to transmit a copy of the resolution to the County Clerk of Butler County, Kansas, and to take all action necessary to proceed with calling the special question election in the manner prescribed by law.

\* \* \* \* \*

(Other Proceedings)

[BALANCE OF THIS PAGE INTENTIONALLY LEFT BLANK]

**CERTIFICATE**

I hereby certify that the foregoing Excerpt of Minutes is a true and correct excerpt of the proceedings of the governing body of the City of El Dorado, Kansas, held on the date stated therein, and that the official minutes of such proceedings are on file in my office.

(SEAL)

---

Clerk

**RESOLUTION NO. [\_\_\_\_]**

**A RESOLUTION AUTHORIZING AND PROVIDING FOR THE CALLING OF A SPECIAL QUESTION ELECTION IN THE CITY OF EL DORADO, KANSAS, FOR THE PURPOSE OF SUBMITTING TO THE ELECTORS OF THE CITY THE QUESTION OF IMPOSING A ONE PERCENT (1%) CITYWIDE RETAILERS' SALES TAX FOR THE PURPOSE OF SUPPORTING SUSAN B. ALLEN MEMORIAL HOSPITAL; AND PROVIDING FOR THE GIVING OF NOTICE OF SAID ELECTION.**

---

**WHEREAS**, K.S.A. 12-187 *et seq.*, as amended (the “Act”), authorizes the governing body (the “Governing Body”) of the City of El Dorado, Kansas (the “City”) to submit to the electors of the City the question of imposing a special purpose Citywide retailers' sales taxes, which in the aggregate may be in amounts not to exceed one percent (1%), provided sales taxes for special purposes shall expire not more than ten (10) years from the initial date of collection thereof; and

**WHEREAS**, the City does not currently impose any sales taxes for special purposes pursuant to the Act; and

**WHEREAS**, the Governing Body deems it advisable that funds be derived for the purpose of supporting the Susan B. Allen Memorial Hospital and any lawful successor thereto (the “Hospital”) in the City, including financing operations and capital expenditures of the Hospital; and

**WHEREAS**, Governing Body deems it advisable that funds for such purposes be derived by the imposition of a one percent (1%) City-wide retailers' sales tax (the “Sales Tax”); and

**WHEREAS**, if approved, the Sales Tax will constitute a sales tax imposed for special purposes, as said term is described in K.S.A. 12-189, as amended.

**WHEREAS**, in order to authorize the Sales Tax, it is deemed advisable to call a special question election to be held in connection with the primary election on August 4, 2026.

**NOW, THEREFORE, BE IT RESOLVED BY THE GOVERNING BODY OF THE CITY OF EL DORADO, KANSAS:**

**SECTION 1. Public Purpose; Implementation of the Sales Tax.** It is hereby deemed necessary and advisable and in the best interests of the citizens of the City to authorize and impose the Sales Tax for the financial support of the Hospital as herein described.

The Sales Tax shall constitute a sales tax imposed for special purposes. Collection of the Sales Tax, if approved by the electors of the City, shall commence on January 1, 2027, or as soon thereafter as permitted by the Act and shall terminate **five (5)** years after its commencement.

**SECTION 2. Special Question Election.** It is hereby authorized, ordered and directed that a special question election shall be and is hereby called to be held in the City on August 4, 2026 (the “Election”), at which time there shall be submitted to the qualified electors of the City the following proposition:

Shall the following be adopted?

*Shall the City of El Dorado, Kansas, be authorized to impose a special purpose one percent (1%) City-wide retailers' sales tax (the "Sales Tax"), the revenues derived therefrom to be applied to for the financial support of the Susan B. Allen Memorial Hospital, including but not limited to supporting hospital operations and capital expenditures, the collection of the Sales Tax to commence on January 1, 2027, or as soon thereafter as permitted by law, and to terminate five (5) years after its commencement?*

**SECTION 3. Special Question Election Procedures.** The vote at the Election shall be by ballot, and the proposition stated above shall be printed on the ballots, together with voting instructions as provided by law. The Clerk shall transmit a copy of this Resolution to the County Clerk of Butler County, Kansas, to give notice of the Election as provided by law by publishing a Notice of Special Question Election in substantially the form attached hereto as *Exhibit A*: (a) once each week for two (2) consecutive weeks in a newspaper of general circulation in the City, with the first publication to be not less than twenty-one (21) days prior to the date of the special question election, and the last publication being not more than sixty (60) days prior to the date of the Election, and (b) on the website of the county election office of any county where the Election is to be conducted not less than 21 days prior to the Election and shall remain on the website until the day after the Election.

**SECTION 4. Effective Date.** This Resolution shall be effective from and after its adoption by the Governing Body.

[BALANCE OF THIS PAGE INTENTIONALLY LEFT BLANK]

**ADOPTED AND APPROVED** by the Governing Body of the City of El Dorado, Kansas, on \_\_\_\_\_, 2026.

(Seal)

\_\_\_\_\_  
Mayor

ATTEST:

\_\_\_\_\_  
Clerk

**CERTIFICATE**

I hereby certify that the above and foregoing is a true and correct copy of the Resolution No. \_\_\_\_\_ of the City of El Dorado, Kansas, adopted by the governing body on \_\_\_\_\_, 2026, as the same appears of record in my office.

