

MINUTES OF THE SENATE COMMITTEE ON WAYS AND MEANSThe meeting was called to order by Senator August "Gus" Bogina at  
Chairperson11:00 a.m./p.m. on March 5, 1986n room 123-S of the Capitol.

All members were present except:

## Committee staff present:

Research Department: Robin Hunn, Scott Rothe, Paul West  
Revisor's Office: Norman Furse  
Committee Office: Judy Bromich, Doris Fager

## Conferees appearing before the committee:

Representative Harold Guldner  
Bill Hanzlick, Kansas Fish and Game Commission  
Lynn Burris, Kansas Park and Resources Authority  
Fred Woodward, Director, University of Kansas Press  
Jean Sagan, Attorney, Kansas Board of Regents  
Nicholas B. Roach, Director of Purchases, Department of Administration  
Warren Corman, Architect, Kansas Board of Regents  
Rick von Ende, University of Kansas  
Mike Stewart  
Ed Augustine, Geary County Fish and Game Association  
Jim Dobbins  
George Robinson, Kaw Valley Sportsmans Association  
Jerry Hazlett, Kansas Wildlife Federation  
Al Ward, Kansas Quail Unlimited  
Eulalia Lewis  
Bill McAdooHB 2896 - Supplemental Appropriations for FY 1986, Park and Resources Authority and Fish and Game Commission

Representative Guldner explained that a total of \$750,000 had been made available previously to clean out Lake Scott. With this funding the lake was drained and some work was done on the dam. According to Representative Guldner, bids for additional work were more than the amount available for the job.

Mr. Hanzlick stated that the Fish and Game Commission supports the proposed legislation. He said that Commission is loaning the Park and Resources Authority \$100,000; \$200,000 is to be taken from the Fish and Game fee fund; and \$100,000 is available from Dingell-Johnson funds.

Mr. Burris stated that the project at Lake Scott is an essential western Kansas project and needs to be completed. He added that HB 2896 needs to be passed in order to get the contract signed, since March 15 is the deadline for accepting the bids.

Motion was made by Senator Gaines and seconded by Senator Gannon to report HB 2896 favorably for passage. The motion carried by roll call vote.

SB 643 - University of Kansas Press, bidding exemption for certain services

Mr. Woodward explained the nature of the work done at the University Press, noting that publishing is done for all six state universities. He said he would like to spend less state money on the publishing operation. He said the legislation in question can improve the manner in which printing is purchased, and thus make the operation more economical, efficient and effective. He explained that the legislation would permit the Press to draw specifications for a printing job, send them to bidders, receive the bids and negotiate the contract with the low bidder.

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON WAYS AND MEANS

room 123-S, Statehouse, at 11:00 a.m./p.m./ on March 5, 1986

SB 643 - Continued

Senator Bogina suggested that the proposal allowed the University Press to do anything it wanted to do, and Mr. Woodward admitted that was true. He stressed that he is eager to get the best possible price.

When Senator Winter asked if he would have objection to amending the bill to require acceptance of the lowest bid, Mr. Woodward said he would not.

Ms. Sagan explained that she was present to answer questions. She complimented Mr. Woodward for his management of the University Press. She added that the proposal was Mr. Woodward's idea, because he wanted to make the operation more efficient. She further stated that the Board of Regents is in favor of the bill.

Mr. Roche distributed Attachment A, a memorandum to Arthur Griggs, Chief Counsel, Department of Administration, dated March 3, 1986. The memorandum spoke in opposition of SB 643. There were questions from several committee members. Senator Bogina suggested that Mr. Roche and Mr. Woodward meet and attempt to resolve the problem. He added that if they do not reach an agreement, the committee can take some action on SB 643. It was the consensus of the committee that SB 643 should be held until the interested parties have met.

No action was taken on SB 643.

SB 645 - Educational institutions under state board of regents; building construction and repairs by endowment associations

Mr. Corman explained that there has been some question concerning the use of private funds by state agencies in accomplishing things they are actually empowered to do. He said there is a "gray area" concerning use of private moneys for remodeling buildings. He explained that SB 645 allows the state to receive money from private sources to do remodeling, as well as to construct new buildings. He reminded the committee that the Board of Regents has authority, through wording of appropriations bills, to allow Endowment Associations to build on state property if approved by the State Architect and the State Board of Regents.

Mr. Corman continued by stating that SB 645 allows remodeling for state-owned buildings on state property. He indicated that there may be more funding from private sources if the measure is passed.

Mr. Corman agreed with a suggestion from Senator Winter that there should be an amendment to provide that remodeling projects must have approval from the Joint Committee on State Building Construction.

Mr. von Ende commented that passage of the measure might help finance remodeling of some of the older buildings at the University of Kansas Medical Center. When asked by Senator Bogina what problem the bill is attempting to address, Mr. von Ende explained that this authorization is given only through proviso at the present time. He noted that SB 645 adds remodeling and renovation to the approved usage of private funds.

Motion was made by Senator Winter and seconded by Senator Harder to amend SB 645 to require approval of the Joint Committee on State Building Construction before projects funded by private donations are started.  
The motion carried by voice vote.

Motion was made by Senator Winter and seconded by Senator Harder to report SB 645 as amended favorably for passage. The motion carried by roll call vote.

## CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON WAYS AND MEANS,room 123-S, Statehouse, at 11:00 a.m./p.m./ on March 5, 1986SB 681 - Designating the Joint Council on Recreation as the official state agency to accept and disburse certain federal funds

Mr. Furse explained that SB 681 transfers authority currently under the Fish and Game Commission to the Joint Council on Recreation. He noted that it is a 15-member council appointed from various agencies. It was noted that \$3.25 million in federal funds fall under the jurisdiction of this group.

