

Approved: February 24, 1999  
Date

MINUTES OF THE SENATE COMMITTEE ON FEDERAL AND STATE AFFAIRS.

The meeting was called to order by Chairperson Senator Lana Oleen at 11:15 a.m. on February 17, 1999 in Room 254-E of the Capitol.

All members were present except: Senator Bleeker, Excused

Committee staff present: Russell Mills, Legislative Research Department  
Theresa Kiernan, Revisors of Statutes  
Judy Glasgow, Committee Secretary

Conferees appearing before the committee:

Don Myer, Executive Director Kansas Commission on Veterans Affairs  
Dick Jepsen, State Veterans Cemetery Alliance  
Francine Hines, Association of the United States Army

Others attending: See Attached List

Chairman Oleen called the committee's attention to written testimony on **SB 197, beer keg registration** from Mothers Against Drunk Driving (MADD) as proponents for the bill. (Attachment 1)

Chairman Oleen opened hearing on:

**SB 19, Authorizing establishment of state system of veterans cemeteries:**

Chairman Oleen introduced Don Myer, Executive Director of the Kansas Commission on Veterans Affairs (KCVA), and asked him to give a briefing on the bill.

Don Myer explained the types of cemeteries available to the veterans. (Attachment 2) These are 1) National Cemeteries, 2) Memorial Cemeteries and 3) State Veterans Cemeteries. He noted that Kansas has two cemeteries operated by the National Cemetery System. These are located in Leavenworth and Ft. Scott and will reach capacity in FY 2025 and 2030 respectively. There are also military cemeteries run the Department of Defense at Ft. Riley and Ft. Leavenworth. The cemetery at Ft. Leavenworth is closed and the Ft. Riley cemetery is projected to close during FY 99. There is a state veteran cemetery located at Ft. Dodge operated by the Kansas Soldiers Home at state expense. The veteran cemetery options are closing or reaching a plateau of capability while the veteran population of Kansas is creating an increased need for this service. The Joint Committee on State Building Construction gathered information on the subject and asked KCVA to develop its vision of the scope and form for a State Veterans Cemetery System which envisioned four state veteran cemeteries to be established. The commission determined the optimum sites to be the Kansas Soldiers Home, Ft. Dodge; The Kansas Veterans Home at Winfield; Ft. Riley and a site to be determined to serve the Northwest quadrant of the state. These sites were based on no cost land available, transportation network, underserved areas, the veteran population and economic efficiency based on staffing issues. The cost would not reach the full amount until FY 2003 assuming that one new grant per year is successful submitted to the VA, and that one new cemetery per year is brought into operation.

Chairman Oleen recognized Dick Jepsen, Chairman, Legislative Process Committee, State Veterans Cemetery Alliance, who spoke as a proponent for the **SB 19.(Attachment 3)**. Mr. Jepsen stated that a notebook had been prepared for each committee member as an organized reference on the state veteran system. Mr. Jepsen stated that a state veterans cemetery system is needed because of the over 250,000 veterans in the state that deserve a final resting place among their comrades if they desire. Military cemeteries in the states are full or nearly so. This legislation proposes the establishment of a state veterans cemetery system and charters the Kansas Commission on Veterans Affairs to organize the system within its organizational structure. Further, the Commission is chartered to establish cemeteries at sufficient sites to serve the state's veterans. Mr. Jepsen asked for the committee's favorable consideration of **SB 19**.

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON FEDERAL AND STATE AFFAIRS, Room 254-E, Statehouse at 11:15 a.m. on February 17, 1999.

Chairman Oleen called on Francine Hines, President of the Association of the United States Army, as a proponent of **SB 19**. (Attachment 4) Ms. Hines stated that many years have passed since veterans enlisted to serve their country, from WWII, Vietnam and all other conflicts and each has earned the privilege to have a final resting place among other veterans. She urged the committee to support **SB 19** for a state veterans cemetery system for the state of Kansas.

Chairman Oleen announced that committee members needed to leave to attend other committee meeting and the hearing on **SB 19** would continue February 18, 1999.

The meeting adjourned at 12:05 p.m. The next meeting for this committee will be February 18, 1999.

SENATE FEDERAL & STATE AFFAIRS COMMITTEE  
GUEST LIST

DATE: FEBRUARY 17, 1999

NAME	REPRESENTING
Dennis (Buz) BRUZINA	GEARY CTY / FT RILEY
ORRIS Kelly	Manhattan, KS
Charlotte Kelly	
JOHN SAJO	GEARY COUNTY
JACK STRUXEL	Chair, KCUA
Nick Aepfer	St Vet. Cem Alliance
John Bush	St Vet Cem Alliance
Don B. Smyth	KCUA
Arnon a Bura	St. Dept. DAV - Emporia KS
W. Richards	Ks. Council, TROA
Faucine M. Hines	Assoc. of the U.S. States Army
CPR USN Ret Halley Hines	Military Order of WW
L D Peterson	
Pam Scott	Ks Funeral Directors Assn
John Fowler	Kansas Chamber of Commerce & Industry
Donna DeDeck	KCUA
Lloyd Demmitt	HUTCHINSON AMERICAN LEGION
Dave Wambay	American Legion Hutchinson
Gerry Kichin	American Legion Caney

Charles W. Gunter

The American Legion (State Headquarters)  
Topeka



## Mothers Against Drunk Driving

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3601 SW 29th Street • Topeka, KS 66614 • (785) 271-7525 • 1 (800) 228-6233

KANSAS STATE OFFICE

February 12, 1999

Senator Alana Oleen, Chairperson  
Senate Federal and State Affairs Committee  
Room 136 N, State Capital  
Topeka, Kansas 66612

Dear Senator Oleen and Committee Members;

MADD supports the requirement that all kegs and other large containers of alcoholic beverages be registered at point of purchase in order to facilitate identification of those who purchase illegally or to provide to youth under the age of twenty-one. MADD supports Senate Bill 197.

Keg beer is a prevalent source of alcohol for minors, and keg parties expose large numbers of minors to the availability of alcohol at any one given time. This was substantiated in a recent survey conducted by Kansas MADD of Kansas law enforcement agencies.

During the month of November, Kansas MADD conducted a Keg Registration survey of all Kansas law enforcement agencies. Four hundred and eighteen law enforcement agencies received the questionnaire. Ninety-eight responded, which represented twenty three percent of all Kansas law enforcement agencies. More than thirty six percent of Kansas Sheriff's Departments responded in comparison to the nineteen percent of the Police Departments. The lower response rate from Police Departments may be attributed to the perception that keg parties are generally held outside of their jurisdiction in the counties.

A summary of the questionnaire reveals the following:

\* Seventy percent of all law enforcement agencies responding to the survey identified beer keg parties as a problem in their jurisdiction.

\* Seventy-eight law enforcement agencies indicated responding to 624 to 701 keg parties involving minors during 1998. Twenty agencies could not provide estimates.

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Attachment: # 1-1



\* Sixty-five agencies reported estimates of kegs observed or confiscated at all keg parties involving minors during 1998 between 295 and 334. Thirty-three agencies could not provide estimates.

\* Sixty-nine agencies reported estimates of the number of minors present at all keg parties during 1998 between 9,213 and 10,260. (Figures do not represent unduplicated participants).

\* Twenty-one agencies estimated a total of 7 deaths and between 79 and 86 injuries of individuals under the age of twenty-one as a result of their participation at a keg party.

It is imperative to provide a means of identifying or "tracking" those irresponsible adults who are purchasing alcohol for underage drinkers as well as those purchasers, still under the age of majority themselves, who are purchasing alcohol with the use of fake ID's.

MADD has been a proponent of keg registration legislation for the last several years. It is MADD's belief that such legislation would reinforce the efforts of Kansas Alcohol Beverage Control in their endeavor to deter illegal sales, purchases, and consumption of keg beer by minors. Our goal as an organization is to promote laws which increase safety on our streets and highways, support legislation that affects the health and well-being of our youth and provide programs that will deter driving after drinking and develop skills for their adult years.

Kansas MADD supports SB 197 and would appreciate your support of this legislation.