DATED: \_\_\_\_\_, 2026.

\_\_\_\_\_  
Clerk

[BALANCE OF PAGE INTENTIONALLY LEFT BLANK]

**EXHIBIT A**

(Published in the *Butler County Times-Gazette* on June 13, 2026, and June 20, 2026, and on the website of the county election office of any county where the Election is to be conducted not less than 21 days prior to the Election and shall remain on the website until the day after the Election)

**NOTICE OF SPECIAL QUESTION ELECTION  
THE CITY OF EL DORADO, KANSAS**

Notice is hereby given to the qualified electors of the City of El Dorado, Kansas (the “City”) that a special question election has been called and will be held on August 4, 2026, for the purpose of submitting to the qualified electors of the City the following proposition:

Shall the following be adopted:

Shall the City of El Dorado, Kansas, be authorized to impose a special purpose one percent (1%) City-wide retailers' sales tax (the “Sales Tax”), the revenues derived therefrom to be applied to for the financial support of the Susan B. Allen Memorial Hospital, including but not limited to supporting hospital operations and capital expenditures, the collection of the Sales Tax to commence on January 1, 2027, or as soon thereafter as permitted by law, and to terminate five (5) years after its commencement?

\*\*\*\*\*

IT IS IMPORTANT FOR EACH QUALIFIED VOTER TO NOTE THAT YOUR BALLOT CANNOT BE COUNTED UNLESS YOU TAKE THE APPROPRIATE STEPS:

To vote in favor of any question submitted on this ballot, press the word “YES” on the voting machine or completely darken the oval to the left of the word “YES” on the paper ballot. To vote against it, press the word “NO” on the voting machine or completely darken the oval to the left of the word “NO” on the paper ballot.

- YES
- NO

\*\*\*\*\*

The polls will open at [ ]:00 A.M. and will close at [ ]:00 P.M., on August 4, 2026, the election day. The voting places in the City and the area each voting place will serve will be as follows:

[To be updated by the County Clerk as necessary]

<u>Voters Residing In Precinct</u>	<u>Will Vote At</u>	<u>Location</u>
------------------------------------	---------------------	-----------------

The election will be conducted by the officers and/or persons provided by law for holding elections, and the method of voting will be by ballot. Registered voters are eligible to vote by advance voting ballot

upon application to the County Clerk of Butler County, Kansas, set forth below pursuant to K.S.A. 25-1117 *et seq.*

\*\*\*\*\*

**ADDITIONAL INFORMATION**

***General***

***General.*** The following additional information is provided by the City with respect to the impact of this ballot question. Passage of this ballot proposition would authorize the City to impose a one percent (1%) City-wide retailers' sales tax (the "Sales Tax") the proceeds of which shall be used to finance the purposes described therein. Collection of the Sales Tax, if approved by the electors of the City, shall commence January 1, 2026, or as soon thereafter as permitted by the Act, and shall terminate ten years after its commencement.

***Existing Sales Taxes.*** The City currently imposes a one percent City-wide retailers' sales tax for general purposes, which sales tax does not have a set expiration date.

\*\*\*\*\*

**ELECTION INFORMATION**

The election officer conducting the election will be the County Clerk of Butler County, Kansas, whose address is: 205 W. Central, El Dorado, Kansas 67042.

DATED: \_\_\_\_\_, 2026.

Tatum Stafford, County Clerk  
Butler County, Kansas

**AFFIDAVIT**

STATE OF KANSAS )  
 ) ss:  
COUNTY OF BUTLER )

The undersigned, acting as election officer for Butler County, Kansas (the "County") pursuant to the laws of the State of Kansas, being of lawful age, first being duly sworn, on oath states:

Pursuant to K.S.A. 10-120, the attached Notice of Election was published on the website of the County election office, not less than 21 days prior to the election described in such Notice and remained on the website until the day after such election.

WITNESS my hand and official seal on \_\_\_\_\_, 2026.

(Seal)

\_\_\_\_\_  
Tatum Stafford, County Clerk  
Butler County, Kansas

The foregoing instrument was subscribed and sworn to or affirmed before me on this \_\_\_\_ day of \_\_\_\_\_, 2026, by Tatum Stafford, County Clerk, Butler County, Kansas.

(Seal)

\_\_\_\_\_  
Notary Public

**BALLOT CERTIFICATE**

STATE OF KANSAS )  
 ) ss:  
COUNTY OF BUTLER )

I, the undersigned County Clerk of Butler County, Kansas, do hereby certify that attached below is a true and correct copy of the ballot label used at the special question election held on August 4, 2026, in the City of El Dorado, Kansas, on the proposition set forth in the ballot; and that the judges and clerks duly qualified by taking their respective oaths before assuming their duties at the election.

WITNESS my hand and official seal on August 4, 2026.