Senator Winter stated that he is responsible for introduction of this legislation. He said the Joint Committee on State Building Construction had discussed the issue as a result of increased federal funding under the Dingell-Johnson Act for capital improvements projects for Fish and Game purposes. The Joint Committee discovered that the Park and Resources Authority has some items on its capital improvements list which are related to fishing--boat ramps, fish cleaning stations, parking lots, etc. In answer to a question from Senator Bogina, Senator Winter stated that the Joint Committee on State Building Construction has authority to provide that certain capital improvements for Parks be completed with the Dingell-Johnson money, but it is preferred that the two agencies work this out themselves.

Senator Bogina questioned whether the Joint Council on Recreation is the proper agency to administer the funds in question. Senator Harder, also a member of the Joint Committee on State Building Construction, indicated the committee had difficulty defining projects which are definitely Fish and Game projects, and which are Park and Resources. He used parking lots as an example of such projects.

Senator Feleciano asked if the Dingell-Johnson Act prevented those federal funds from being spent for Park and Resources. Senator Bogina answered in the affirmative, but indicated that boat ramps would be for Fish and Game purposes.

There followed an extensive discussion concerning projects involved in the controversy about appropriate funding.

Mr. Stewart introduced himself as a member of the Topeka Bass Club. He explained that fishing associations wrote letters to Congressmen and lobbied to be taxed more on fishing tackle--hence the additional funds now available. He stressed that fishermen want those funds to be spent for projects which will benefit them, since they are the people who are taxed.

During the ensuing discussion, Senator Gaines asked if Mr. Stewart would object if the Legislature, in its appropriations, used some of the funds for certain other things. Mr. Stewart answered that he would not object if the money is spent with the Fish and Game Commission's knowledge. Senator Gaines observed that he felt the two agencies should cooperate and decide that a certain percentage of the Dingell-Johnson money will be used for boat ramps, etc., which benefit fishermen.

Mr. Augustine expressed concern about giving the Joint Council on Recreation the authority to make decisions about the funds in question. He suggested that there are varying interests among the members of the Council and that some are politically appointed, whereas the Fish and Game Commission members are interested in the specific areas designated to receive the funding.

Mr. Dobbins, Kansas Fur Harvesters, suggested the proposed legislation may counter-act other sections of statute referring to this subject, and stated he opposes the bill as it is written. Senator Winter agreed that Mr. Dobbins may have legitimate concerns. He asked if Mr. Dobbins would approve appointment of a joint committee made up of three people from Fish and Game and three people from Park and Resources, and that a provision be made that this group has no authority to recommend expenditures not completely consistent with Federal regulations. Mr. Dobson said that would be agreeable, but he suggested that can be taking place without additional legislation.

## CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON WAYS AND MEANS,  
room 123-S, Statehouse, at 11:00 a.m./p.m./ on March 5, 1986

SB 681 - Continued

Senator Gaines asked Mr. Dobbins if he has any objection to the administrators of the two agencies getting together and deciding what might be spent and let the Legislature finalize the decision by appropriation. Mr. Dobson answered by saying it is his understanding that funding for the Park and Resources Authority comes from the State General Fund and collected fees; and unless he bought a park permit he would not be allowed to use their facilities. He did not directly answer Senator Gaines' question.

Mr. Robinson stated that the system within the Fish and Game Commission is a good one, and that he can visit with a commissioner whenever he has questions. He stressed that the Commission does a good job, and he does not think the legislation is necessary. He further stressed that the two agencies can get together and make decisions concerning use of certain funds. He agreed that the fishermen should pay their fair share of certain capital improvements, but commented that the larger percentage of people using suggested capital improvements are campers--not fishermen. He concluded by stating he did not feel the Legislature should tell fishermen how to spend the money in question.

Mr. Hazlett questioned the purpose of the present Joint Council on Recreation. He then reiterated that Dingell-Johnson moneys are originally paid by the hunting and fishing public; and the moneys are then appropriated back to the states to be used for various restoration and improvement projects. Mr. Hazlett stressed that fishermen must buy a fishing license, pay excise taxes for equipment, fund some of the Park and Resources improvements (if SB 681 is passed), and still must buy a permit to use the facility already funded by their taxes and fees. He suggested the license buyers of Kansas are being asked to relieve the State General Fund.

Mr. Hazlett reminded the committee that the Park and Resources Authority is also a fee fund agency, but cannot make enough in fees to fund needed projects. He referred to the earlier discussion about lack of cooperation between the two agencies, and indicated he felt they should be able to work out their differences. He said the Kansas Wildlife Federation supports that concept, and urges the committee to report SB 681 unfavorably.

Mr. Ward distributed written testimony (Attachment B). Following his presentation, there were questions from committee members.

Ms. Lewis presented testimony from her written statement (Attachment C). Senator Winter explained that a study is being made concerning Cheyenne Bottoms. He asked if Ms. Lewis would support the use of Dingell-Johnson funds for a construction project at that location if the study reveals such a need. Ms. Lewis said she assumed that would be appropriate.

Mr. Hanzlick distributed Attachment D. Referring to the various funds noted on his attachment, he explained that the funds are distributed to states based on the geographical size of the state and the number of licenses sold in the state.

Mr. Hanzlick suggested that the problem being discussed is not so much one of cooperation as one of administration. Under the comprehensive planning process agreement with the Federal Government, there are certain guidelines which require pre-planning. Written agreements are made with the Federal Government, and the cooperation with the Park and Resources Authority needs to take place before that planning process--otherwise no funds can be used for their purposes. He further explained that the Park and Resources Authority would need to make certain agreements, also. For instance, if fish cleaning stations were constructed on Park and Resources property, that agency would need to agree not to "tear them up."