Sincerely,



Dee Meyer  
State Chairperson  
Kansas MADD

**SUMMARY - KEG REGISTRATION QUESTIONNAIRE**

1. DO YOU FEEL AN IDENTIFIABLE PROBLEM EXISTS IN YOUR JURISDICTION REGARDING KEG BEER PARTIES INVOLVING MINORS?  
**YES: 70 (71%)      NO: 28 (29%)**
  
2. PLEASE ESTIMATE THE NUMBER OF TIMES YOUR AGENCY INTERVENED OR HAD KNOWLEDGE OF KEG PARTIES INVOLVING MINORS THIS YEAR  
**78 DEPARTMENTS ESTIMATED 624-701.  
20 DEPARTMENTS - NO ESTIMATES.**
  
3. PLEASE ESTIMATE THE TOTAL NUMBER OF KEGS OBSERVED OR CONFISCATED AT KEG PARTIES IN WHICH YOUR AGENCY INTERVENED OR HAD KNOWLEDGE OF DURING THIS YEAR  
**65 DEPARTMENTS ESTIMATED 295-334.  
33 DEPARTMENTS - NO ESTIMATES**
  
4. ACKNOWLEDGING DUPLICATION, PLEASE ESTIMATE THE TOTAL NUMBER OF MINORS PRESENT AT ALL KEG PARTIES IN WHICH YOUR AGENCY INTERVENED OR HAD KNOWLEDGE OF DURING THIS YEAR.  
**69 DEPARTMENTS ESTIMATED 9,213 - 10,260.  
29 DEPARTMENTS - NO ESTIMATES**
  
5. ARE UNDERAGE DRINKING PARTIES EXCLUDING KEG PARTIES CONSIDERED A PROBLEM IN YOUR JURISDICTION?  
**YES: 80 (82%)      NO: 16 (16%)      SOMEWHAT: 2 (2%)**
  
6. DO YOU HAVE COOPERATION FROM LOCAL CITIZENS IN REPORTING KEG PARTIES?  
**YES: 62 (74%)      NO: 26 (27%)      SOMEWHAT: 10 (10%)**
  
7. PLEASE ESTIMATE THE NUMBER OF INJURIES AND/OR DEATHS OF UNDERAGE YOUTH AS A RESULT OF THEIR PARTICIPATION AT A KEG PARTY IN YOUR JURISDICTION.  
**21 DEPARTMENTS REPORTING 7 DEATHS AND 79-86 INJURIES**

*This questionnaire is being mailed to all law enforcement agencies in Kansas.*

Please return by November 12th if possible to:

Kansas MADD  
3601 SW 29th St.  
Topeka, Kansas 66614  
1-800-228-6233  
1-785-271-7525

**60 Police Departments  
38 Sheriff Departments  
98 Total Agencies reporting**

*Questionnaire response 11/4/98 - 11/23/98*

KEG REGISTRATION QUESTIONNAIRE

1. DO YOU FEEL AN IDENTIFIABLE PROBLEM EXISTS IN YOUR JURISDICTION REGARDING KEG BEER PARTIES INVOLVING MINORS?  
**YES: 37 (62%)      NO: 23 (38%)**
  
2. PLEASE ESTIMATE THE NUMBER OF TIMES YOUR AGENCY INTERVENED OR HAD KNOWLEDGE OF KEG PARTIES INVOLVING MINORS THIS YEAR  
**44 DEPARTMENTS ESTIMATED 343-385.  
16 DEPARTMENTS - NO ESTIMATES.**
  
3. PLEASE ESTIMATE THE TOTAL NUMBER OF KEGS OBSERVED OR CONFISCATED AT KEG PARTIES IN WHICH YOUR AGENCY INTERVENED OR HAD KNOWLEDGE OF DURING THIS YEAR  
**32 DEPARTMENTS ESTIMATED 132-149.  
28 DEPARTMENTS - NO ESTIMATES**
  
4. ACKNOWLEDGING DUPLICATION, PLEASE ESTIMATE THE TOTAL NUMBER OF MINORS PRESENT AT ALL KEG PARTIES IN WHICH YOUR AGENCY INTERVENED OR HAD KNOWLEDGE OF DURING THIS YEAR.  
**39 DEPARTMENTS ESTIMATED 5,004-5,505.  
21 DEPARTMENTS - NO ESTIMATES**
  
5. ARE UNDERAGE DRINKING PARTIES EXCLUDING KEG PARTIES CONSIDERED A PROBLEM IN YOUR JURISDICTION?  
**YES: 48 (80%)      NO: 12 (20%)**
  
6. DO YOU HAVE COOPERATION FROM LOCAL CITIZENS IN REPORTING KEG PARTIES?  
**YES: 34 (57%)      NO: 21 (35%)      SOMEWHAT: 5 (8%)**
  
7. PLEASE ESTIMATE THE NUMBER OF INJURIES AND/OR DEATHS OF UNDERAGE YOUTH AS A RESULT OF THEIR PARTICIPATION AT A KEG PARTY IN YOUR JURISDICTION.  
**10 DEPARTMENTS REPORTING 2 DEATHS AND 37-43 INJURIES**

*This questionnaire is being mailed to all law enforcement agencies in Kansas.*

Please return by November 12th if possible to:

Kansas MADD  
3601 SW 29th St.  
Topeka, Kansas 66614  
1-800-228-6233  
1-785-271-7525

**All reporting Police Departments  
as of 11/30/98  
Agencies reporting #60 (19%)**

## KEG REGISTRATION SURVEY

### RESPONSES FROM POLICE DEPARTMENTS

#### Responding Agencies as of 11/4/98

	<u>City</u>	<u>County</u>	<u>Population</u>	<u>Problem</u>
1.	Silver Lake	SN Co.	1,456	No
2.	Burlingame	OS Co.	1,155	Yes
3.	Osborne	OB Co.	1,744	Yes
4.	Harper	HP Co.	1,627	Yes
5.	Humboldt	AL Co.	2,211	No
6.	Burden	CL Co.	574	No
7.	Kingman	KM Co.	3,302	Yes
8.	Delphos	OT Co.	488	No

#### Responding Agencies as of 11/5/98

9.	Erie	NO Co.	1,278	Yes
10.	Sac & Fox Nations			Yes
11.	Claflin	BT Co.	675	No
12.	Sedan	CQ Co.	1,286	No
13.	Unknown			Yes
14.	Marysville	MS Co	3,275	No
15.	Maize	SG Co.	1,666	Yes
16.	Highland		951	Yes

#### Responding Agencies as of 11/6/98

17.	Basehor	LV Co.	1,766	No
18.	Osawatomie	MI Co.	4,758	No
19.	Merriam	JO Co.	13,095	Yes
20.	Gread Bend	BT Co.	15,144	Yes
21.	Clay Center	CY Co.	4,786	No
22.	Valley Center	SG Co.	3,942	Yes
23.	Arcadia	CR Co.	313	No
24.	Oakley	LG Co.	2,106	Yes
25.	Ellsworth	EW Co.	2,827	Yes
26.	Lansing	LV Co.	7,967	No
27.	Medicine Ldg.	BA Co.	2,305	Yes
28.	Stafford	SF Co.	1,326	Yes
29.	Geuda Springs	SU Co.	205	Yes
30.	Larned	PN Co.	4,474	Yes
31.	Unknown			Yes



Responding Agencies as of 11/17/98

32. Gardner	JO Co.	4,277	No
33. Towanda	BU Co.	1,431	Yes
34. Wellington	SU Co.	8,575	No
35. Norton	NT Co.	2,906	Yes
36. Ellinwood	BT Co.	2,226	No
37. Goodland	SH Co.	5,034	Yes
38. Hugoton	SV Co.	3,240	Yes
39. Beloit	MC Co.	4,052	Yes

Responding Agencies as of 11/10/98

40. Bonner Sprgs.	WY Co.	7,118	No
41. Prairie Village	JO Co.	23,056	No
42. Garden City	FI Co.	24,902	Yes
43. Stockton	PO Co.	1,503	No
44. McPherson	MP Co.	12,937	Yes
45. Pittsburg	CR Co.	18,484	Yes
46. Spearville	FO Co.	754	No
47. Spring Hill	JO Co.	2,487	Yes

Responding Agencies as of 11/12/98

48. Udall	CL Co.	820	Yes
49. Iola	AL Co.	6,336	Yes
50. St. John	SF Co.	1,335	No
51. Dodge City	FO Co.	22,033	Yes
52. Lyons	RC Co.	3,494	Yes
53. Holcomb	FI Co.	1,823	No
54. Washburn Univ			Yes
55. Garden Plain	SG Co.	916	No

Responding Agencies as of 11/14/98

56. Topeka	SN Co.	120,645	No
57. Oberlin	DG Co.	1,977	Yes

Responding Agencies as of 11/23/98

58. Frontenac	CR Co.	2,793	Yes
59. Kinsley	ED Co.	1,785	Yes
60. Leavenworth	LV Co.	42,250	Yes

KEG REGISTRATION QUESTIONNAIRE

1. DO YOU FEEL AN IDENTIFIABLE PROBLEM EXISTS IN YOUR JURISDICTION REGARDING KEG BEER PARTIES INVOLVING MINORS?  
**YES: 33 (87%)      NO: 5 (13%)**
  
2. PLEASE ESTIMATE THE NUMBER OF TIMES YOUR AGENCY INTERVENED OR HAD KNOWLEDGE OF KEG PARTIES INVOLVING MINORS THIS YEAR  
**34 DEPARTMENTS ESTIMATED 284-324.  
4 DEPARTMENTS - NO ESTIMATES.**
  