(SEAL)

\_\_\_\_\_  
Tatum Stafford, County Clerk  
Butler County, Kansas

[Affix copy of ballot label]

STATE OF KANSAS  
OFFICIAL BALLOT

---

THE CITY OF EL DORADO, KANSAS

---

AUGUST 4, 2026

---

NOTICE

*If you deface or make a mistake and wrongfully mark any ballot, you must return it to the election board and receive a new ballot.*

TO VOTE IN FAVOR OF ANY QUESTION SUBMITTED ON THIS BALLOT, PRESS THE WORD “YES” ON THE VOTING MACHINE OR COMPLETELY DARKEN THE OVAL TO THE LEFT OF THE WORD “YES” ON THE PAPER BALLOT. TO VOTE AGAINST IT, PRESS THE WORD “NO” ON THE VOTING MACHINE OR COMPLETELY DARKEN THE OVAL TO THE LEFT OF THE WORD “NO” ON THE PAPER BALLOT.

SHALL THE FOLLOWING BE ADOPTED?

SHALL THE CITY OF EL DORADO, KANSAS, BE AUTHORIZED TO IMPOSE A SPECIAL PURPOSE ONE PERCENT (1%) CITY-WIDE RETAILERS' SALES TAX (THE “SALES TAX”), THE REVENUES DERIVED THEREFROM TO BE APPLIED TO FOR THE FINANCIAL SUPPORT OF THE SUSAN B. ALLEN MEMORIAL HOSPITAL, INCLUDING BUT NOT LIMITED TO SUPPORTING HOSPITAL OPERATIONS AND CAPITAL EXPENDITURES, THE COLLECTION OF THE SALES TAX TO COMMENCE ON JANUARY 1, 2027, OR AS SOON THEREAFTER AS PERMITTED BY LAW, AND TO TERMINATE FIVE (5) YEARS AFTER ITS COMMENCEMENT?

YES

NO

**STATE OF KANSAS  
OFFICIAL BALLOT**

EL DORADO, KANSAS

QUESTION SUBMITTED

---

**SPECIAL QUESTION ELECTION**

AUGUST 4, 2026

BUTLER COUNTY, KANSAS

---

**CERTIFICATION OF CANVASS OF VOTES**

STATE OF KANSAS )  
 ) ss:  
COUNTY OF BUTLER )

I, the undersigned County Clerk of Butler County, Kansas, do hereby certify that the following are the true and correct results according to the abstract of votes cast at the special question election held on August 4, 2026, in the City of El Dorado, on the following proposition:

Shall the following be adopted?

Shall the City of El Dorado, Kansas, be authorized to impose a special purpose one percent (1%) City-wide retailers' sales tax (the "Sales Tax"), the revenues derived therefrom to be applied to for the financial support of the Susan B. Allen Memorial Hospital, including but not limited to supporting hospital operations and capital expenditures, the collection of the Sales Tax to commence on January 1, 2027, or as soon thereafter as permitted by law, and to terminate five (5) years after its commencement?

Such results are shown by the returns of said election which are on file in the Office of the County Clerk and canvassed as provided by law:

Yes -----  
No -----  
Void -----  
Total Vote -----

WITNESS my hand and official seal on August \_\_, 2026.

(Seal)

\_\_\_\_\_  
Tatum Stafford, County Clerk  
Butler County, Kansas



**Protecting Our Community. Strengthening Our Economy.  
Support the 1¢ Sales Tax for Susan B. Allen Memorial Hospital**

**A Vital Community Lifeline**

Susan B. Allen Memorial Hospital is here for our community 24 hours a day, 7 days a week, 365 days a year—providing emergency care, delivering babies, supporting families, and ensuring access to healthcare for all, regardless of ability to pay.

**A Powerful Economic Driver**

- 293 local jobs supported by the hospital
- \$16.4 million in wages paid annually
- Healthcare represents 10.3% of all county jobs
- Every 100 hospital jobs create 43 additional jobs in our community

***A strong hospital = a strong local economy***

**Why This Matters** – A sustainable hospital is essential to:

- Attract and retain businesses
- Support workforce growth
- Keep families living and working locally
- Maintain a high quality of life in Butler County

**The Challenge** – Despite responsible management and cost reductions:

- Ongoing operating losses threaten long-term stability
- \$2.6 million in critical equipment needs
- Difficulty competing with Wichita wages
- 31% of nursing staffed by costly contract labor
- \$5.5 million in uncompensated care provided in 2025

**The Solution: A 1¢ Sales Tax** – A local, voter-approved 1-cent sales tax will:

- Stabilize hospital operations
- Help retain and recruit local healthcare workers
- Reduce reliance on expensive temporary staff
- Invest in equipment and expanded services

**What's at Stake** – Without action, our community risks:

- Loss of local healthcare access
- Loss of jobs and economic activity
- Reduced ability to attract businesses and families

