

Approved: 02 / 23 / 93
Date

MINUTES OF THE HOUSE COMMITTEE ON APPROPRIATIONS.

The meeting was called to order by Chairman Rochelle Chronister at 1:30 p.m. on February 18, 1993 in Room 514-S of the Capitol.

All members were present except: Rep. Wanda Fuller (excused absence)
Rep. Tom Bradley (excused absence)
Rep. Phil Kline (excused absence)

Committee staff present: Alan Conroy, Legislative Research Department
Timothy Colton, Legislative Research Department
Jim Wilson, Revisor of Statutes
Jerry Cole, Committee Secretary
Sharon Schwartz, Administrative Assistant
Mike Leitch, Intern

Conferees appearing before the committee:

Rep. Doug Lawrence, sponsor of HB 2193
Bob Corkins, Kansas Chamber of Commerce and Industry
Harry Herrington, League of Kansas Municipalities
Ann Smith, Kansas Association of Counties
Rep. Henry Helgerson, sponsor of HB 2291
Bill Muir, Kansas State University

Others attending: See attached list

Chairman Chronister opened the hearings on HB 2193. Rep. Doug Lawrence spoke on the bill telling the committee that this bill limited state mandates being passed onto cities and counties within the state. (See Attachment 1). He said similar forms of the bill had been enacted in other states and this one in particular was adopted from a bill in the Florida legislature.

Bob Corkins, Kansas Chamber of Commerce and Industry, testified on HB 2291. (See Attachment 2). Mr. Corkins said that his organization supported the bill, but said the bill fell short of meaningful state spending reform. Mr. Corkins was inadvertently called to testify out of turn due to an agenda error.

Harry Herrington, League of Kansas Municipalities, returned to testimony on HB 2193. (See Attachment 3). He said the bill was making a meaningful effort to respond to fundamental concerns from elected city officials. Ann Smith, Kansas Association of Counties testified in support of the bill. (See Attachment 4). Chairman Chronister closed the hearings on HB 2193.

Rep. Henry Helgerson, sponsor, spoke to the committee on HB 2291. (See Attachment 5). The bill was created to assist legislators in the budgeting process. Bob Corkins returned for some brief questions from committee members. Chairman Chronister closed the hearing on HB 2291.

Bill Muir, Kansas State University, testified on HB 2307. (See Attachment 6). The bill authorized the State Board of Regents' to exchange 10.654 acres of land owned by Kansas State University for 44 acres of farmland owned by the Kansas State University Foundation. Rep. Tim Carmody moved to favorably recommend the bill and place it on the consent calendar. His motion was seconded by Rep. Pottorff and carried.

Rep. Lowther made a motion to introduce a bill on community placement of the mentally retarded or those with developmental disabilities. Rep. Dean seconded his motion and it carried. Rep. Dean made a

CONTINUATION SHEET

MINUTES OF THE HOUSE COMMITTEE ON APPROPRIATIONS, Room 514-S Statehouse, at 1:30 p.m. on February 18, 1993.

motion, seconded by Rep. Gross and carried, for the introduction of a bill on unwanted fax transmissions. Rep. Dean made another motion to introduce legislation defining the needs analysis for the Joint Committee on Computers and Telecommunications. The motion was seconded by Rep. Lowther and carried.

Chairman Chronister adjourned the meeting at 2:26 p.m. The next meeting is scheduled for February 22, 1993.

GUEST LIST

COMMITTEE: HOUSE APPROPRIATIONS

DATE: FEB. 18, 1993

[illegible]

Doug Lawrence

STATE REPRESENTATIVE

902 MIAMI

BURLINGTON, KS 66839



TOPEKA

HOUSE OF
REPRESENTATIVES

COMMITTEE ASSIGNMENTS

MEMBER: AGRICULTURE AND SMALL BUSINESS
ENERGY AND NATURAL
RESOURCES
TRANSPORTATIONHB 2193 State Mandates legislation
February 18, 1993
House Appropriations Committee

HB 2193 involves a simple concept which is far from simple in implementation. In concept, this bill attempts to reduce or limit the number of State Mandates passed on to Cities or Counties. Essentially, this bill requires that the legislature either fund a state mandate, provide a simple local mechanism of funding a mandate, or allow a city or county to use powers of home rule to exempt itself from the mandate.