3. PLEASE ESTIMATE THE TOTAL NUMBER OF KEGS OBSERVED OR CONFISCATED AT KEG PARTIES IN WHICH YOUR AGENCY INTERVENED OR HAD KNOWLEDGE OF DURING THIS YEAR  
**33 DEPARTMENTS ESTIMATED 295-334.  
28 DEPARTMENTS - NO ESTIMATES**
  
4. ACKNOWLEDGING DUPLICATION, PLEASE ESTIMATE THE TOTAL NUMBER OF MINORS PRESENT AT ALL KEG PARTIES IN WHICH YOUR AGENCY INTERVENED OR HAD KNOWLEDGE OF DURING THIS YEAR.  
**30 DEPARTMENTS ESTIMATED 4,209-4,755.  
8 DEPARTMENTS - NO ESTIMATES**
  
5. ARE UNDERAGE DRINKING PARTIES EXCLUDING KEG PARTIES CONSIDERED A PROBLEM IN YOUR JURISDICTION?  
**YES: 32 (84%)    NO: 4 (11%)    SOMEWHAT: 2 (5%)**
  
6. DO YOU HAVE COOPERATION FROM LOCAL CITIZENS IN REPORTING KEG PARTIES?  
**YES: 28 (74%)    NO: 5 (13%)    SOMEWHAT: 5 (13%)**
  
7. PLEASE ESTIMATE THE NUMBER OF INJURIES AND/OR DEATHS OF UNDERAGE YOUTH AS A RESULT OF THEIR PARTICIPATION AT A KEG PARTY IN YOUR JURISDICTION.  
**11 DEPARTMENTS REPORTING 5 DEATHS AND 42-43 INJURIES**

*This questionnaire is being mailed to all law enforcement agencies in Kansas.*

Please return by November 12th if possible to:

Kansas MADD  
3601 SW 29th St.  
Topeka, Kansas 66614  
1-800-228-6233  
1-785-271-7525

**All reporting Sheriff Departments  
as of 11/30/98  
Agencies reporting #38 (36%)**

## KEG REGISTRATION SURVEY

### RESPONSES FROM COUNTY SHERIFF'S DEPARTMENTS

#### Responding Agencies as of 11/4/98

<u>County</u>	<u>Population</u>	<u>Problem</u>
1. Wabaunsee County	6,638	Yes
2. Wyandotte County	155,072	Yes
3. Kingman County	8,469	Yes
4. Edwards County	3,557	Somewhat
5. Pratt County	9,605	Yes
6. Dickinson County	19,726	Yes
7. Cloud County	10,516	Yes

#### Responding Agencies as of 11/5/98

8. Allen County	14,794	Yes
9. Washington County	6,810	Yes
10. Ellsworth County	6,459	Yes
11. Cowley County	37,240	Yes
12. Barton County	28,897	Yes
13. Douglas County	88,032	Yes
14. Osborne County	4,695	Yes
15. Cherokee County	22,054	No
16. Atchison County	16,755	Yes
17. Rush County	3,566	Yes

#### Responding Agencies as of 11/6/98

18. Sumner County	26,436	Yes
19. Osage County	16,325	Yes
20. Geary County	31,099	No

#### Responding Agencies as of 11/7/98

21. Phillips County	6,362	No
22. Elk County	3,332	No
23. Crawford County	36,333	Yes
24. Grant County	7,767	Yes
25. Anderson County	7,905	Yes
26. Leavenworth County	68,853	Yes

Responding Agencies as of 11/10/98

27. Saline County	51,434	Yes
28. Wichita County	2,886	Yes
29. Scott County	5,157	Yes

Agencies Responding as of 11/12/98

30. Barber County	5,609	Yes
31. Hodgeman County	2,242	Yes

Agencies Responding as of 11/14/98

32. Thomas County	8,341	Yes
33. Chawtaugua	4,372	No
34. Graham Co.	3,390	Yes

Agencies Responding as of 11/23/98

35. Bourbon County	14,863	Yes
36. Brown County	11,031	Yes
37. Lyon County	34,704	Yes
38. Jackson County	11,634	Yes



**Testimony by Don A. Myer,  
Executive Director,  
Kansas Commission on Veterans Affairs  
On a State Veteran Cemetery System  
Before the  
Senate Federal and State Affairs Committee  
February 17<sup>th</sup>, 1999**

Madame Chairman and members of the committee, my name is Don Myer and I am the Executive Director of the Kansas Commission on Veterans Affairs (KCVA). On behalf of the KCVA and its' Chairman, Mr. Jack Strukel, I wish to thank you for this opportunity to address the committee. I am here today to provide information about the proposed State Veteran Cemetery System as described in Senate Bill 19. Any time I use the pronouns "he" or "him", or at any time make masculine reference to veterans, I am referring to both the men and women who served our country.

Presently, the choices available to a veteran in the state of Kansas who wishes to be buried in a veteran cemetery are limited. There are two veteran cemeteries operated by the National Cemetery System, a division of the federal Department of Veterans Affairs. These are located in Leavenworth and Ft. Scott. Currently, these facilities are projected to reach maximum capacity in FY 2015 and 2030, respectively. There are also military cemeteries run by the Department of Defense at Ft. Riley and Ft. Leavenworth. The cemetery at Ft. Leavenworth has closed, and the Ft. Riley cemetery is projected to close during this fiscal year (FY 99). Military cemeteries serve only those service men and women who die on active duty and retirees and their eligible dependents. Finally, there is a state veteran cemetery located at Ft. Dodge, operated by the Kansas Soldiers Home at state expense.

At the same time veteran cemetery options are closing or reaching a plateau of capability, the veteran population of Kansas is creating an increasing need for this service. The total veteran population of Kansas is currently over 250,000, and as shown in slide 6, it is declining. However, the next slide shows that while the total number of veterans is declining, the percentage of veterans over 65 years of age is increasing, as is the absolute number of veterans in this age bracket. In fact, the total number of veterans over 65 is projected to reach 118,000 out of 205,000 veterans in 2010, with the number who are over 85 projected to reach 17,500 that same year. The next slide depicts the projected number of veteran deaths out to the year 2040. As you can see, the annual death rate will remain at the current level of over 5,700 deaths (or higher) until approximately 2016. The peak will be reached in 2006, when over 6,100 veterans are projected to die

In September of 1998, the Joint Committee on State Building Construction began gathering information about the subject. They asked Veteran Service Organizations, the Department of Veterans Affairs, and the Kansas Commission on Veterans Affairs (KCVA) to provide input. After evaluating the information provided, the joint committee asked the KCVA to develop its' vision of the scope and form for a State Veteran Cemetery System. In December of 1998, the KCVA provided a concept which envisioned a system of four

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state veteran cemeteries, to be established at the Kansas Soldiers Home, the Kansas Veterans Home, Ft. Riley, and a site to be determined serving the Northwest quadrant of the state. I would like to briefly cover the facts and assumptions that went into the development of this concept.

Much of the information used by the KCVA to develop our concept came from the Department of Veterans Affairs, which runs the National Cemetery System (NCS), a series of cemeteries and other monuments to the service of our nations veterans. The mission of the NCS is shown on slide 8. Their strategy for providing service to our nations veterans is shown on the next slide. As you can see, the NCS strategy for providing continued service is multi-faceted. They will establish new cemeteries near national population centers, expand existing NCS cemeteries where possible (as is being done at Leavenworth), and encourage states to establish State Veteran Cemeteries through the State Cemetery Grant System. The State Cemetery Grant Program is summarized on slide 11. Through this program, the NCS reimburses states for the total construction costs associated with establishing a veteran's cemetery, including an initial equipment allowance. The state then must assume total responsibility to staff, operate, and maintain the cemetery for a minimum of 20 years.

The next slide shows the facts established by the KCVA in determining the form of a proposed cemetery system. In addition to facts already discussed, the Kansas Soldiers Home has had an expansion grant approved to increase their capacity at Ft. Dodge. This project will add approximately 25 acres and well over 20 years of operations at the home. Additionally, Ft. Riley has offered to transfer up to 100 acres of land to the KCVA to be utilized as a state veteran's cemetery.

Next, the commission determined to assume the information provided by the VA was valid for planning purposes. Market research conducted by the VA as well as operational experience has allowed them to establish planning factors for their cemeteries. They assume that veterans and their families will utilize NCS or state veteran cemeteries if they live within a 75-mile radius of one. They also believe that state cemeteries can expect to attract 25% of the veterans who die within this radius. The commission assumed a utilization rate of 20%, as shown in slide 15 to establish. Finally, VA staffing ratios for cemeteries is driven by several factors including number of interments, number of graves maintained, and number of acres maintained.

Taking all of these facts and assumptions into consideration, the KCVA evaluated three courses of action. They were:

- a. Do nothing
- b. Provide a cash burial allotment
- c. Create a statewide system of veteran cemeteries.