**The Ask** – Place the 1¢ sales tax initiative on the ballot.

**Invest in What Matters Most**

**A strong hospital means a strong community—today and for future generations.**



## Hospitals Have a Significant Economic Impact to Kansas and Butler County



1

## Proud of Our Record of Service

### Susan B. Allen Memorial Hospital

- Provides care 24 – 7 – 365
- Serve thousands of patients annually
- Bring life into the world
- Provide comfort at the end of life
- Keeps our communities healthy, strong and vibrant
- A major source of employment



2

# Economic Impact Report

## *The Importance of the Health Care Sector to the Kansas Economy*

- Highlights the significant role Kansas hospitals play within our local communities
- Demonstrates “ripple” effect
  - dollars hospitals bring into the state
  - jobs hospitals help create
- Prepared by the Institute for Policy & Social Research at the University of Kansas



3

# Statewide and County Economic Impact

Susan B. Allen Memorial Hospital contributes  
in three areas:

- Attract and retain business and industry
- Attract and retain retirees
- Create jobs in the local economy



4

## Significant Economic Contributions in Kansas Communities

Hospital impacts spread broadly over the entire Kansas economy, through job and income creation, tax generation and enhancement of the Kansas quality of life. Specific channels of influence include:

- Creating direct jobs and income within the health care sector when health care establishments hire staff;
- Creating secondary jobs and income when suppliers to health care industries hire their own employees and when employees purchase goods and services such as groceries in the community;

*Continued ...*



5

## Major Employers in Butler County

Hospitals alone employ more than 678 people directly and pay out more than \$46.3 million in labor income.

Health care employers provide about 10.3 percent of the county's jobs and 12.6 percent of labor income.

The hospital employment multiplier is 1.43.

Every 100 hospital jobs in Butler County support an additional 43 jobs in non-health care sectors in Butler County.



6

## Income Impacts in Butler County

Susan B. Allen Memorial Hospital directly supports:

- More than 293 jobs and
- Nearly \$16.4 million in labor income for employees
- Local grocery stores, restaurants, gas and electric utilities, and other industries used by the hospital and its employees.



7

## Economic Contributions of the Health Care Sector

In summary, the health care sector in Butler County generates significant employment and income for local residents and generous tax revenue for local governments.

Health care businesses provide about 3,257 jobs and over \$193 million in labor income. When the multiplier effect is included, the contributions rise to about 4,151 jobs and over \$224.5 million in labor income in the county.

The health care sector supports about \$868,500 in local sales tax revenue.



8

## Improving Health and Saving Money

Hospitals save Kansans millions of dollars:

- Disease prevention programs
- Early detection equals decreased treatment cost and lost earnings



9

## Covering the Uninsured and Underinsured

Kansas hospitals are a safety net:

- Providing nearly \$2 billion in uncompensated care annually; SBAMH covered \$5.5 Million in uncompensated care in 2025
- Offering financial assistance programs; and
- Treating all, regardless of their ability to pay.



10

# 2025 KHA Public Funding Survey Results

90 Hospitals Participated in the Survey  
Jan-May 2025



11

# 2025 KHA Public Funding Survey Results

## **Participants included:**

65 Critical Access Hospitals

22 Prospective Payment System

3 Rural Emergency Hospitals

79 of them being Rural 11 of them being Urban

Of the 90 Hospitals

74% reported being supported by mill levy or sales tax for a  
total of \$55,423,124 of subsidized support



12

## Financial History

### Operating Margin

2017	(\$13,624,875)
2018	(\$6,576,563)
2019	(\$10,360,269)
2020	\$2,287,590
2021	(\$313,315)
2022	(\$3,289,039)
2023	(\$2,670,398)
2024	(\$1,584,037)
2025	(\$4,024,633) Cyber Security Event

NOTE - Extraordinary Income Items:

	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>2023</u>
Covid Relief Funding	\$3,940,970	\$1,632,715	\$1,693,173	
Paycheck Protection	\$3,857,059			
Employee Retention Credit				\$2,715,459

13

## Current State

- We have to compete with the Wichita wage market. We have not been able to offer across the board wage increases since 2019. Creating a \$1.2 million discrepancy in wages from market.
- 31% of our nurse staffing requirement is being filled by contract staff.
- We currently have \$2.6 million in critical capital equipment needs.
- We have not been able to offer a 401K match since 2019 to our employees.

14

## Action Taken

- 2022 Hired an Orthopedic Surgeon
- 2024 Hired Integrity Health Providers for ER and Hospitalist programs with local Physician oversight
- Made Improvements to Quality of Care
- Became an In-network provider for insurances being utilized in our community (Ambetter, UHC, & Providers Care)
- From 2023- 2024 we reduced expenses by \$1.1 million

15

## Action Taken Continued

### Grant Applications

- Rural Health Transformation Program
  - There are limitations to what the funds can be utilized for. KDHE has established specific initiative projects that are available to submit applications for. Items can not be used to subsidize operational funding of the hospital.
    - Through the REH/CAP grant we applied for \$484,000 to revamp clinic space to increase access to care in Cardiology, Dermatology, Wound care, and to finish the other half of the El Dorado Urgent Care.
    - Through the Regional Partnership Grant Program, we applied for \$570,000 for our collaboration efforts with Buter Community College, Dr. Paul McKesey, and Coaxion to continue radiologic services.