Referring to the necessity to pre-plan projects under the agreement with the Federal Government, Mr. Hanzlick said the Park and Resources projects were submitted into the budget process after the Fish and Game budget had been submitted. He stressed that there is no need to pass SB 681, since plans are now being made for the two agencies to plan in advance.

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON WAYS AND MEANS,

room 123-S, Statehouse, at 11:00 a.m./p.m. on March 5, 1986

SB 681 - Continued

Senator Bogina suggested that comprehensive plans, such as the one being discussed by Mr. Hanzlick, can be amended. Mr. Hanzlick agreed that amendments could be made. However, he noted that Park and Resources had never submitted specifications or designs, and there is no written agreement to bring them into the plan.

Senator Winter suggested that Mr. Hanzlick supply a copy of any proposed written agreement involving the Park and Resources Authority. He added that the Joint Committee on State Building Construction feels they need to know about these things because they have an obligation to all people in the state.

Senator Werts suggested that, since the Governor has access to both Mr. Hanzlick (through the Fish and Game Commission) and to Mr. Burris, he should assume some responsibility in this situation. He added that this is an executive function, and that the measure before the committee is inappropriate.

Mr. McAdoo agreed with Senator Werts that the solution may lie with the Governor. He added, however, that there are now in existence the two agencies which are fully qualified to negotiate the funding.

Mr. McAdoo suggested to Mr. Burris that perhaps a program could be initiated among campers to impose a tax on their equipment to do as sportsmen have done, and to pay some of the costs of capital improvements on facilities used by the campers.

No action was taken on SB 681

APPROVAL OF COMMITTEE MINUTES

Motion was made by Senator Werts and seconded by Senator Winter to approve committee minutes for February 25, 26, 27 and 28. The motion carried by voice vote.

The meeting was adjourned by the Chairman.



DEPARTMENT OF ADMINISTRATION  
Division of Purchases

JOHN CARLIN,  
Governor  
NICHOLAS B. ROACH,  
Director of Purchases

Room 165-173 N.  
State Office Building  
Topeka, Kansas 66612-1573  
(913) 296-2376

M E M O R A N D U M

TO: Arthur H. Griggs, Chief Counsel,  
Department of Administration

FROM: Nicholas B. Roach, Director of Purchases

*Nicholas B. Roach*

DATE: March 3, 1986

RE: SB 643

The Division of Purchases has exempted the University of Kansas Press from the competitive bidding process for those services deemed to be sole source. Specifically, those areas include:

Writing, copy-editing, translating, indexing, artwork, design, sales promotion, cartography.

Senate Bill 643 would statutorily authorize typesetting, printing, binding, and related services, to be negotiated by the University Press of Kansas. I interpret this to also exempt them from the Division of Printing, as well.

Since February, 1984, our experience, with regard to publishing books for the Press has been as follows:

# OF BID	TOTAL COSTS		SAVINGS	
	ESTIMATED	ACTUAL	DOLLARS	%
19	\$271,500.00	\$244,977.99	\$26,522.01	10.23%

It should be pointed out that of the 19 bid files detailed, 13 were estimated to be in excess of \$5,000.00, which requires that they be advertised in the Kansas Register. Our solicitations have

*S. with 3/5/86*  
*A 3-5-86*

Art Griggs  
March 3, 1986  
Page 2

found few vendors with the capabilities, other than those submitted by the University Press of Kansas, and, since February of 1984, all awards have been to Press-recommended vendors, who have also been the lowest bid received.

I believe that the records reflect proper purchasing practices administered by this office, although I would like to see more responses by the few vendors we have added.

I would discourage Senate Bill 643.

QUOTATION	PR ESTIMATE	POV AMOUNT	BID ANALYSIS			
			#Rec.	#Sent	#Retd.	Award/Rec.
61158	6,500.00	5,961.00	8	8	5	YES
61357	4,000.00	3,705.00	8	8	6	YES
61396	11,700.00	10,831.00	8	8	5	YES
61773	2,500.00	2,637.00	7	7	4	YES
61823	94,000.00	78,005.00	12	12	3	YES
62013	4,500.00	4,277.50	7	7	5	YES
62415	10,300.00	10,754.99	7	8	6	YES
62647	10,500.00	8,700.00	8	8	6	YES
63039	11,500.00	9,744.00	9	9	6	YES
63803	3,500.00	3,865.00	8	8	7	YES
63874	5,500.00	5,005.00	6	17	6	YES
63910	3,500.00	2,840.00	8	8	5	YES
63974(A)	37,000.00	32,700.00	4	13	4	YES
64202	17,000.00	15,169.00	7	7	6	YES
64266	1,500.00	1,480.00	7	7	3	YES
64274	8,000.00	6,715.00	7	8	6	YES
64302	5,000.00	3,450.00	7	7	6	YES
64346	26,500.00	30,927.50	10	16	10	YES
64524	8,500.00	8,211.00	6	15	11	YES
TOTALS	271,500.00	244,977.99	144	181	110	YES
AVERAGE	14,289.47	12,893.58	7.5	9.5	5.8	YES



Mr. Chairman and Committee Members:

I am Al Ward, State Chairman of Kansas Quail Unlimited representing 1200 upland game hunters in the state of Kansas. We opposed Senate Bill 681. The money this bill is trying to divert to the joint council on recreation is, by law, federal tax derived from money the sportsman of Kansas spend purchasing hunting equipment and shells. A proportion of the tax money is then sent back to the Kansas Fish and Game Commission for wildlife projects, hunter safety programs, working with landowners, and other game projects. The money by federal law can not be used for law enforcement, or to build park facilities.

The local Quail Unlimited chapters of Kansas working with the Kansas Fish and Game will spend over \$100,000.00 in Kansas in 1986, to improve habitat on our state wildlife management areas and on private land. We feel the Kansas Fish and Game, working through the Commissioners appointed by the Governor of Kansas, are doing a good job for the sportsman of Kansas. We urge this committee to kill Senate Bill 681.