The advantages and disadvantages of the first course of action are shown on slide 17. While incurring no new costs to the state, neither is increased service offered beyond the already approved expansion at Ft. Dodge.

The second course had the advantages and disadvantages shown on slide 18. Several states offer this benefit, at rates varying from \$100 to \$250 per beneficiary. However, the costs associated with a cash allotment can quickly mount, as shown on slide 19.

The third course of action was analyzed using the criteria shown on slide 20. This was to ensure that the benefits of any system benefit veterans of the entire state, and that

Kansas not merely echo the strategic goals of the VA, which concentrates on population centers. Taking these factors into consideration, the commission determined the optimum sites to be the Kansas Soldiers Home, the Kansas Veterans Home, Ft. Riley, and a site to be determined to serve the Northwest quadrant of the state as shown on slide 22. Chairman Strukel has established an advisory board, headed by KCVA commissioner Udie Grant, which includes participants from The American Legion, The Veterans of Foreign Wars, and The Disabled American Veterans to recommend the fourth location. The advantages and disadvantages of this course of action are listed in slide 23.

In determining costs for the proposed state system, VA requirements and criteria were utilized. FTE requirements were determined as shown in slide 24. In addition to administrative and support staff at each location, a program supervisor will be required at the Central office of the KCVA. Actual operational costs were approximated by comparing operations at other states, and deriving an average cost per acre as shown in slide 25. Total annual projected costs of \$538,000 for the entire system are shown next. However, it would be several years before the entire system was operational. As shown in slide 27, actual expenditures would increase from \$25,000 in FY 99 to the full amount by FY 2003. This assumes that one new grant per year is successfully submitted to the VA, and that one new cemetery per year is brought into operation.

The next slide summarized expenditures, and adjusts SGF to reflect the reimbursement of architect's fees for each project. The following charts graphically depict this information.

I hope the information I have provided this morning has been helpful. I would be glad to stand for any questions from the committee.

Briefing to the Federal and  
State Affairs Committee  
of the Kansas Senate  
on a State Veteran Cemetery  
System

by the Kansas Commission on  
Veterans Affairs

Jack Strukel, Chairman



# State Cemetery System

- Background
- Facts
- Assumptions
- Courses of Action

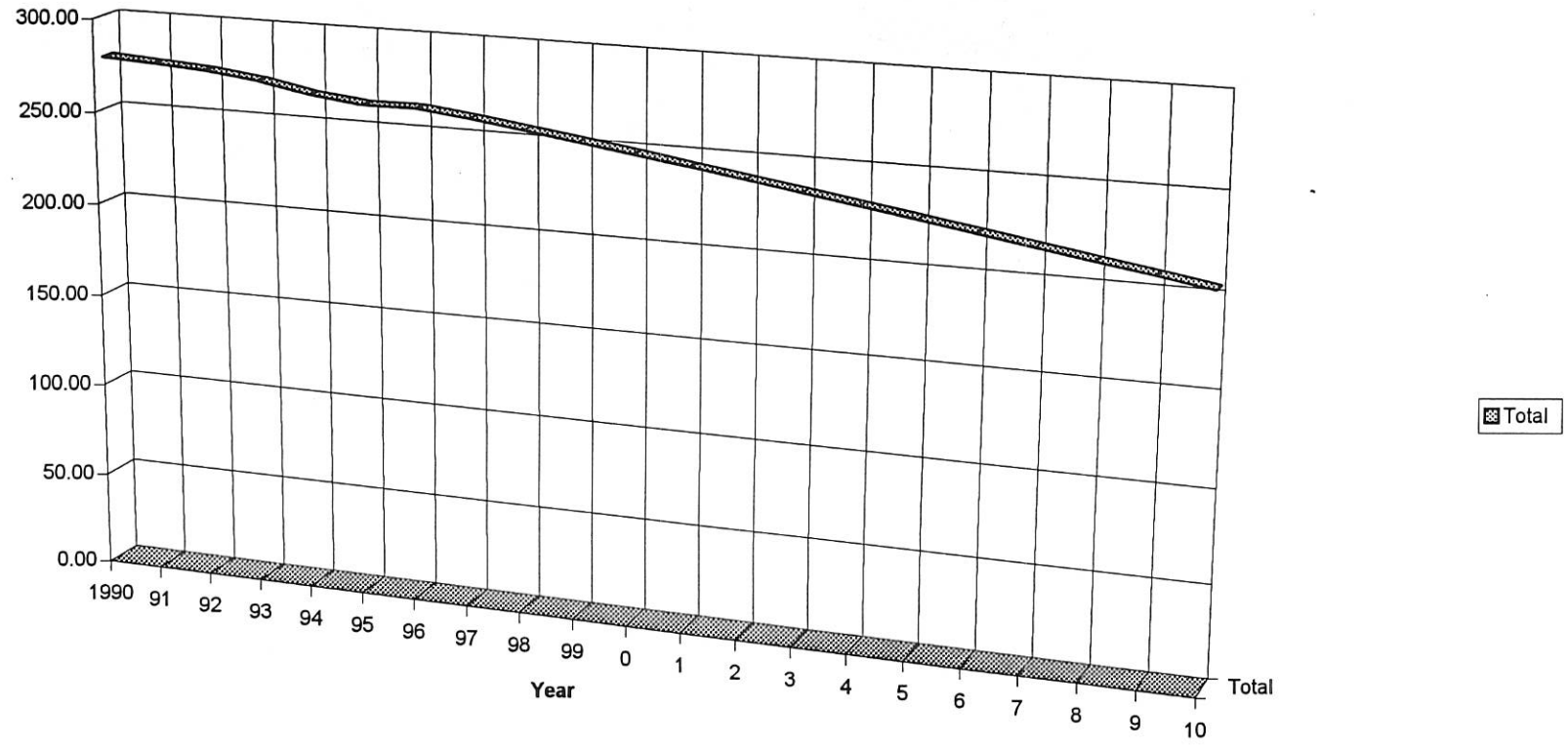
# State Cemetery System Background

- Limited Veteran Cemetery services in Kansas
- Veteran Population declining, but death rate accelerating
- State cemetery at Ft. Dodge expansion
- State Cemetery Grant Program enhanced
- Joint Committee on State Building Construction information requests information/vision