16

## Foundation & Auxiliary Giving

### 2025

SBAMH Auxiliary	\$7,311
SBAMH Foundation	\$288,833

### 2024

SBAMH Auxiliary	\$4,090
SBAMH Foundation	\$290,482

The SBAMH Foundation is limited in their giving back to the hospital. Only 5% of each endowment can be drawn annually, 29% are restricted funds.

17

## Limitations

- We cannot mortgage the buildings
- We cannot be acquired by a faith-based health system.
- We cannot become a Critical Access Hospital
- We cannot become a Rural Emergency Hospital

18

## Our Ask

We are asking that a one cent sales tax to fund Susan B. Allen Memorial Hospital be added to the August ballot.

- These funds would enable us to increase staff wages to market keeping our community working in our community instead of driving to Wichita to work.
- These funds allow us to continue to offer our community the services we provide.

19

## In Summary



- Susan B. Allen is a key ingredient to our community's quality of life.
- SBA keeps our communities healthy and vibrant.
- Kansas hospitals are major contributors to both the local and state economies.
- Families remain more healthy and secure because hospitals provide needed health care services.
- A vigorous and sustainable health care system is essential not only for the health and welfare of community residents, but also to enhance economic opportunity.
- Furthermore, evidence shows that quality health care improves business productivity, aids in the recruitment and retention of businesses, and attracts and retains retirees.

20



HF Sinclair Corporation  
El Dorado Refinery  
1401 Douglas Road  
El Dorado, KS 67042  
04/13/2026

To the City Commissioners of El Dorado:

HF Sinclair is proud to call El Dorado home. For generations, our refinery and our employees have lived, worked, and raised families in this community. The strength and well-being of El Dorado directly affect our workforce and our shared future.

HF Sinclair supports Susan B. Allen Memorial Hospital and recognizes its essential role as a rural-serving community hospital providing high-quality healthcare to El Dorado and the greater Butler County region. In communities like ours, quick and reliable access to emergency and inpatient care close to home is critical for residents, families, and employers alike.

As one of the area's largest employers, HF Sinclair understands the importance of a strong local healthcare system for workforce safety, employee well-being, and community stability. Our employees and their families rely on Susan B. Allen Memorial Hospital, and its ability to deliver timely, dependable care strengthens El Dorado as a place to live and work.

We value the partnerships that make El Dorado a strong community and remain committed to being a responsible corporate citizen invested in its long-term health and success.

Sincerely,

Ted Trevino  
Vice President & Refinery Manager

# EL DORADO

## KANSAS

TO: City Commission  
FROM: David Dillner, City Manager  
SUBJ: Forest Park Improvement Project  
DATE: April 29, 2026

### **Background:**

The City Commission previously authorized the City Manager to prepare a finance plan for improvements to Forest Park to include the municipal pool, band shell, and 9th Avenue. The project is estimated to cost \$15.25 million and would be funded by a proposed sales tax. The City was in the process of completing a financial analysis to determine the sales tax rate needed to support the construction of the project, including the operation of the pool. The City Manager seeks guidance from the City Commission after Susan B. Allen Memorial Hospital requested a one-cent sales tax be placed on the August primary ballot. The City Manager needs to know if the governing body wants to continue to pursue a sales tax question in November, or if it wants to table the discussion until this sales tax vote is completed in August.

### **Attachments:**

### **Advisory Board Recommendation:**

An advisory board recommendation has not been produced on this specific item, although the Parks and Recreation Advisory Board could be asked to consider the issue and produce a recommendation if desired by the City Commission.

### **Policy Issue:**

**Should the City pursue a sales tax ballot question for Forest Park improvements?** The City has limited statutory authority to levy sales taxes with a maximum of 2% for general government purposes and 1% for special projects or initiatives. Any sales tax must be approved by voters before the City Commission may levy it on retail sales occurring within the municipality's jurisdiction.

Susan B. Allen Memorial Hospital (SBA) requested a one-cent sales tax be placed on the August primary ballot. The sales tax, if approved by voters, would be used to support hospital operations and capital investments for five years. It could be re-authorized by voters or expire after this period. The special sales tax for SBA would allocate 33% of the City's statutory sales tax authority to the hospital while it was in effect. The City would have limited options for future sales tax initiatives during the effective period of the sales tax, as voters may not support continued sales tax requests without a clear definition of scope and purpose. Even then, sales tax initiatives may be difficult to receive voter approval since it would require an increase above historical levels.

### **Fiscal Impact:**

A sales tax to support the project will not directly impact the City's fiscal condition because the funds will go to pay debt issued to finance the project. It will alter the City's flexibility to request future sales taxes to support projects or operations. A sales tax to support Forest Park improvements or the hospital would increase the local sales tax rate and may make it more difficult for a future sales tax supporting municipal services or projects to be adopted by voters.