S. W. W. M. 3/5/86

B 3-5-86

Greetings ladies - gentlemen

The Federal monies allocated to the Fish and Game should be continued to be used by Kansas Fish and Game alone. There is no need to shift these monies designated to be used as "Reestablishing Wild life" to any other agency. The Kansas Fish and Game has programs for reestablishment of fish, birds and mammals, both game and nongame. The Recreation areas of our state have little <sup>NO</sup> knowledge in this procedure and should not be granted these funds for any other use.

(private citizen  
who cares about  
Wildlife.)

Eulalia Lewis  
1285 Main St. com.  
Topeka Ks 66604

B. The Comener has ignored our request for \$25,000 from the general fund for Cheyenne Bottoms study

The State never has allowed the Kansas Fish and Game full use of the fees and interest the fees have generated. Don't Take the Federal funds away!

S.W.M 3/5/86

C 3-5-86

**KANSAS FISH AND GAME COMMISSION**

Federal Aid for Fish and Wildlife Restoration

\* Dingell-Johnson (DJ) = Sport Fish Restoration

Source: Federal excise tax and import duties on fishing tackle and equipment, portion of motorboat fuel taxes that represents angler use.

\* Pittman-Robertson (PR) = Wildlife Restoration

Source: Federal excise tax on sporting arms, handguns, ammunition, and archery equipment.

\* Eligible Activities for DJ/PR

Restoration, conservation, management, and enhancement of sport fish, wild birds, or wild mammals.

Provide for public use and benefit of fish and wildlife resource.

Motorboat access development (DJ).

Hunter safety education (PR).

\* Ineligible Activities for DJ/PR

Law enforcement, preparation and distribution of regulations.

Information and education. Specifically public relations and agency promotion.

\* Cost Sharing = 75% Federal / 25% State

Fish and Wildlife Service reimburses agency for 75% of eligible project costs, up to a maximum amount that varies year to year. DJ and PR are not grant programs.

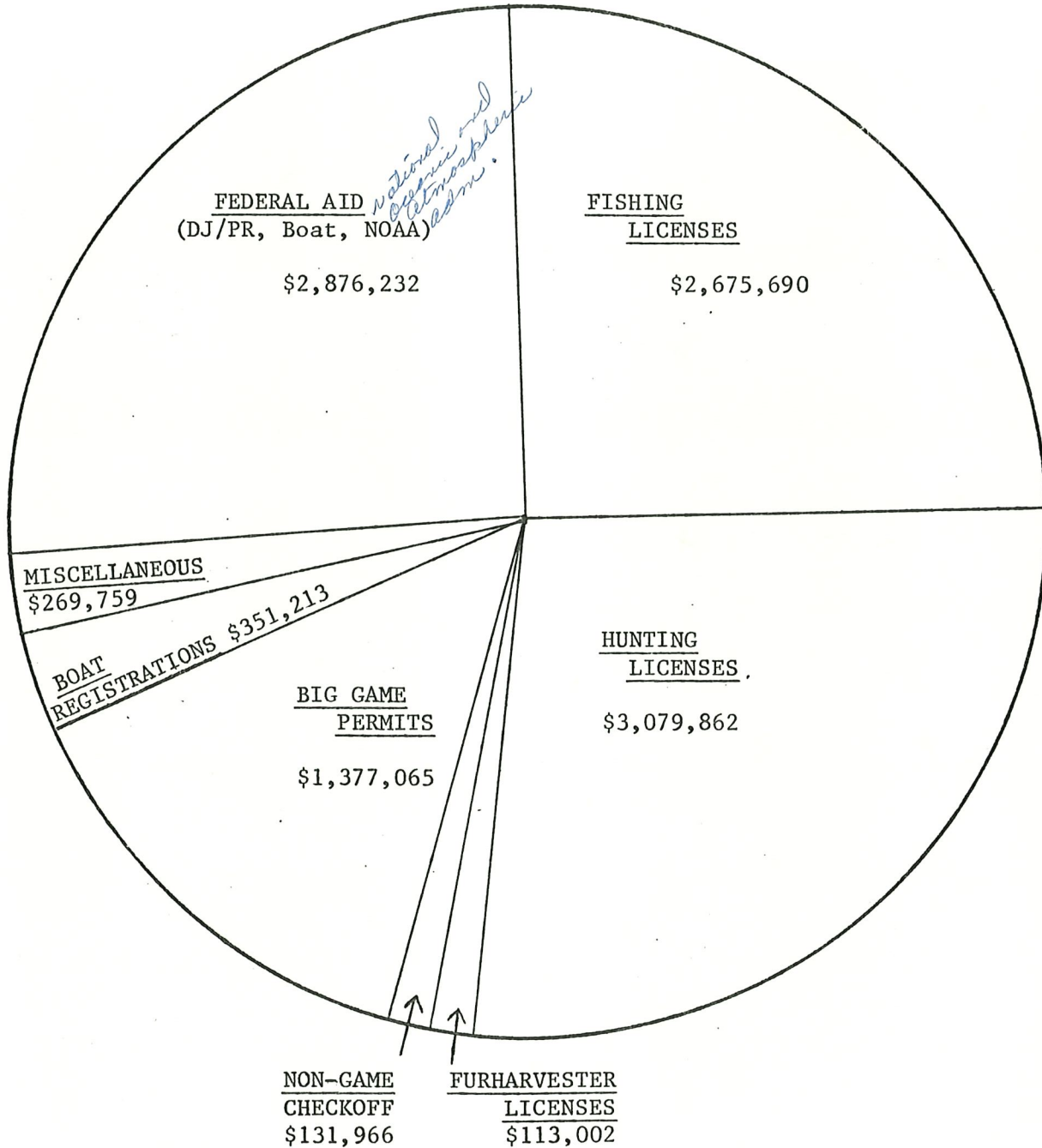
Fish and Game spends only license revenue, and is later reimbursed. There is no actual expenditure of federal funds.