While the concept is simple, implementation is very complex. In requesting this bill, I sought to have a very broad bill ... realizing that there are many areas which need discussion. That is not to say that any particular area of this bill is not severable.

I believe that the best government is that which is closest to the people. Local units of government generally know best what the needs of their citizens are. That said, the reality is that mandates come from the federal government to the state government, and then are passed through to local units of Government. While Congress and the State Legislatures clearly have the power to raise taxes and spend money to meet their needs, they also have the power to limit the authority of local units of government. Where this becomes a problem, is when Federal or State Authorities require a local unit of government to do something that costs money, and then leaves it up to the local unit of government to pay the bill. It is, I think, an unfair way to approach good government.

It is politically expedient for a legislature, and governor to mandate something but not raise taxes to fund it. It makes the local governing body the bad guy. That's not my idea of good government.

Under HB 2193, any bill which mandates an action by a county government requiring expenditure of funds would require some specific language in it recognizing the funding issue. Even recognizing that we can not bind a future legislature, and that exemption from the provisions of this bill would be as simple specific language providing the exemption, it would still require an overt act ... and a legislative body knowing that it was dealing with a bill which could burden a local unit of government. If we as legislators were just a little more aware of our impact on our own local tax payers with some of the things we do ... everyone would be a little better off. I would close by saying that this is really an educational bill, I hope this discussion broadens your knowledge of the problems of mandates, and I hope that this committee would look favorably on passing out this bill or some form of it ... so we can educate the entire legislative body.

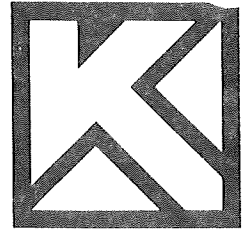
There are other people who can speak on this issue, but I would be happy to provide some specific examples of mandates, and address any issues you would like.

ATTACHMENT 1

LEGISLATIVE TESTIMONY

Kansas Chamber of Commerce and Industry

500 Bank IV Tower One Townsite Plaza Topeka, KS 66603-3460 (913) 357-6321



A consolidation of the
Kansas State Chamber
of Commerce,
Associated Industries
of Kansas,
Kansas Retail Council

HB 2291

February 18, 1993

KANSAS CHAMBER OF COMMERCE AND INDUSTRY

Testimony Before the
House Appropriations Committee

by

Bob Corkins
Director of Taxation

Madam Chair and members of the Committee:

My name is Bob Corkins, director of taxation for the Kansas Chamber of Commerce and Industry, and I appreciate the chance to express our members' views on HB 2291. In short, we support the concept of this proposal, but believe that in a few key respects it falls short of a meaningful state spending reform.

The Kansas Chamber of Commerce and Industry (KCCI) is a statewide organization dedicated to the promotion of economic growth and job creation within Kansas, and to the protection and support of the private competitive enterprise system.

KCCI is comprised of more than 3,000 businesses which includes 200 local and regional chambers of commerce and trade organizations which represent over 161,000 business men and women. The organization represents both large and small employers in Kansas, with 55% of KCCI's members having less than 25 employees, and 86% having less than 100 employees. KCCI receives no government funding.

The KCCI Board of Directors establishes policies through the work of hundreds of the organization's members who make up its various committees. These policies are the guiding principles of the organization and translate into views such as those expressed here.

Obviously, the proponents of this bill, and perhaps many of you, subscribe to the common belief that state spending should be restrained in some manner. KCCI certainly does. Our members are terribly concerned about last year's 9.2% state

ATTACHMENT 2

general fund spending increase, this year's proposed 16% increase, and a per capita number of state and local employees which is 18% above the national average... factors which just scratch the surface of our concern.

Many of our members want to see more drastic steps than HB 2291. However, we have focused on this subject for months and have developed a moderate proposal of our own which this committee introduced Tuesday. Our approach is very similar to HB 2291, but we believe ours differs in both effectiveness and appropriateness.