Sales taxes are considered a regressive revenue source, meaning that it affects lower-income households more than higher-income households because it consumes a higher percentage of

income for those with less income. Increasing the sales tax rate could also have a potential impact on retail competitiveness with other communities in the immediate region. This consideration is especially important for larger purchases (such as vehicles and appliances) where the sales tax rate will make a difference when compared to lower-tax jurisdictions.

**Trade-Offs:**

A sales tax to support internal purposes would affect the City's ability to pursue sales tax initiatives for other projects or initiatives. For example, the City could seek a sales tax for additional street maintenance funds or to reduce property taxes. The improvements at Forest Park are desired, although they may not reflect the highest priorities of the community. The City Commission would have to weigh proceeding with a sales tax to fund these projects with other community needs to decide which is a higher priority.

In addition, voter approval of a sales tax to support hospital operations will likely affect the City's ability to raise additional sales taxes for a special project/initiative or general government purposes. The City would only have an additional 1% of its statutory sales tax authority remaining. Consequently, future initiatives may not have the flexibility to proceed until the hospital's sales tax sunsets or community goodwill is developed.

Deciding to pursue a local sales tax to support municipal efforts represents value-based decisions for the community. This means that allocating sales tax proceeds for either of these uses is neither right or wrong. Rather, a decision to provide sales tax proceeds to the hospital or to fund City projects or operations represents a value judgment based on what the community values and desires. Both purposes would serve the public interest and both enhance the quality of life for residents. Placing such items on a ballot provides the community with an opportunity to weigh the trade-offs against the community's values to decide the preferred use of sales tax funds.

**Staff Recommendation:**

The City Manager recommends deferring a discussion on a possible one-cent sales tax to fund Forest Park improvements until after the August primary to allow voters to make a decision on the hospital's sales tax request. It is generally not a good idea to place two different sales tax questions on the same ballot.

**Commission Action:**

This item is for discussion purposes only. The item will be scheduled for consideration at a regular meeting pending direction to do so by the City Commission.

# EL DORADO

## KANSAS

TO: City Commission  
FROM: Tabitha Sharp, Assistant City Manager  
SUBJ: Main Street Work Plan  
DATE: April 29, 2026

### **Background:**

El Dorado Main Street operates under the nationally recognized Main Street America framework, which emphasizes four pillars: Organization, Economic Vitalization, Design, and Promotion. The submitted 2026 Work Plan reflects these categories and includes activities such as:

- Business support (loan programs, grants, development assistance)
- Community events and branding
- Downtown design improvements and historic preservation
- Organizational governance and volunteer management

The City has historically supported Main Street as a tool for downtown revitalization, economic development, and tourism generation. However, increasing funding levels necessitate stronger expectations for:

- Demonstrated economic impact (jobs, business growth, tax base)
- Accountability in program delivery
- Alignment with broader City strategic priorities (e.g., housing, redevelopment, workforce attraction)

The current plan shows broad activity areas, but limited specificity in measurable outcomes and fiscal return.

### **Attachments:**

1. 2026 Work Plan - Final Draft
2. Draft Main Street Organization Work Plan

### **Advisory Board Recommendation:**

N/A

### **Policy Issue:**

The City Commission must determine whether the El Dorado Main Street 2026 Work Plan sufficiently demonstrates organizational capacity, measurable outcomes, and return on investment (ROI) to justify an additional \$60,000 in public funding. The Commission has required a formal work plan to ensure accountability, transparency, and alignment with City downtown development goals.

The key issue is whether the submitted plan provides clear, measurable, and outcome-driven strategies that justify increased taxpayer investment.

**Fiscal Impact:**

Should the Commission approve the work plan, the additional \$60,000 was planned to come from the General Fund balance.

The work plan has limited direct linkage between funding and outcomes, no clear budget allocation tied to specific initiatives, and fundraising efforts (e.g., events) are mentioned but not quantified.

**Trade-Offs:**

Strengths:

- Aligns with Main Street framework categories
- Covers a broad range of downtown activities
- Includes timelines and general goals
- Demonstrates ongoing partnerships and programs

Gaps:

- Lack of Quantifiable Metrics - Goals such as “enhanced downtown environment” or “improve branding” are not measurable
- No Clear ROI Framework - Missing linkage between activities and economic outcomes (jobs, tax revenue, investment)
- Limited Prioritization - All activities appear equally important; no strategic focus areas
- Insufficient Financial Transparency - No detailed budget or cost allocation per initiative
- Staffing & Capacity Concerns - Several tasks note need for “dedicated staff” without clear funding or staffing plan

**Staff Recommendation:**

Staff have proposed a revised work plan for consideration by the Commission.

**Commission Action:**

This item is for discussion purposes only. The item will be scheduled for consideration at a regular meeting pending direction to do so by the City Commission.