S. W. M. 3/5/86

D 3-5-86

KANSAS FISH & GAME COMMISSION  
FY84 INCOME

\$10,874,854



## KANSAS FISH AND GAME COMMISSION

### Effects of Senate Bill No. 681

- \* Authority to spend license fees generated by hunters and anglers will be taken away from Kansas Fish and Game.
  
- \* Takes control of DJ/PR project approval away from the Fish and Game Commission and vests it in the Joint Council on Recreation.
  
- \* Gives administration of sportsman license funds and associated policy-making power to a body that lacks the legal authority or mandate to manage the wildlife resources of the state.
  
- \* Jeopardizes more than \$3,000,000 in federal aid reimbursement currently received by Kansas. As written, Senate Bill No. 681 violates federal rules and regulations governing federal aid.

## KANSAS FISH AND GAME COMMISSION

### Conflicts Between Senate Bill No. 681 and Federal Aid Guidelines

\* Assigning approval authority to Joint Council on Recreation violates 50 CFR Part 80.2 which states:

"Participation in the benefits of the Acts is limited to state fish and wildlife agencies as specified below:"

and Part 80.1(c) which defines a state fish and wildlife agency as:

"The agency or official of a State designated under state law or regulation to carry out the laws of the State in relation to the management of fish and wildlife resources of the State."

\* Lines 48-49 of the bill address Joint Council control of funds received from the federal government. In fact these funds are replacing license fees already spent by the agency and never have any identity separate from license revenue. There are no separate federal funds or grants to control.

\* In order to have authority over Fish and Game's cost-sharing with the federal government, the Joint Council on Recreation must approve expenditures of license revenue from the fee fund (as stated in lines 37-39). This conflicts with 50 CFR Part 80.4 which states:

"(a) A diversion of license fees occurs when a state fish and wildlife agency, through legislation or otherwise:

(1) Loses control of the expenditure of any portion of its license revenues,"

\* The main conflict is that authority for fish and game actions is being given to a body concerned with "recreation", not the "management of fish and wildlife resources of the State."

possession or control of any area or resource, including, but not by way of limitation, game refuges, now under the control of the forestry, fish and game commission with reference to which federal grants for or in aid of the same have been or may be received by the forestry, fish and game commission as an agency of the state of Kansas if such acquisition of possession or control by said authority shall make the forestry, fish and game commission or the state of Kansas or any agency thereof ineligible to receive federal grants for or in aid of any such area or resources; or

(3) granting the authority power to acquire possession or control of fish or game hatcheries, administrative properties, fish, animals or birds, forestry, fish and game commission moneys, or wildlife restoration projects or fish restoration projects conducted, established, or maintained with the cooperation of federal grants for or in aid thereof.

With reference to all such areas and resources reserved to the forestry, fish and game commission, the authority may contract concerning the same with the forestry, fish and game commission, which is authorized to contract with the authority, respecting such use of the said areas and resources as will not be contrary to the duties and responsibilities of the forestry, fish and game commission with reference to existing or future federal grants for or in aid.

**History:** L. 1955, ch. 355, § 25; July 1.

**74-4526. Inapplicability of other laws.** This act without reference to other statutes of this state shall constitute full authority for the carrying out of all things authorized by this act and no other law shall be construed as applying to any proceedings taken or acts done hereunder except as herein expressly provided.

**History:** L. 1955, ch. 355, § 26; July 1.

**74-4527. Purpose of act.** The purpose of this act is to provide coordination for planning, acquisition, and development of needed land and water areas and recreational facilities in the state and to develop an outdoor recreational development policy to guide the state in planning for development of the outdoor recreation resources of the state.

**History:** L. 1965, ch. 451, § 1; May 15.

**74-4528. Joint council on recreation; membership; appointment.** There is hereby created a joint council on recreation hereinafter referred to as the "council." The council shall consist of fifteen (15) members determined as follows: (a) One member to be appointed by the governor and to serve at the pleasure of the governor from each of the following state authorities, boards, and commissions: The state forestry, fish and game commission, the state park and resources authority, the department of transportation, the state water resources board.

(b) The administrative head or the designee of such administrative head, for each of the following state departments or commissions: forestry, fish and game commission, state park and resources authority, state water resources board, department of transportation, state historical society, state department of economic development, department of health and environment, and the state department of administration.

(c) Three members to be appointed by the governor for terms of two years each to represent local public interests of the state.

**History:** L. 1965, ch. 451, § 2; L. 1975, ch. 427, § 240; Aug. 15.

**74-4529. Same; organization and officers.** The council shall meet immediately following its appointment and shall elect from its membership a chairman and vice-chairman. Thereafter, the officers shall be elected annually. The state park and resources authority shall serve as secretariat for the council and shall provide staff and services therefor.