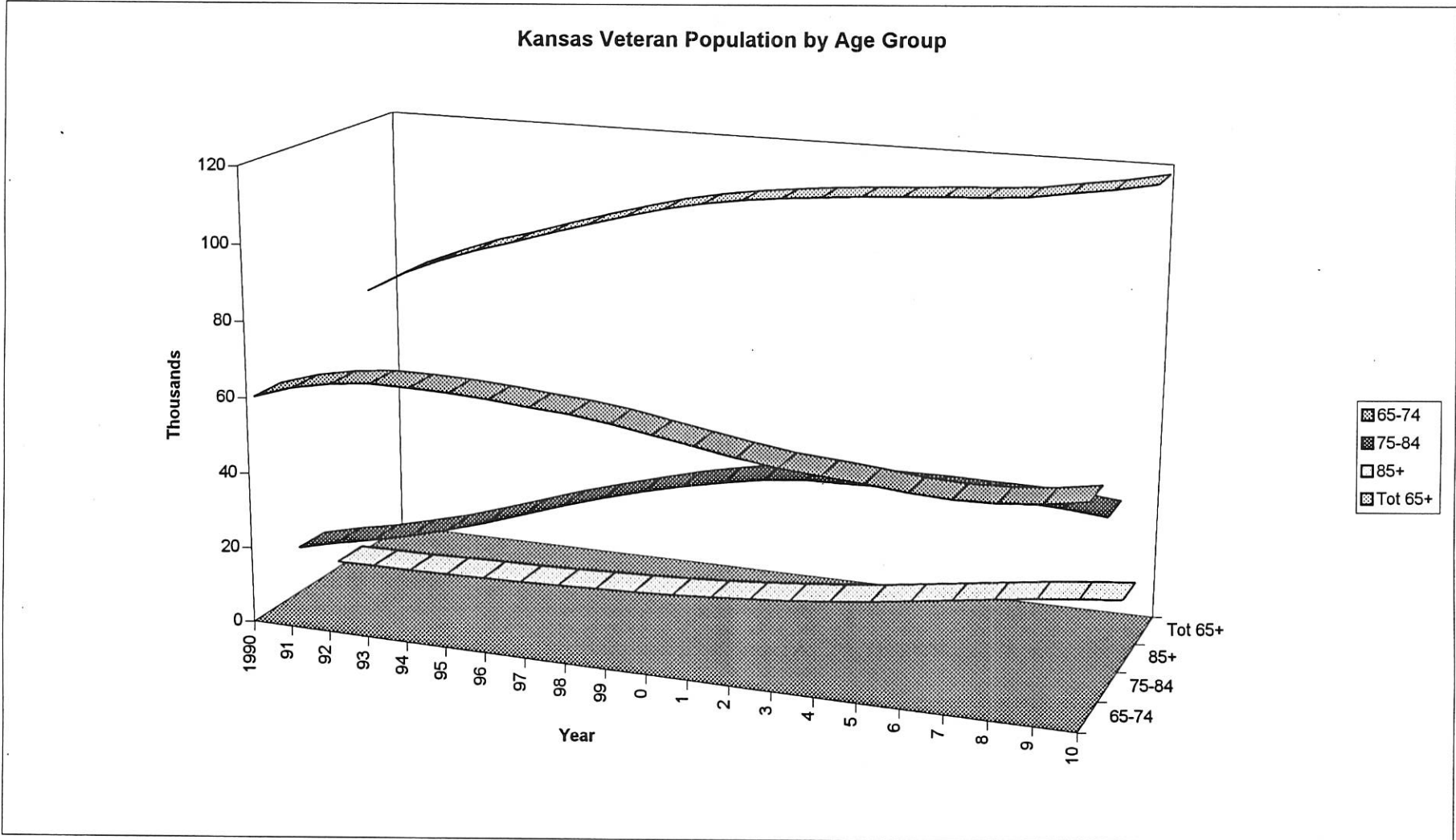
# Current Kansas Facilities

- National Cemetery System
  - Ft. Scott
  - Leavenworth
- Military Cemeteries:
  - Ft. Riley
  - Ft. Leavenworth
- State Veteran Cemetery: Ft. Dodge

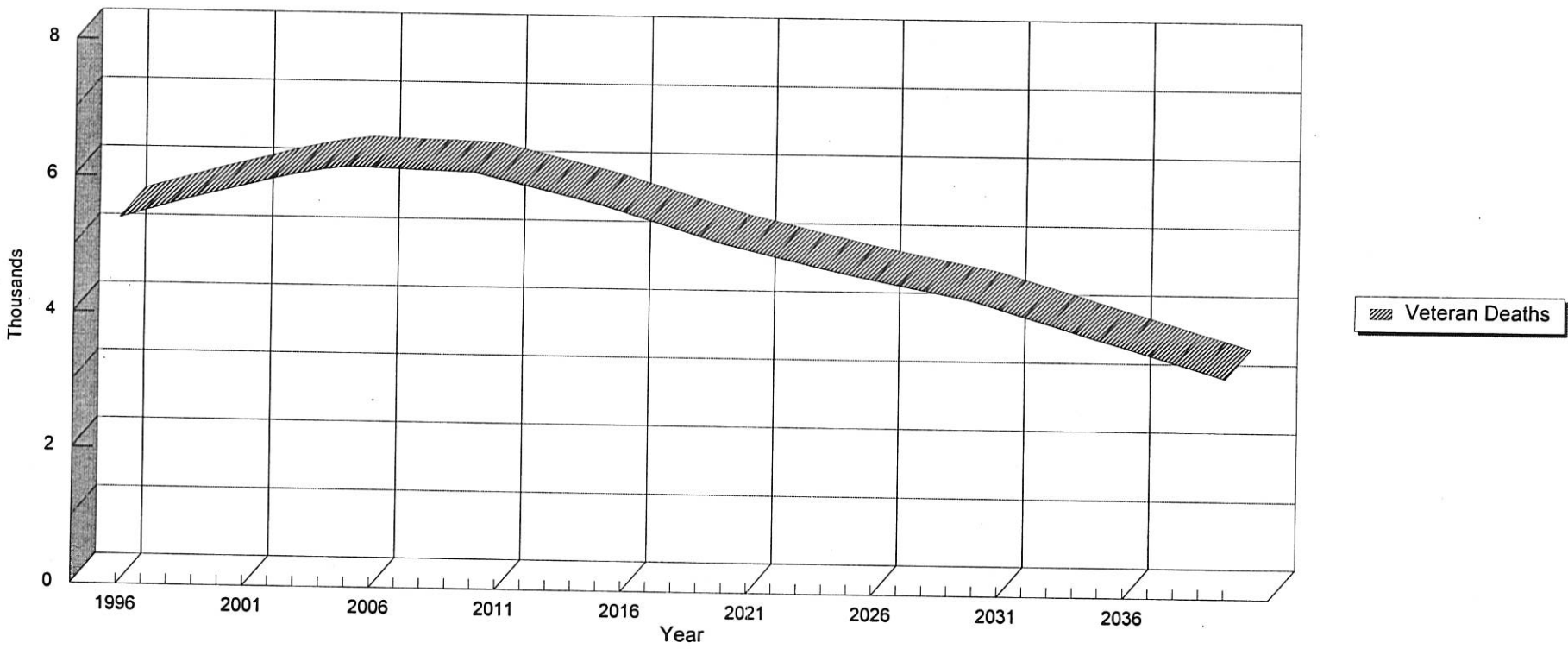
### Kansas Total Veteran Population Projection







**Projected Kansas Veteran Deaths**  
1996 -2040




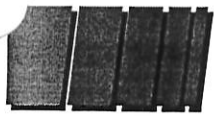


# NCS Mission



2-11

- **Provide burial space for veterans; maintain cemeteries as National Shrines.**
  - **Administer grants program to establish, expand or improve State Veterans Cemeteries.**
  - **Furnish headstones & markers.**
  - **Administer the Presidential Memorial Certificate Program.**
- 



# NCS Strategy for Providing Burial Space



2-12

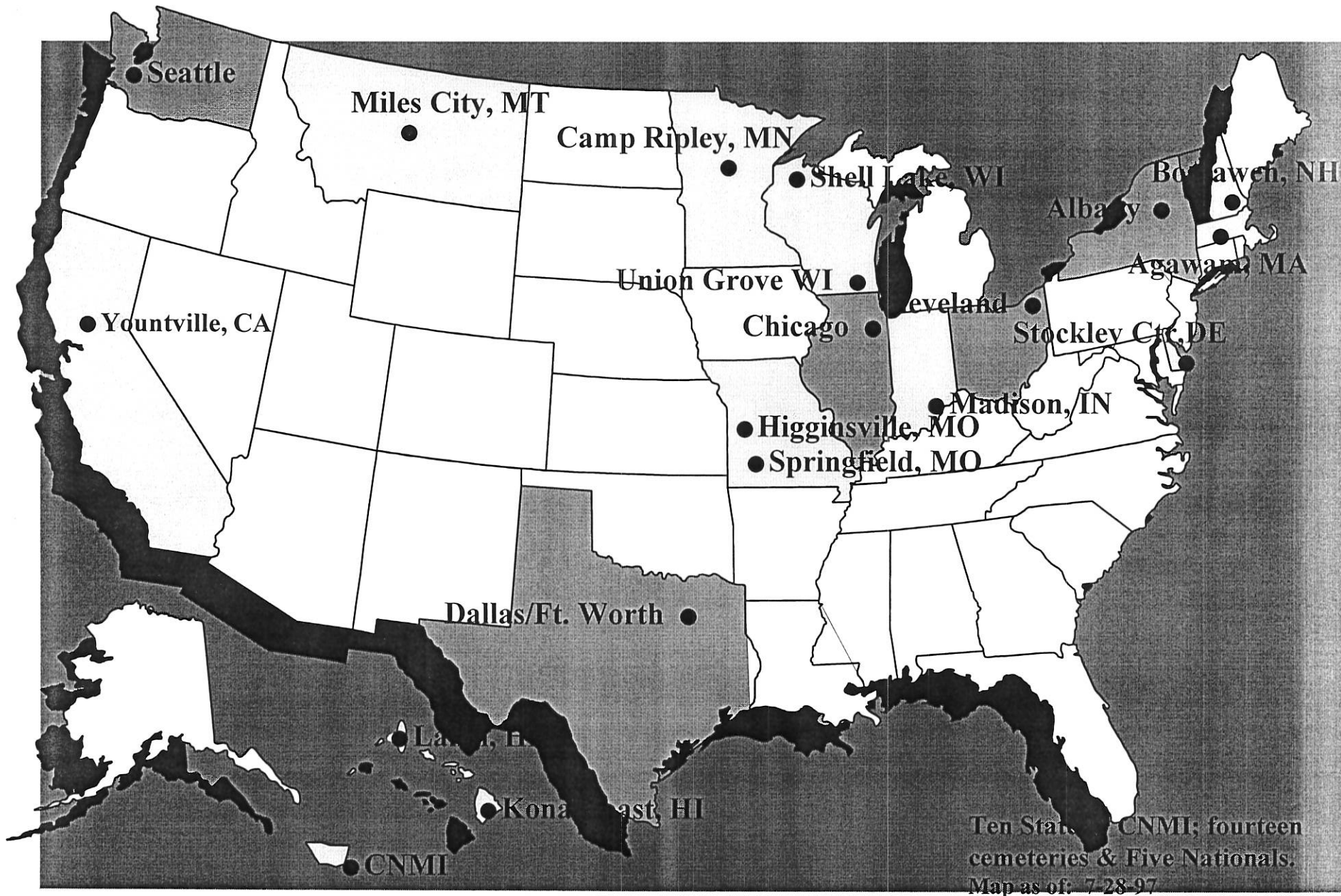
- **Build new cemeteries -- Five nationals scheduled:**
  - **Seattle, Washington - Dedicated Sept. 1997.**
  - **Dallas/Ft. Worth, Texas - Under Const.**
  - **Albany, New York - Under Const.**
  - **Cleveland, Ohio - Under Const.**
  - **Chicago, Illinois - Under Const.**
- **Acquire land adjacent to current cemeteries and develop currently owned land.**
- **Enhance State Cemetery Grants Program**