# Main Street 2026 Work Plan

	WORK PLANS	BOARD, STAFF AND VOLUNTEER TEAM LEADS	NOTES	Time Line	Measurable Goals
	<b>ORGANIZATION - A, B, C, D, F</b>	<b>Director</b>			
1	<b>Partnerships and Collaboration</b>	Director	City, MOU Compliance, Reports , Partner Collaboration	Ongoing	Acceptable MOU Agreement and Partners collaboration
2	<b>Goals, Strategy and Work Plans</b>	Executive Committee	Budget and various Work Plans	End of 1st Qtr.	Balanced budget and ongoing Work Plans
3	<b>Accreditation</b>	Executive Committee	Accreditation process and self-assessment; Economic impact data reports to Kansas Main Street; Volunteer Hours, Public and Private Investment, Sales Tax, Historic Rehabilitation Projects	Due Jan 31	Successful Accreditation
4	<b>Fiscal Responsibility and Budgeting</b>	Executive Committee, Director	Develop and monitor budget, Fundraising (Hot Shot Golf Challenge) and Supporter Campaign	Ongoing	Successful Financial Environment
5	<b>Education</b>	Ensminger	Scheduling of education and training for Board members	Ongoing	Well informed Board
6	<b>Economic Impact, Data Collection and Management</b>	Director	Compile economic impact numbers and data for the organizational strategic planning. Maestro Program data entry and reports. Dedicated staff needed.	Ongoing	
7	<b>Volunteer Management</b>	Clark, Glendenning, Yaryan	Recruitment of volunteers in all capacities, manage volunteer programs and appreciation. Track volunteer hours.	Ongoing	Have a stable group of volunteers
8	<b>Recruitment and Succession of Board &amp; Staff</b>	Executive Committee	Board member education packets, succession planning, exit interviews, etc.	End of 1st Qtr.	Create job description, conduct interviews, recommend final selection.
	<b>ECONOMIC VITALIZATION - A, B, E, F</b>	<b>Director</b>			
9	<b>IWW Loan Program</b>	Allison, Yaryan, Waite	Loan program offered to Downtown businesses, custom software needs dedicated volunteer	Ongoing	Maintain a well managed, loan program.
	<b>Property Development and Business Plan Assistance</b>	Director	Assist property owners and developers with opportunities, 2nd story development, Rehabilitation and preservation, conduct business retention and expansion visits	Ongoing	

# Main Street 2026 Work Plan

11	<b>Grant Services and Support</b>	Ensminger, Director	Update Investment Profile document, write grants, grant administration	Ongoing	Successful Downtown grant environment
	<b>DESIGN - A, B, D, F</b>	<b>Yaryan</b>			
12	<b>Veteran/BCC/City Banner Programs</b>	Yaryan, McAdoo, City Staff, Evergy	Currently 85 Veteran banners, Online Veteran Book and Interactive Veteran Banner Map; 40 Butler Community College banners, 2 locations; Downtown and on Haverhill by BG Stadium. Currently helping to develop year round City Banner Program.	5/31/2026; 11/1/2026; 8/15/2026; Ongoing	Continue to grow all 3 Banner Programs
13	<b>StreetScape</b>	Yaryan	Develop, create, and encourage improvements (i.e. Sound System) to the Downtown and Historic District, acting as a liaison with the City of El Dorado, its commission to facilitate research and innovative/collaborative design with funding such as Excess sales tax.	Ongoing	Enhanced Downtown environment
14	<b>ArtScape</b>	Hermreck, Director	Design and innovate ideas to promote art within the Downtown, and Historic District within the community. Maintain sculpture maintenance.	Ongoing	Complete currently identified sculpture locations
15	<b>National Historic District</b>	Director	Preservation, responsibilities for District, buildings, 2nd story development, Education, compliance, etc.	Ongoing	
	<b>PROMOTION - A, B, C, D, F</b>	<b>Director</b>			
16	<b>Community Education, Branding and Strong Social Media Presence</b>	Director, McCoy, Deserter	Increase awareness of Main Street, Downtown, and Historic District within the community. (i.e. Website, Social Media and Downtown Assemblies etc.)	Consistently Ongoing	Improve Main Street Branding
17	<b>Event Planning</b>	Glendening, Clark, Morse, Yaryan	Hot Shot Golf Challenge, Trick or Treat Down Main Street and Old Fashioned Christmas	6/13/2026; 10/30/2026 and 12/3-6/2026	Continue to see the events grow in participation.
18	<b>Downtown Master Plan implementation</b>	Director	City Engineering , Planning & Zoning, Realtors, Title Companies, Commission, Public	Ongoing	
	<b>Code of Standards</b>				
	<b>A. Board Based Community Commitment to Revitalization</b>	<b>D. Strategy-Driven Programming</b>			
	<b>B. Inclusive Leadership and Organizational Capacity</b>	<b>E. Preservation-Based Economic Development</b>			
	<b>C. Diversified funding and Sustainable Operations</b>	<b>F. Demonstrated Impact and Results</b>			

## 1. Organizational Excellence

Goal: Strengthen governance, financial sustainability, and operational capacity.