**History:** L. 1965, ch. 451, § 3; L. 1979, ch. 243, § 2; July 1.

**74-4530. Same; powers and duties of the council.** The council shall develop an outdoor recreation policy for the state; develop a comprehensive long-range outdoor recreation development plan for the state, including developments by state and local governments, and private groups; and shall study the problems of outdoor recreation of the state of Kansas giving full consideration to the facilities built and operated by local governmental agencies and private groups to the end that the state will have a well-coordinated system of recreational development under federal, state, local, and private auspices. The council shall assist and

encourage local developing local recreational development outdoor recreation programs of the authority, the commission, the tion, and the s prepared by e mitted to the corporation in the approved by the foregoing, the various state ation and shall recommendati eliminate a ne In the exercise is hereby decid tent that decid ments and as t be undertaken be transferred and that the p limited to plan

**History:** L. ch. 427, § 241

**74-4531. bylaws; comp council shall more frequent The council sh its rules of pro bylaws and oth deems necess functions and Each member ation appointe agency thereo such council, meeting there shall be paid o lowances, mil provided in K agency. The th cil appointed t the state and council, or atte ing thereof a shall be paid o lowances, mil provided in K and resources**

**History:** L. ch. 348, § 71; 1

ANNUAL REPORT  
of the  
KANSAS COMMISSION ON  
APPLIED REMOTE SENSING

Submitted to  
The Governor  
and  
Kansas Legislature

February 1986

Kansas Commission on Applied Remote Sensing  
Space Technology Center  
2291 Irving Hill Drive  
Lawrence, Kansas 66045-2969



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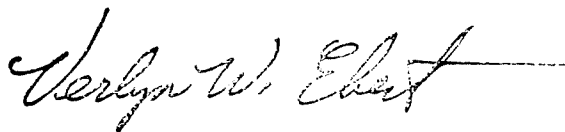
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- Appendix VI         Letter to Mr. Malcolm Baldrige, Secretary of the Department of Commerce

## Preface

The Kansas Commission on Applied Remote Sensing was established in 1984 by the Kansas Legislature to enhance, promote and coordinate the utilization of remote sensing/geographic information systems technologies in Kansas. This report summarizes the issues considered by, and the accomplishments and recommendations of, the Commission during 1985. Included is a recommendation to the Governor and the Legislature to increase the funding level for the Kansas Applied Remote Sensing (KARS) Program by an additional \$98,000 in FY87. For details of the Commission's activities during its inaugural year, 1984, refer to the 1984 Annual Report ("Annual Report of the Kansas Commission on Applied Remote Sensing," February 1985).

Many people have contributed to the work of the Commission and to the preparation of this report. Staff of the Kansas Applied Remote Sensing Program have provided technical assistance and all support services required by the Commission since its inception. Principal authors of the final report are Loyola M. Caron, Remote Sensing Specialist, and Dr. James W. Merchant, Senior Remote Sensing Applications Specialist, KARS Program, and Executive Director, Kansas Commission on Applied Remote Sensing. Each and every participant in meetings of the Kansas Commission on Applied Remote Sensing has made unique and substantive contributions to its deliberations, accomplishments and recommendations.



Verlyn W. Ebert  
Chairperson, Kansas Commission  
on Applied Remote Sensing

## Executive Summary

### I. INTRODUCTION

The Kansas Commission on Applied Remote Sensing was founded to assist Kansas agencies in using the powerful high technologies of remote sensing and automated geographic data analysis to deal with pressing issues such as water management, reappraisal of property, soils conservation and environmental pollution. The work of the Commission is conducted through the Kansas Applied Remote Sensing (KARS) Program of the University of Kansas. This report summarizes the actions of the Commission during 1985.

The term **remote sensing** refers to a family of techniques which are used to collect valuable, often unique, information about the Earth's land and water resources. Remote sensing instruments, such as cameras, scanners and radars, are frequently mounted aboard aircraft or orbiting satellites and spacecraft. Borne in such vehicles, these systems can provide rapid, repetitive coverage of large areas (e.g., counties, entire states) at relatively low cost. Information collected via remote sensing can be used in almost unlimited ways. Counties may employ it for planning or for tax appraisal, state and federal agencies for water resources assessment, wildlife habitat evaluation, management of soil erosion or cropland inventories. Computer-based **geographic information systems** (GIS) are powerful tools for integrating and analyzing data obtained from such disparate sources as remote sensing, soils surveys, county land ownership maps, and water quality records.

The Kansas Applied Remote Sensing (KARS) Program was established in 1972 by the National Aeronautics and Space Administration to assist Kansas agencies and private industry to better utilize satellite and airborne remote sensing systems. The Program has been actively engaged in training and technology transfer activities focused on dissemination of information regarding the potential for utilization of remote sensing/geographic information systems technologies. During the period 1972-1984, the KARS Program carried out over 40 cooperative remote sensing projects with Kansas agencies. More than 2,500 Kansans participated in technology transfer activities.

In July 1982 the Kansas Legislature established the Kansas Interagency Task Force on Applied Remote Sensing. Major objectives of that Task Force were to provide policy direction for the KARS Program, to enhance interagency communication, and to assess alternatives for greater and more operational utilization of remote sensing/geographic information systems technologies on a statewide basis. The Task Force presented a Final Report on its accomplishments, studies and deliberations to the Governor and the Kansas Legislature in December 1983. A major recommendation of the Task Force was that a permanent Commission on Applied Remote Sensing be formed to foster the use of remote sensing and related geographic information systems technologies. House Bill 2670 (now KSA 74-7701) establishing the Kansas

Commission on Applied Remote Sensing was signed into law by Governor John Carlin in April 1984. The duties of the Commission are to:

- Assist users in assessing the capabilities, costs, and alternatives for employing remote sensing or related geographic information systems technologies;
- Serve as a forum and mechanism for interagency communication, coordination and cooperation for the use of remote sensing and geographic information systems technologies;
- Advise the KARS Program regarding the data and informational needs of Commission members, and aid the KARS Program in identifying and prioritizing projects which are of greatest import to the State;
- Disseminate information regarding new developments and capabilities pertaining to remote sensing and geographic information systems;
- Prepare and present to the Governor and Legislature on or before May 31, 1986, a report and any recommendations regarding the need for an integrated, comprehensive Kansas resources information center; and
- Prepare and present annual reports to the Governor and Legislature, and recommend funding levels for the KARS Program and the Commission in the subsequent fiscal year; and make recommendations to each regular session of the Legislature and to the Governor concerning necessary or advisable legislation relating to issues of statewide importance concerning remote sensing or geographic information systems technologies.