# State Veterans & National Cemeteries (Planned Through The Year 2000)

2-13



# Requirements to Obtain A Grant



2-14

- Title to the cemetery/land must be vested in the State.
- A grant request can only be made by a state official.
- *The State must have sufficient funds to match federal grant.*
- The State must have written approval from VA of the final working drawings and specifications before the project is placed on the market for bidding.
- Fifty percent of the cemetery acreage must be usable for burials.
- The law forbids retroactive approvals (Ex. Do not go out for bids using documents/plans VA has not approved).
- Land value can be applied to the state cost.
- The cemetery must have a 20 year lifespan.
- The VA standard for computing gravesite yield from net burial acreage is 600 (5' by 10') gravesites per acre.



# State Cemetery System Facts

- Death Rate increasing
- VA requires 20 year operational life
- Grant system to 100% construction costs
- States must fund operational costs:
  - Personnel
  - Maintenance: Grounds and Gravesites
  - Maintenance: Equipment
  - Capital Expenditures
  - Interment costs
- KSH expansion grant approved
- KVH/ other state sites could offer economies



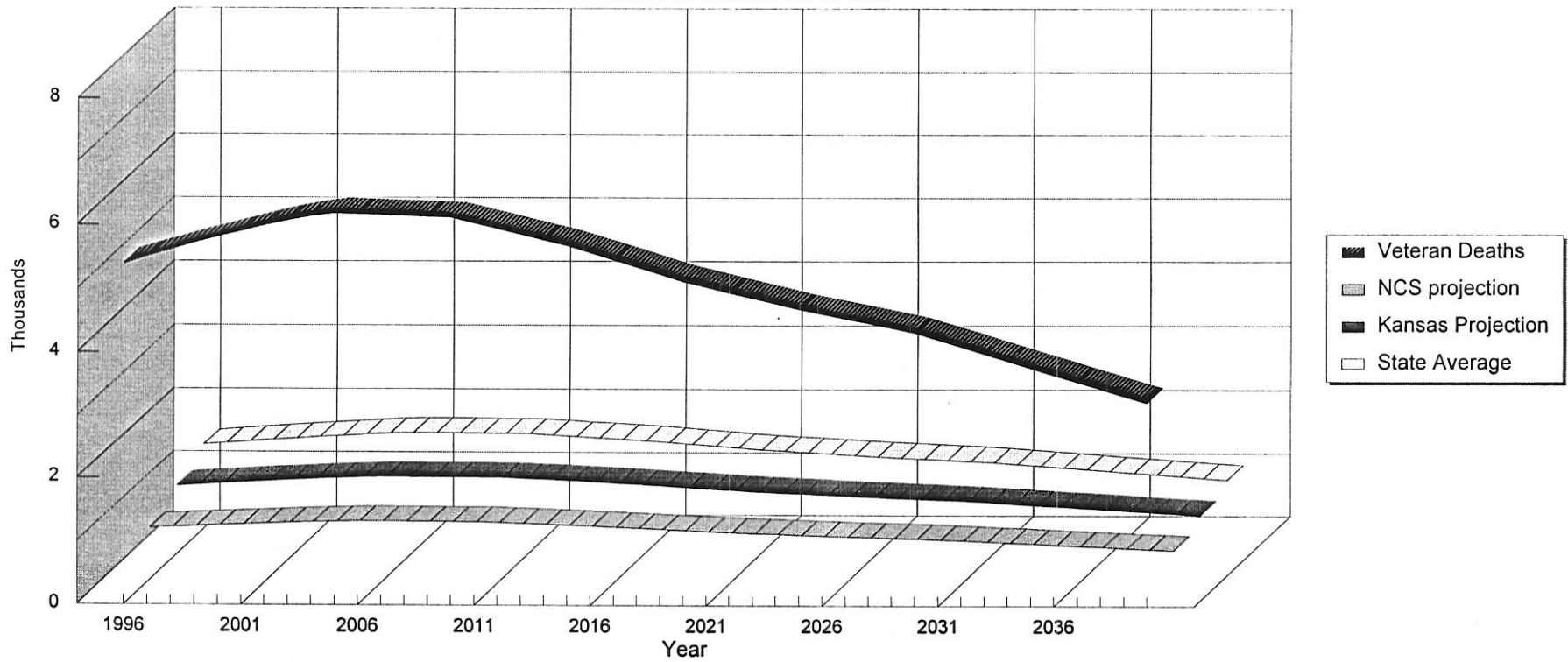
# State Cemetery System Facts (cont.)

- Precedent for direct transfer of DOD land to states
- Ft. Riley willing to contract for maintenance
- Ft. Riley willing to provide military honors

# State Cemetery System Assumptions

- VA planning factors are valid:
  - 75 mile radius “propensity to use” area
  - Projected death rates by county accurate
  - Actual use rate of 20%
  - Dependent use ratio 1.5
  - 600 gravesites per acre
  - 50% land appropriate for use
  - FTE requirements determined by:
    - # interments
    - graves maintained
    - acres maintained

### Expected Requirement



# State Cemetery System Courses of Action

1. Do nothing: Continue Ft. Dodge operations only.
2. Provide Cash burial allotment to all veterans in the state.
3. Create statewide system of veteran cemeteries.

# State Cemetery System COA 1

- Do Nothing.
  - Advantages:
    - No cost increase to the state
  - Disadvantages:
    - No service offered beyond current capability

# State Cemetery System COA 2

- Provide cash burial allotment
  - Advantages:
    - Equitable distribution of benefit to all veterans of the state.
  - Disadvantages:
    - Could be cost prohibitive
    - Provides minimal level benefit

# Cash Allotment

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	Veteran Deaths	Burial Allotment	Total Cost
<b>FY 2000</b>	5805	\$100.00	\$580,500.00
		\$150.00	\$870,750.00
		\$200.00	\$1,161,000.00
		\$250.00	\$1,451,250.00
<b>FY 2001</b>	5895	\$100.00	\$589,500.00
		\$150.00	\$884,250.00
		\$200.00	\$1,179,000.00
		\$250.00	\$1,473,750.00
<b>FY 2001</b>	5990	\$100.00	\$599,000.00
		\$150.00	\$898,500.00
		\$200.00	\$1,198,000.00
		\$250.00	\$1,497,500.00