We believe our proposal is more advantageous because:

1. It is a proposed constitutional amendment and could therefore be enforced upon the legislature;
2. It restricts SGF growth to personal income...a more appropriate measurement of taxpayers' ability to pay;
3. It provides for a specific definition of "SGF spending" and "SGF revenue" in order to preclude circumvention by demand transfers to specially created funds;
4. It provides for an emergency procedure to exceed the spending limitation when warranted;
5. It better precludes the need for new taxes by creating a reserve fund with any excess revenues;
6. It allows for a rebate to taxpayers when excess revenues reach a certain level; and
7. It includes a prohibition of unfunded state mandates upon local units of government and thereby avoids circumvention through delegation of financial responsibilities.

HB 2291 *does* have a very good element which our plan lacks: it requires various state agencies to prepare two-year budget estimates and satisfy identified goals. KCCI would certainly not object to an amendment adding this provision to our proposal or to any attempt to impose the obligation statutorily. It is consistent with our purpose. Longer range agency planning could serve to inhibit large annual spending increases.

KCCI applauds the intent of this bill's sponsors, but we maintain that their approach lacks the "teeth" necessary to make a meaningful impact.

Thank you, again, for your time and consideration.



League of Kansas Municipalities

PUBLISHERS OF KANSAS GOVERNMENT JOURNAL/112 WEST SEVENTH ST., TOPEKA, KANSAS 66603/AREA 913-354-9565

TO: House Appropriations Committee
FROM: Harry Herington, Attorney
DATE: February 18, 1993
RE: Support for House Bill No. 2193

Legislative Testimony

I appreciate the opportunity to appear today to enthusiastically support HB 2193 on behalf of the League of Kansas Municipalities. Chris McKenzie, the League's Executive Director, extends his apologies for not being present. He is unavailable due to a death in his family, but he asked me to communicate the League's strong support for this measure as evidenced by the following policy statement by the League's Convention of Voting Delegates at our annual conference last October:

"We oppose the imposition of additional state-mandated functions or activities on local governments. State-mandated programs without state funding is contrary to the spirit of constitutional home rule. Any function or activity deemed of sufficient state-wide concern or priority to justify its required local performance should be fully financed by the state on a continuing basis."

We believe HB 2193 is a sincere effort to respond to the fundamental concerns the elected city officials of Kansas have about the ever-growing number of state mandates. Let me illustrate by identifying just a few from recent years.

(1) **Animal Shelter Regulations.** Prior to the 1991 legislative session the smaller cities in the state were exempt from the state standards for animal shelters. In 1991 this exemption was removed, and cities of the second and third class faced immediate compliance expenses of up to \$18,000. Source of funding: property taxes and other revenue sources.

(2) **Infection Control Regulations.** In May, 1992 the Kansas Department of Human Resources notified cities of the need to comply with an OSHA regulation concerning "bloodborne pathogen control". This mandate required cities to vaccinate their employees who came into contact with human blood at \$125 - \$150 per vaccination, purchase expensive infection control supplies and equipment, and development of infection control plans. Source of funding: property tax and other revenue sources.

(3) **ADA Standards Enforcement.** The 1992 legislature enacted legislation requiring city building inspectors to enforce the federal ADA accessibility standards in all inspections of permitted residential and commercial structures. Interestingly the federal ADA does **not** require such enforcement. Source of funding: property tax and other revenue sources.

ATTACHMENT 3

(4) 1992 Victims Rights Amendment. The 1992 legislature submitted to the voters and the voters approved an amendment to the state constitution guaranteeing victims certain rights in the judicial process. Unfortunately it appears the amendment could apply to municipal courts, requiring municipal taxpayers to shoulder significant notice costs for rather insignificant offenses. Source of funding: property tax and court docket fees.

(5) Fire Protection Gear. The Kansas Department of Human Resources has adopted by reference Regulation 1500 of the National Fire Protection Association (NFPA). NFPA 1500 requires the replacement of protective fire gear. Source of funding: property tax and other revenue sources.

(6) Collection of State Levied Fees. In an effort to lower its own tax-supported expenses, in recent years the state of Kansas has required cities to collect a range of user fees to finance a number of state programs, including the state water plan (fee on municipal water supplies), the law enforcement training center (\$5 docket fee in municipal court), water quality regulation (\$.002/1,000 gallons), and solid waste (\$1.50/ton). Source of funding: property tax and other local revenue sources.