Twelve state agencies, the Governor's Office, both houses of the Legislature, county governments, and the groundwater management districts are represented on the Commission. Federal and local agencies and private firms are invited and encouraged to participate in Commission activities.

## II. REVIEW OF 1984 ACTIONS AND ACCOMPLISHMENTS

Major issues discussed and actions taken during its inaugural year are summarized below.

### Consideration of Fiscal Needs and Proposed FY86 Budget

The work of the Kansas Commission on Applied Remote Sensing is supported by a modest state allocation to the KARS Program of approximately \$50,000 annually. The National Aeronautics and Space Administration (NASA) had, in previous years, contributed funds which helped subsidize these activities; NASA funds are no longer available. The Commission believed it important that the KARS Program be provided adequate funds to enable the Commission to fulfill its mission. Furthermore, the Commission wished to improve the ability of the KARS Program to provide services to Kansans. The Commission,

therefore, requested funding for FY86 in the amount of \$98,000 (in addition to KARS' \$50,000 allocation) to support three major programs. These were:

1. Staff and material support for the Kansas Commission on Applied Remote Sensing;
2. Services to Kansas agencies and Kansans at large; and
3. Initiation of a statewide computer-based land use/land cover information system.

Although efforts were made to secure this funding during the 1985 Legislative Session, it was not allocated.

#### Establishment of State Map Coordinating Committee

The Commission established a State Mapping Advisory Committee. This committee provides a mechanism for Kansas to coordinate and define specific mapping needs and, annually, convey these needs in an organized fashion to the U.S. Geological Survey (USGS), the nation's principal mapping agency.

#### Consideration of a Statewide Land Use/Land Cover Inventory

The Commission reviewed several alternative techniques for conducting a statewide land use/land cover inventory. Funds were included in the FY86 budget proposal for both developing the methodology to conduct the inventory and for preparation of initial products for high priority areas of the State. As noted above, these funds were requested but were not allocated.

#### Consideration of KARS Program Activities

The Commission reviewed the services offered by the KARS Program and endorsed a proposal in support of the following activities:

1. Staff support for the Kansas Commission on Applied Remote Sensing and administrative support for the Kansas Map Coordinating Committee;
2. Information services for Kansas state and local agencies, the Legislature and Governor's Office - The Commission proposed to establish, through KARS, an affiliation with the U.S. Geological Survey's National Cartographic Information Center (NCIC). NCIC is a program designed to improve access to all types of maps, aerial photography, space images, and related materials.
3. Training, briefings and presentations for public agencies and professional groups, the Legislature and the Commission on Applied Remote Sensing.

### III. SYNOPSES OF 1985 ACTIONS AND ACCOMPLISHMENTS

Major issues considered and actions taken by the Commission during its second year are summarized below.

#### Election of New Officers

Verlyn Ebert, Kansas Fish and Game Commission and Vice Chairperson of the Kansas Commission on Applied Remote Sensing, was elected Chairperson. Thomas Lowe, Kansas Water Office, was elected Vice Chairperson.

#### Consideration of Fiscal Needs and Proposed FY87 Budget

The work of the Kansas Commission on Applied Remote Sensing continues to be supported by a modest state allocation to the KARS Program of approximately \$50,000 annually. The Commission believes it important that the KARS Program be provided adequate funds to enable the Commission to fulfill its mission. Furthermore, the Commission wishes to again support KARS Program activities regarding the provision of services to Kansans. The Commission respectfully requests that the current KARS funding level be supplemented with an additional \$98,000 in FY87. This funding would support three major programs:

1. Support for the Kansas Commission on Applied Remote Sensing. Funds would provide support for quarterly meetings of the Commission.
2. Services to Kansas. Funds would cover consultations with Kansas agencies, Kansas firms and individuals requesting information; proposal preparation for agencies; training, workshops, short courses for agencies; affiliation with the U.S. Geological Survey National Cartographic Information Center to foster the availability of data on maps and remote sensing data needed by Kansas agencies; and maintenance of KARS image collections, maps and digital data for use by Kansas agencies.
3. Initiation of a Land Information System. A land information system would contain information regarding vegetation, agricultural land use, and urbanization.

#### State Mapping Priorities

The Kansas Map Coordinating Committee, a committee of the Kansas Commission on Applied Remote Sensing, identified map priorities for the State of Kansas, and submitted those priorities to the U.S. Geological Survey's National Mapping Division. Priorities included:

- The continued revision of USGS 7 1/2' topographic quadrangles;
- The continuation of county topographic mapping;
- Growing season coverage of Kansas with National High Altitude Photography; and
- Other image acquisition, including Landsat and side-looking airborne radar (SLAR).

## A Study of the Need for a Kansas Geographic Information Center

The Commission is charged, under KSA 74-7701, to prepare and present to the Governor and Legislature on or before May 31, 1986, recommendations regarding the need for an integrated, comprehensive Kansas Geographic Information Center. In 1985 the Commission adopted a formal plan of work to assist in the evaluation.

The Kansas Interagency Task Force on Applied Remote Sensing had considered, in a preliminary fashion, the need for a broadly focused state information center. Such a center would retain and expand all of the current capabilities of the KARS Program. In addition, it could be charged with inventorying, cataloging and coordinating data about Kansas maintained by state, local and regional agencies, federal agencies, some private firms and institutions of higher education. The center could provide clearing-house and referral services; spatial data analysis capabilities; geographic data base development for state users; remote sensing data/imagery interpretation; training and briefings; and development and/or implementation of new high technologies. A geographic information center could facilitate enormous tasks such as the statewide reappraisal, water resources planning, soil erosion assessment, and monitoring of prime agricultural land use change.