Initiative	Actions	Timeline	Key Performance Indicators (KPIs)	Responsible Party
1.1 Strategic Planning & Budget Alignment	Develop annual budget aligned with strategic priorities	Q1	Balanced budget approved; 100% alignment of expenditures to strategic goals	Executive Committee
1.2 Accreditation & Compliance	Complete Kansas Main Street accreditation and reporting	Jan 31	Maintain compliance	Director
1.3 Board Development & Succession	Recruit and train board members; implement succession plan	Q1–Q2	Fill vacancies; 1-2 trainings annually	Executive Committee
1.4 Volunteer Program Expansion	Recruit, train, and track volunteers	Ongoing	10-15% increase in volunteer hours; maintain database	Volunteer Coordinator
1.5 Financial Diversification	Expand fundraising and sponsorships	Ongoing	Generate \$20,000 – 30,000 in non-city revenue	Director

## 2. Economic Vitalization

Goal: Drive business growth, increase private investment, and expand the tax base.

Initiative	Actions	Timeline	KPIs	Responsible Party
2.1 Business Recruitment & Retention	Conduct business visits; recruit targeted businesses	Ongoing	3-5 new businesses; 85-90% retention rate	Director
2.2 Property Development (Upper Story Focus)	Support redevelopment and housing projects	Ongoing	1-2 upper story or rehab projects; \$250,000-\$500,000 private investment leveraged	Director
2.3 Loan Program (IWW)	Administer and expand loan program	Ongoing	2-3 loans issued; maintain low default rate	Program Lead
2.4 Grant Writing & Administration	Secure and manage grants	Ongoing	\$75,000-150,000 secured	Director
2.5 Economic Impact Tracking	Track and report economic data	Quarterly	Report: jobs created, investment leveraged, sales tax growth	Director

ROI Target:

- Leverage \$2 - \$3 in private investment for every \$1 of city funding

### 3. Design & Downtown Environment

Goal: Enhance the physical environment to attract residents, businesses, and visitors.

Initiative	Actions	Timeline	KPIs	Responsible Party
3.1 Streetscape Improvements	Coordinate with City on improvements (lighting, sound, aesthetics)	Ongoing	1 targeted improvement project (e.g., lighting, sound, seating)	Design Lead
3.2 Banner Programs (Veteran, BCC, Citywide)	Expand and maintain banner programs	5/31, 8/15, 11/1	Maintain current programs; 5-10% incremental growth	Design Team
3.3 ArtScape Program	Install and maintain public art	Ongoing	1 new installation every 2 to 3 years	Director
3.4 Historic Preservation	Support compliance and building improvements	Ongoing	1-2 façade or rehab improvement	Director

### 4. Promotion & Events

Goal: Increase visitation, community engagement, and downtown spending.

Initiative	Actions	Timeline	KPIs	Responsible Party
4.1 Signature Events	Host key events (Golf, Trick-or-Treat, Christmas)	Scheduled	Maintain 3 core events; 5-10% attendance growth	Events Team
4.2 Branding & Marketing	Enhance digital and community presence	Ongoing	\$150,000 – 200,000 estimated local impact	Marketing Team
4.3 Community Engagement	Conduct outreach and education	Ongoing	10-15% increase in engagement	Director
4.4 Tourism Promotion	Partner with regional entities	Ongoing	4 outreach activities annually	Director

## 5. Downtown Master Plan Implementation

Goal: Align all activities with long-term redevelopment priorities.

Initiative	Actions	Timeline	KPIs	Responsible Party
5.1 Priority Project Advancement	Coordinate with City and stakeholders	Ongoing	Advance 3 priority projects to implementation stage	Director
5.2 Stakeholder Coordination	Engage developers, realtors, and public	Ongoing	Conduct quarterly stakeholder meetings	Director
5.3 Policy Alignment	Support zoning and development initiatives	Ongoing	Provide input on relevant City initiatives	Director

## 6. Budget & Resource Allocation

Category	Allocation	Expected Outcome
Economic Development Programs	\$15,000	Small business support, micro-grants, and retention
Events & Promotion	\$12,000	Increased visitation and local spending
Design & Placemaking	\$8,000	Incremental improvements (banners, small-scale aesthetics)
Staffing & Capacity	\$50,000	Core operations, part-time or shared staff support
Data & Reporting Systems	\$5,000	Basic tracking and reporting tools
Total	\$90,000	Scaled, sustainable impact

## 7. Performance Reporting & Accountability

- Quarterly Reporting to City Commission
  - Progress on KPIs
  - Financial report (budget vs. actual)
  - Economic impact metrics:
    - Private investment leveraged
    - Jobs created/retained
    - Sales tax trends
    - Business openings/closures
- Annual Report
  - Full ROI analysis
  - Program evaluation
  - Strategic adjustments for following year

## 8. Summary of Expected Outcomes (2026)

- 3-5 new businesses supported or opened
- \$250,000 – 500,000 in private investment leveraged
- \$75,000 - 150,000 in grant funding secured
- 5 - 10% increase in event participation
- 20% increase in volunteer engagement
- Improved downtown occupancy and stability

## 9. Implementation Timeline Overview

Quarter	Key Milestones
Q1	Budget approval, board recruitment
Q2	Launch major initiatives, event execution begins
Q3	Mid-year evaluation, adjust strategies
Q4	Final events, annual reporting, next-year planning