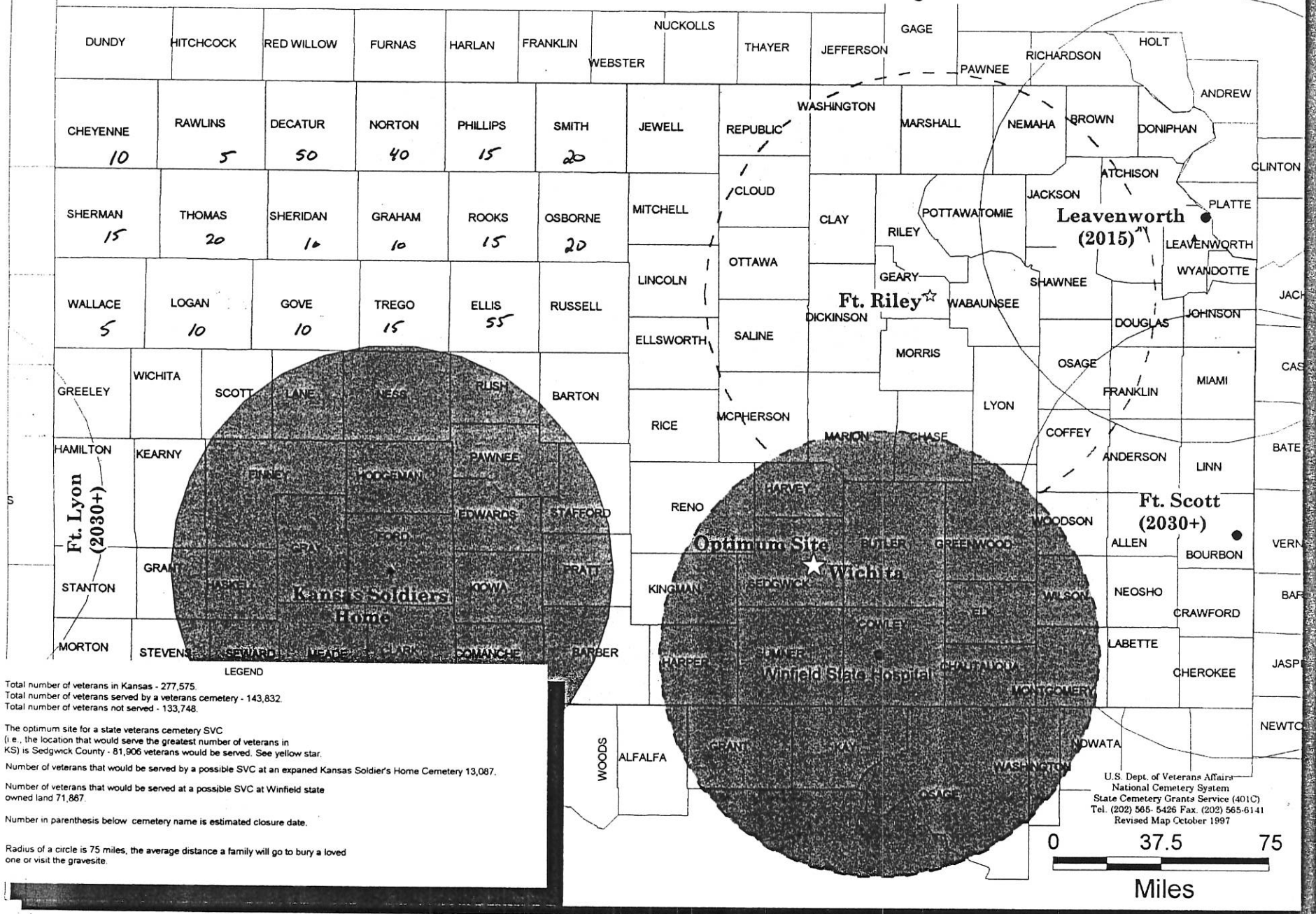
# State Cemetery System Location Criteria

- No cost land available
- Transportation network
- Underserved areas:
  - none current
  - none projected (by VA)
- Veteran population
- Economic efficiency

# State Cemetery System Locations

- Kansas Soldiers Home
- Kansas Veterans Home
- Ft. Riley
- NW/N Central Quadrant of Kansas

# Kansas State Veterans Cemetery Profile



Total number of veterans in Kansas - 277,575.  
 Total number of veterans served by a veterans cemetery - 143,832.  
 Total number of veterans not served - 133,748.

The optimum site for a state veterans cemetery SVC (i.e., the location that would serve the greatest number of veterans in KS) is Sedgwick County - 81,906 veterans would be served. See yellow star.

Number of veterans that would be served by a possible SVC at an expanded Kansas Soldier's Home Cemetery 13,087.

Number of veterans that would be served at a possible SVC at Winfield state owned land 71,867.

Number in parenthesis below cemetery name is estimated closure date.

Radius of a circle is 75 miles, the average distance a family will go to bury a loved one or visit the gravesite.

U.S. Dept. of Veterans Affairs  
 National Cemetery System  
 State Cemetery Grants Service (401C)  
 Tel. (202) 565-5426 Fax. (202) 565-6141  
 Revised Map October 1997

0 37.5 75  
 Miles

# State Cemetery System COA 3

- Create statewide system of veteran cemeteries.
  - Advantages:
    - Provides expanded service
    - Covers underserved portions of state
    - Large concentrations of veterans served
  - Disadvantages:
    - Operational Costs covered by state
    - NW location require land solicitation
    - FTE requirements

## FTE Requirements

**Supervisory/Administrative: 1 Per site or per 229.9 interments.**

Central Office:		1 (PROGRAM CONSULTANT)
Other:		1
Ft. Riley	$567/229.9 =$	2.4
KSH		0
KVH		0
Subtotal		4.4

**Maint/Support: 1 per 250 interments; 1 per 7844 graves maintained; 1 per 10.7 acres**

Central Office:		0.00
Other:		1.00
Ft. Riley:	$567/250 =$	2.20
	$34.5/10.7 =$	3.22
KSH		1.00
KVH		1.00
Subtotal		8.42
<b>Total</b>		<b>12.82</b>

# Multi-state average

	<b>Annual Operational Cost</b>	<b>Cost per acre</b>
<b>Acres</b>		
47	\$429,000	\$9,128
23	\$314,759	\$13,685
68	\$272,480	\$4,007
28.5	\$303,896	\$10,663
5	\$147,500	\$29,500
30	\$1,118,000	\$37,267
4	\$15,683	\$3,921
85	\$289,000	\$3,400
12	\$142,755	\$11,896
14	\$98,333	\$7,024
13.8	\$24,900	\$1,804
9	\$106,000	\$11,778
<b>Average</b>	<b>28.275</b>	<b>\$271,859</b>
		<b>\$9,615</b>

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	<b>Acres</b>	<b>Kansas Projected Annual Operational Cost</b>	<b>FTE</b>	
<b>KSH</b>	100	\$3,000	1	clerical
<b>KVH</b>	23	\$110,570	1	clerical
<b>Ft. Riley</b>	35.4	\$340,364	7	administrative, clerical, maintenance
<b>Other Site</b>	4.8	\$46,151	2	administrative, clerical
<b>Central Office</b>	-	\$38,000	1	administrative
<b>Total</b>		\$538,086	12	

State Veteran Cemetery System

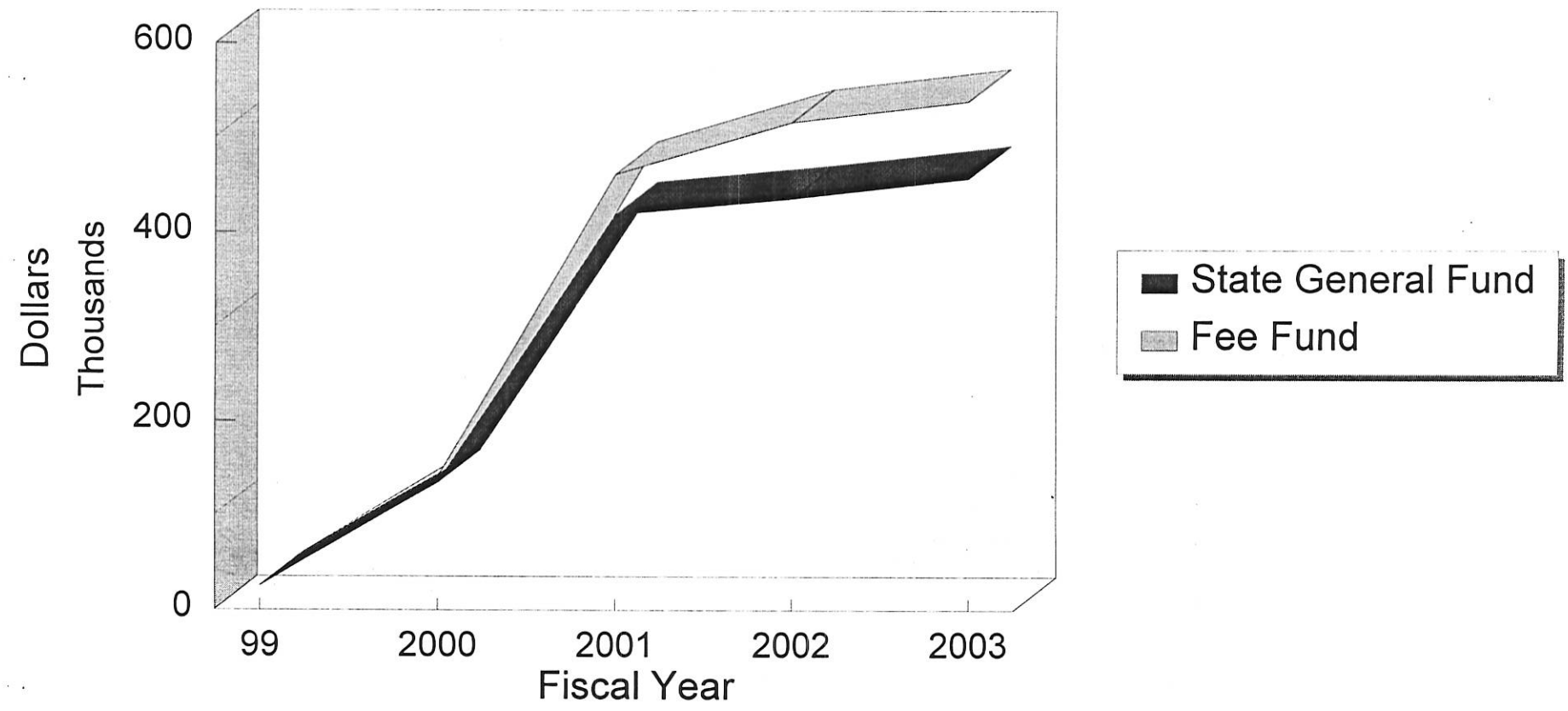
	Expenditures				Revenue	
	SGF	Fee	Total			
<b>FY 99</b>						
Arch Fees	\$25,000.00	\$0.00		KSH		
S&W	\$0.00			FT. RILEY		
Operations	\$0.00			KVH		
Sub-total	\$25,000.00	\$0.00	\$25,000.00	NW SITE		
				Total		\$0.00
<b>FY2000</b>						
Arch Fees	\$75,000.00			KSH		\$5,984.00
S&W	\$56,073.00	\$5,984.00		FT. RILEY		\$36,860.00
Operations	\$3,000.00			KVH		\$37,800.00
Sub-total	\$134,073.00	\$5,984.00	\$140,057.00	NW SITE		\$600.00
				Total		\$5,984.00
<b>FY 2001</b>						
Arch Fees	\$50,000.00			KSH		\$5,984.00
S&W	\$158,256.00			FT. RILEY		\$36,860.00
Operations	\$210,156.00	\$42,844.00		KVH		\$37,800.00
Sub-total	\$418,412.00	\$42,844.00	\$461,256.00	NW SITE		\$600.00
				Total		\$42,844.00
<b>FY 2002</b>						
Arch Fees	\$0.00			KSH		\$5,984.00
S&W	\$185,178.00			FT. RILEY		\$36,860.00
Operations	\$250,356.00	\$80,644.00		KVH		\$37,800.00
Sub-total	\$435,534.00	\$80,644.00	\$516,178.00	NW SITE		\$600.00
				Total		\$80,644.00
<b>FY 2003</b>						
Arch Fees	\$0.00			KSH		\$5,984.00
S&W	\$240,266.00			FT. RILEY		\$36,860.00
Operations	\$216,576.00	\$81,244.00		KVH		\$37,800.00
Sub-total	\$456,842.00	\$81,244.00	\$538,086.00	NW SITE		\$600.00
				Total		\$81,244.00