During 1985, a Subcommittee on Center Alternatives was created and charged to:

- Define the need for and role of an information center,
- Recommend the scope and services of an information center,
- Evaluate other states having information centers,
- Design and propose services, organization and institutionalization, funding and legislation for such a center, and
- Summarize its findings for submission to the Legislature.

The Subcommittee developed a plan of study to identify the need for data and services which a Kansas geographic information center might provide, and to evaluate alternatives for creating a center. To assist in their review, the Subcommittee developed a survey designed to gather information on the level of need for services, capabilities and data which a center might provide. The objective of the survey was to gather information regarding priorities placed on a broad range of capabilities, services and geographic data needs, including:

- Mapping/geographic analysis,
- Training (including briefings, short courses and workshops),
- Consultation and data analysis services,
- Locating/accessing information,
- Access to analytical capabilities,
- Coordination of mapping/geographic data analysis activities, and
- Requirements for geographic data, including land use, land ownership, natural vegetation, soils data, surface water, and other natural resources and related data.



The survey was administered to more than 600 Kansans, including state and federal agencies, state legislators, the Governor's Office, local governments, institutions of higher education, public environmental groups and private firms. One hundred and forty-seven individuals completed the survey. These included representatives of state agencies (32), Kansas Legislature (11), local governments (38), federal agencies (6), regional governments (6), private companies (10), institutions of higher education (17), utilities (17), and societies/public environmental groups (10).

Although the analysis of surveys received has not yet been completed, some preliminary findings can be reported. A more thorough analysis of the survey responses will be completed in 1986.

More than 50% of the respondents rated the following capabilities and services as having a medium to high priority in their job functions:

- Mapping/Geographic Analysis Capabilities
  - Need to measure area (e.g., acreage) on maps or aerial photographs
  - Need to produce a given map at more than one scale
  - Need to extract one of several types of information on one map to display as a separate map
  - Need to combine information from two or more maps into a single map
  - Need to interrelate and evaluate data from several different maps having different scales
  - Need to have professional color maps for use at public meetings or for other purposes
  - Need to prepare maps from aerial photography or other remote sensing data (beyond current in-house capabilities)
  
- Consultation and Data Analysis Services
  - Need to be able to consult with experts on developing proposals involving the use of geographic information systems or remote sensing data (for in-house use)
  - Need to be able to consult with experts about computer hardware and software
  - Need to be able to consult with experts about developing cooperative projects with a state agency; or a local level of government
  - Need access to a referral service to identify experts on my topic of interest
  
- Locating/Accessing Information
  - Need assistance in locating and acquiring aerial photography
  - Need access to an archive of aerial photography and other remote sensing data for Kansas
  - Need assistance in locating maps required for a given need
  - Need access to an archive of maps of Kansas
  - Need assistance in locating and accessing existing data on agriculture, demographic data, geology, rangeland, soils, topography, water resources

- Coordination of Mapping/Geographic Data Analysis Activities

- Need a mechanism for coordinating and interfacing with state agencies, regional planning groups, private companies and others on projects requiring geographic analysis and/or mapping
- Need to be kept informed of new developments in remote sensing/geographic information systems/mapping technologies that may be relevant to my job functions

One hundred and forty individuals responded to Part II of the survey regarding geographic data needs. Data were specifically gathered for requirements for land use, land ownership, natural vegetation, soils, and surface water data. The analysis of this portion of the survey is not yet complete. However, a preliminary review of the data indicates that, of those who responded, more than half (54%) ranked land use as a "high" (21 responses) to "very high" (55 responses) priority. An additional 54 (39%) respondents ranked land use as a medium to low priority, or indicated that they required the data but did not rank its importance for their job functions.

#### IV. SUMMARY RECOMMENDATIONS

The Commission recommends that **the current KARS funding level of \$57,661 be supplemented with an additional \$98,000 in FY87.** The Commission recommends that this augmentation support three major areas:

1. Support for the Kansas Commission on Applied Remote Sensing. Funds would provide administrative and technical support for quarterly meetings of the Commission. This support would include both staff and material expenses, as well as support for the Kansas Map Coordinating Committee established in 1984 by the Commission.
2. Services to Kansas. Funds are recommended to enable the KARS Program to better serve individuals, public agencies, the Legislature, and firms needing information and assistance. The Commission proposes to:
  - (a) Establish an affiliation with the U.S. Geological Survey National Cartographic Information Center (NCIC) to facilitate efforts to provide information to agencies, legislators and others in a timely, cost-effective manner;
  - (b) Provide enhanced outreach, training and educational opportunities so that all potential users of remote sensing/geographic information systems technologies may have an opportunity to know of their value and availability;
  - (c) Enhance the KARS Newsletter so that it may be a more effective means of providing information on remote sensing/geographic information systems technologies to all Kansans.

3. Initiation of a land information system. A land information system would contain information regarding vegetation, agricultural land use, and urbanization. Such data is needed for water resources management, environmental pollution assessment, conservation needs evaluation, wildlife management and other purposes. The Commission requests funds for KARS to initiate production of such a data base. Data could be merged with existing data on water, air quality, agriculture, revenue and other phenomena already held by other agencies. KARS would assist agencies in using these data to make management and policy decisions more effectively and at lower overall cost. The Commission recommends a phased approach to the inventory. Funds to complete Phase 1 are requested in the FY87 budget proposal. Phase 1 would be accomplished during the period July 1986 - June 1987. Completion of the statewide inventory would take approximately 1-2 additional years of effort. It is projected that total funding required to prepare a baseline comprehensive statewide digital data base for Kansas would be approximately \$300,000 over the project duration. The Commission would be prepared to make a more precise estimate of costs upon completion of Phase 1 and evaluation of its results.