These are but a few of the many mandates facing municipal governing bodies every year--and each one costs property tax dollars to finance. That's right. Unfunded or underfunded state mandates cause increases in local property tax levies--increases which can not be avoided by municipal governing bodies.

We respectfully submit that HB 2193 is a long overdue step in requiring more careful examination of the financial impact of new state laws, rules or regulations on municipal budgets and local property taxpayers.

The League does have a few amendments to suggest which are shown in the attached balloon. Briefly they are:

--Page 1, lines 23-24: recommend deletion of reference to "federal entitlements" since we believe they would be inapplicable in this situation.

--Page 1, Lines 27-28: recommend amendment to provide clearer language and remove possible ambiguity of "anticipated effect" language.

--Page 2, lines 5-7: recommended changes to clarify and remove possible ambiguity of language referring to "not expanding existing law" and "laws having insignificant fiscal impact". For example, we understand that in Florida the state defined a law as having insignificant fiscal impact if it cost \$1.4 million or less, and the matter is currently the subject of litigation.

Thank you for the opportunity to offer these comments on HB 2193. We strongly recommend it be given serious consideration and enacted into law.

HOUSE BILL No. 2193
By Representative Lawrence

**Recommended by League of Kansas Municipalities and
Kansas Association of Counties**

2-2

8 AN ACT concerning cities and counties; relating to certain enact-
9 ments of the legislature and imposing certain limitations thereon.
10

11 *Be it enacted by the Legislature of the State of Kansas:*

12 Section 1. (a) Except as provided by subsection (e), no city or
13 county shall be bound by any law, or rules and regulations adopted
14 pursuant thereto, requiring such city or county to spend funds or
15 to take an action requiring the expenditure of funds unless: (1) Funds
16 have been appropriated that have been estimated at the time of
17 enactment to be sufficient to fund such expenditure; (2) the legis-
18 lature authorizes or has authorized a city or county to enact a funding
19 source, not available for such city or county on July 1, 1993, that
20 can be used to generate the amount of funds estimated to be suf-
21 ficient to fund such expenditure, by a simple majority vote of the
22 governing body of such city or county; or (3) the law either is
23 required to comply with a federal requirement ~~or required for oil~~ [Delete
24 ~~gibility for a federal entitlement~~, which federal requirement specif-
25 ically contemplates actions by cities or counties for compliance.

26 (b) Except as provided by subsection (e), the legislature may not
27 enact, ~~amend, or repeal~~ any law if ~~the anticipated effect of doing~~ [it]
28 ~~so would be to~~ reduce the authority that cities or counties have to
29 raise revenues in the aggregate, as such authority exists on July 1,
30 1993.

31 (c) Except as provided by subsection (e), the legislature may not
32 enact, amend, or repeal any law if the anticipated effect of doing
33 so would be to reduce the percentage of a state tax shared with
34 cities and counties as an aggregate on July 1, 1993. The provisions
35 of this subsection shall not apply to enhancements enacted after July
36 1, 1993, to state tax sources, during a fiscal emergency declared in
37 a written joint proclamation issued by the president of the senate
38 and the speaker of the house of representatives, or where the leg-
39 islature provides additional state-shared revenues which are antici-
40 pated to be sufficient to replace the anticipated aggregate loss of
41 state-shared revenues resulting from the reduction of the percentage
42 of the state tax shared with cities and counties, which source of
43 replacement revenues shall be subject to the same requirements for

1 amendment or repeal as provided herein for a state-shared tax source
2 existing on July 1, 1993.

3 (d) Laws enacted to require funding of pension benefits existing
4 on the effective date of this section, criminal laws, election laws,
5 ~~the general appropriations act, special appropriations acts, laws reau~~ [acts]
6 ~~thorizing but not expanding then existing statutory authority, laws~~ [Delete]
7 ~~having insignificant fiscal impact, and laws creating, modifying, or~~
8 ~~repealing noncriminal infractions, are exempt from the requirements~~ [Delete]
9 ~~of this section.~~

10 (e) Laws enacted by the legislature which are subject to home
11 rule by the city or county affected by such laws are exempt from
12 the requirements of this section.

13 Sec. 2. This act shall take effect and be in force from and after
14 its publication in the statute book.

3-4



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Executive Director
John T. Torbert, CAE

TO: House Appropriations Committee
Chairman Rochelle Chronister

FROM: Anne Smith
Director of Legislation

DATE: February 18, 1993

RE: HB 2193

The Kansas Association of Counties is in support of HB 2193.

The issue of mandates is becoming an increasingly sensitive one for local officials. The federal government has written itself out of any federal/local financial partnership leaving state and local government holding the bag. With increasingly stretched state fiscal resources, local government often becomes the convenient answer as a home for well-intentioned, yet costly, programs that no one else has the ability or desire to fund.

I have included some examples of mandates so the committee can see what types of costs counties are asked to absorb:

The Fair Labor Standards Act overtime costs.
--Edwards County recently experienced a \$90,000 increase in their sheriff's department budget @ to overtime expenses for dispatchers.

National Fire Protection Association requirements.
--Comanche County recently had to spend \$15,000 to replace protective gear to meet the National Fire Protection Association 1500 Regulation.

As I stated earlier, The KAC does support HB 2193. However, at our recent annual convention the KAC membership approved a stronger policy statement concerning mandates. It is as follows:

Out of a sense of fiscal fair play and truth in

ATTACHMENT 4

taxation, the KAC feels a constitutional amendment is needed to give local governments relief from mandates. Such an amendment would specify that any new law or regulation that required additional expenditures by local government (either in terms of human or monetary resources) should be fully funded by the state.

Thank you for your consideration.

HENRY M. HELGERSON, JR.
REPRESENTATIVE, EIGHTY-SIXTH DISTRICT
4009 HAMMOND DRIVE
WICHITA, KANSAS 67218-1221



TOPEKA

HOUSE OF
REPRESENTATIVES

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MEMBER: APPROPRIATIONS
INSURANCE
LEGISLATIVE POST AUDIT
JOINT COMMITTEE ON
HEALTH CARE
LEGISLATIVE BUDGET
COMMITTEE

HB 2291

February 18, 1993

Testimony Before the
House Appropriations Committee

by

Representative Henry M. Helgerson, Jr.

Thank you, Madam Chair and members of the Committee.

HB 2291 is an attempt to assist legislators in the budgeting process
by the following:

- 1) require agencies to submit an additional budget year. This means
that they will submit current year modifications and expected budgets in
the next two fiscal years;
- 2) request the agencies to submit on a biennial basis their strategic
plan and an evaluation process for the quality of their service;
- 3) require the Consensus Estimating Group to estimate revenue to
the state general fund for the current and for the next two fiscal years;
and
- 4) require that our state general fund expenditures shall not exceed

the (CPI-U) Consumer Price Index.

This legislation is an attempt to better estimate our receipts and expenditures and to build into the system an opportunity to measure results.

Section 1 of the bill requires the larger agencies (see attached sheet) to submit an additional budget year so that we can better plan for the financial needs of the entity. Present law requires every agency to submit a multi-year plan for any expansion of service or capital plan. But that doesn't detail the direction in their budget that would be beneficial to long range planning.

Measuring the quality of services is sometimes a difficult task. There is oftentimes no agreement of the goals and objectives of an agency and how we can independently assess them.

Section 1(3) attempts to develop some initial framework for clearly stating what is expected from an agency and how we can measure results. Oregon is an example of a state that has moved to such a system.

The third change requires that the Consensus Estimating Group will estimate an additional year of receipts. While we recognize that this is a "best guess," it does help provide a base line of information from which we can project outyear receipts and expenditures.

Finally, the bill uses the CPI-U as the initial guideline as the maximum we can raise overall state general fund spending in any one year. While this guideline could be deleted in any appropriation bill, it begins to set a general policy that we don't want to exceed this figure as our budgets are developed.

This bill does not appropriate dollars beyond present policy, nor does it prohibit us from spending over the CPI-U in any one year. It gives better opportunity for planning and budgeting with some expectation for measurable results and overall spending.

Madam Chair, I appreciate the opportunity to discuss this bill and would be happy to stand for questions.

MEMORANDUM

Rp Halger

Kansas Legislative Research Department

300 S.W. 10th Avenue
Room 545-N – Statehouse
Topeka, Kansas 66612-1504
(913) 296-3181

February 18, 1993

To: Legislative Budget Committee

CONSUMER PRICE INDEX – ALL URBAN CONSUMERS

(CPI-U)

For all of 1992, the CPI-U increased by 3.0 percent (the 12-month average index for 1992 compared with the 12-month average for 1991). From December 1991 to December 1992, the CPI-U increased by 2.9 percent. Both growth rates were the lowest since 1986.

Shown below are the growth rates in 1980 through 1992, and three forecasts for 1993 and 1994.

Calendar Year	Year Over Year	December to December
1980	13.5%	12.5%
1981	10.3	8.9
1982	6.2	3.8
1983	3.2	3.8
1984	4.3	3.9
1985	3.6	3.8
1986	1.9	1.1
1987	3.6	4.4
1988	4.1	4.4
1989	4.8	4.6
1990	5.4	6.1
1991	4.2	3.1
1992	3.0	2.9

	Year Over Year Forecasts	
	1993*	1994
Kansas Consensus Estimating Group	3.4% ^(a)	3.3% ^(a)
DRI/McGraw-Hill	2.8 ^(b)	3.2 ^(b)
Blue Chip Economic Indicators	3.1 ^(c)	3.4 ^(c)

a) As of November 16, 1992.

b) As of February 1993.

c) As of February 10, 1993.

* From January 1992 to January 1993, the increase was 3.3 percent.

Agencies that the provisions of House Bill No. 2291 would specifically apply to:

Department of Social and Rehabilitation Services
Topeka State Hospital
Osawatomie State Hospital
Rainbow Mental Health Facility

Larned State Hospital
Parsons State Hospital and Training Center
Winfield State Hospital and Training Center
Kansas Neurological Institute

Youth Center at Atchison
Youth Center at Beloit
Youth Center at Topeka

Board of Regents
University of Kansas
University of Kansas Medical Center
Kansas State University

Kansas State University - Agricultural Extension
Kansas State University Veterinary Medical Center
Kansas State University - Salina, College of Technology
Wichita State University

Emporia State University
Pittsburg State University
Fort Hays State University

Department of Education

Department of Corrections
Ellsworth Correctional Facility
El Dorado Correctional Facility
Hutchinson Correctional Facility

Lansing Correctional Facility
Larned Correctional Facility
Norton Correctional Facility
Topeka Correctional Facility

Winfield Correctional Facility

TESTIMONY CONCERNING 1993 HOUSE BILL NO. 2307
TO
THE HOUSE COMMITTEE ON APPROPRIATIONS
BY
WILLIAM L. MUIR
ASSISTANT TO THE VICE PRESIDENT FOR INSTITUTIONAL ADVANCEMENT
KANSAS STATE UNIVERSITY

FEBRUARY 18, 1993

Chairperson Chronister and Members of the Committee:

1993 House Bill No. 2307 would authorize the State Board of Regents to exchange 10.654 acres of land owned by Kansas State University in Manhattan for 44.000 acres of farmland owned by the Kansas State University Foundation.

Kansas State University received permission from the Board of Regents to seek this legislation at their November meeting.

For several years, Kansas State University has leased a parcel of land owned by the Kansas State University Foundation for use by the College of Agriculture. That 44-acre parcel (known as the Elliott Tract) is adjacent to university-owned land about two miles north of the Manhattan campus and is used for agricultural research.

At the same time, the University owns land on the far northwest corner of the main campus that had once been used for agricultural research, but which is no longer suitable for that purpose because adjacent property has been developed for residential and business purposes.

The property that would be acquired by the University would continue to support agricultural research projects.

The property acquired by the KSU Foundation would be used for multi-family residential developments. This property is directly adjacent to both residential (single-family and multi-family) and business areas of the City of Manhattan. Its topography is compatible with the incorporated area to the east, rather than the University property to the south and west.

The immediate need expressed by the University to the Board of Regents in November for this exchange was use by a national fraternity that lost its local chapter house because of a fire approximately two years ago. That need still exists. The balance of the property would remain vacant until suitable university-related development can occur.

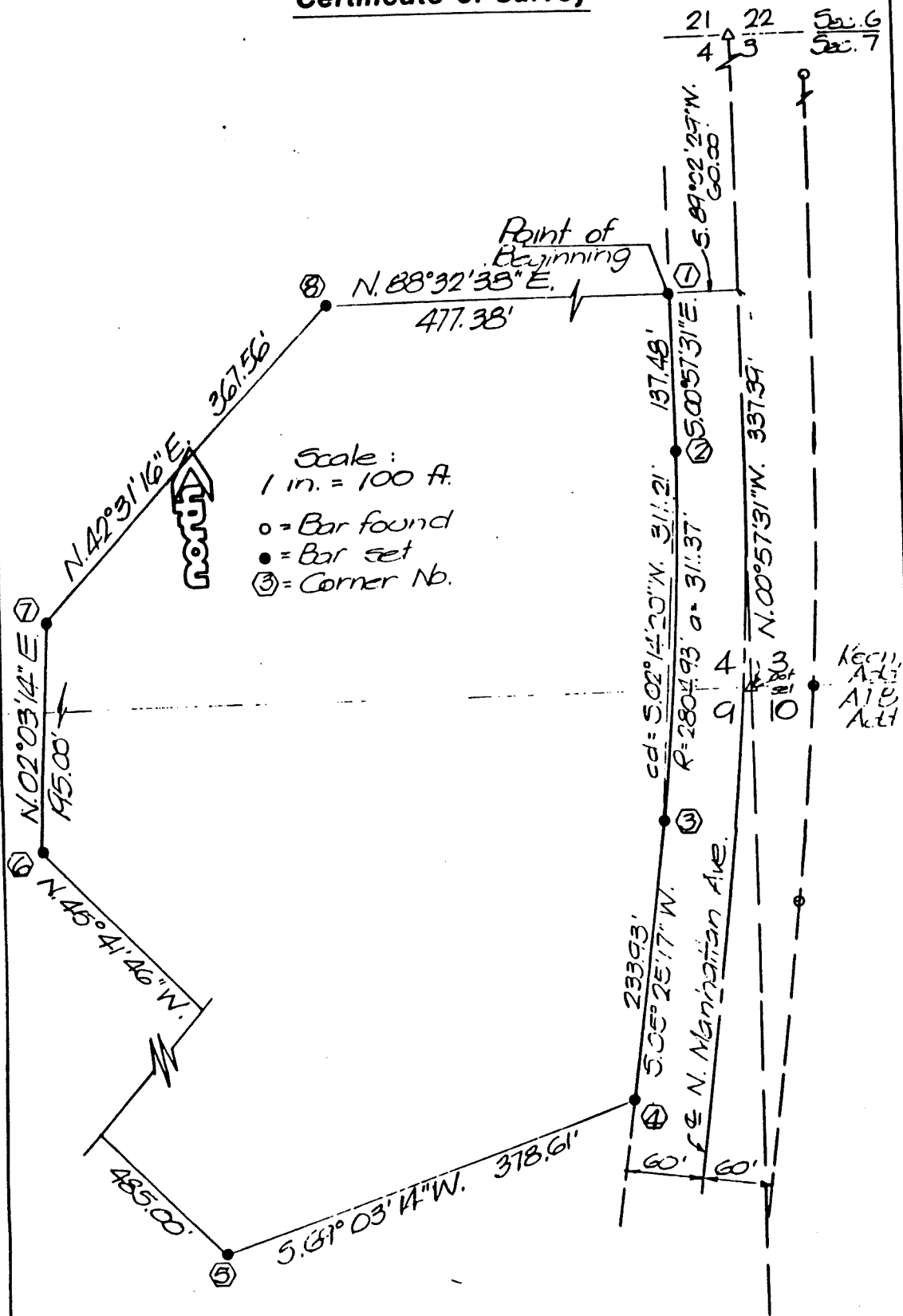
Kansas State University supports usage of this land as a site for multi-family residential developments because no appropriately-zoned land remains in the vicinity of campus.

ATTACHMENT 6

If this bill is enacted, Kansas State University will follow the established procedures for exchanges of this nature, which are specifically outlined in subsection (c) of Section 1.

Copies of the maps of the two parcels are attached and an aerial map showing the locations is available for Committee inspection.

Certificate of Survey



Revised: October, 1992

Schwab-Eaton, P.A.

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SECTION 31