### Expenditures Summary

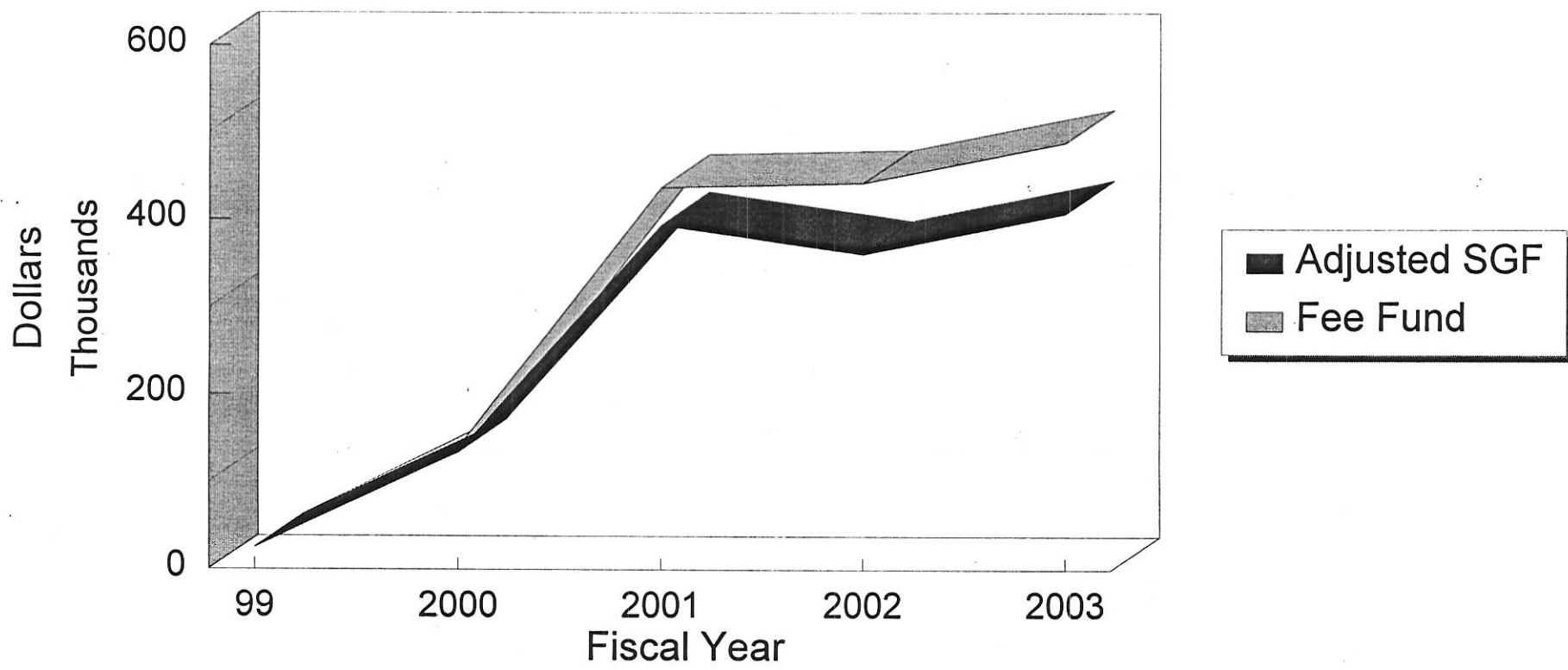
FY	SGF	Fee	Total	Adjusted SGF	Total
99	\$25,000.00	\$0.00	\$25,000.00	\$25,000.00	\$25,000.00
2000	\$134,073.00	\$5,984.00	\$140,057.00	\$134,073.00	\$140,057.00
2001	\$418,412.00	\$42,844.00	\$461,256.00	\$393,412.00	\$436,256.00
2002	\$435,534.00	\$80,644.00	\$516,178.00	\$360,534.00	\$441,178.00
2003	\$456,842.00	\$81,244.00	\$538,086.00	\$406,842.00	\$488,086.00

# Total Expenditure



# Total Expenditure

Adjusted for Architectural Fees



**Presentation**

to

**Kansas Senate Committee on Federal & State Affairs**

**Senator Lana Oleen, Chairperson, Manhattan  
Senator Nancey Harrington, Vice Chair, Goddard**

**Senator Rich Becker, Lenexa  
Senator Laurie Bleeker, Gt. Bend  
Senator Sherman Jones, Ks City, Ks  
Senator John Vratil, Overland Park**

**Senator Donald Biggs, Leavenworth  
Senator U. L. (Rip) Gooch, Wichita  
Senator Ben Vidricksen, Salina**

**February 17, 1999**

by

**Dick Jepsen  
Chairman, Legislative Process Committee  
State Veterans Cemetery Alliance  
2409 Lookout Dr  
Manhattan, Ks 66502  
785-539-4816**

Sen. Federal & State Affairs Comm  
Date: 2-17-99  
Attachment: # 3-1

## **Presentation to Kansas Senate Federal & State Affairs Committee, Feb 17, 1999**

Good Morning. I am Dick Jepsen, a veteran from Manhattan, Ks. I thank you for the opportunity to provide input to the development of a state veterans cemetery system.

I am representing the State Veterans Cemetery Alliance. I am the Legislative Process Committee chairman of this Alliance. This Alliance is a group of veterans organized to encourage the development of an adequate and appropriate veterans cemetery system in Kansas. The members of the Executive Committee of this Alliance are listed following Tab A. I will introduce those with me today. Gary LaGrange, U.S. Army Committee Chair; John Sajo, Junction City, Veterans Affairs Committee Chair, Buz Bruzina, Junction City; Finance Committee Chair. Also here today are Francine Hines, Past AUSA Kansas President, Orris Kelly, MG retired, Chief of Chaplains, and several others who are supporting our efforts either with a presentation or by their physical presence..

We have been working with many veteran and non-veteran groups from all parts of the state, with the Kansas Commission on Veterans Affairs, with the United States Department of Veterans Affairs, with the Department of the Army and other agencies to gather information and develop a viable proposal on this matter.

To provide you with an organized reference on this subject we have prepared a notebook for your use. We have sufficient copies to distribute one per each member of the senate and to other interested key individuals who may desire a copy.

Following Tab B we discuss why a state veterans cemetery is needed, what we mean by a system and where might cemeteries be located.

We believe that a state veterans cemetery system is needed because of the over 250,000 veterans in the state that deserve a final resting place among their comrades should they desire. The veterans population is aging, necessitating increased burial capacity in the near future. Many veterans some because of sacrifices made during their service, are not financially able to afford the currently high cost of burial; neither can their families

Military cemeteries in the state are full or nearly so. Not all veterans are eligible for burial in a military cemetery. The state operated cemetery at Ft. Dodge is nearing capacity KCVA has applied for a Veterans Administration grant to upgrade the cemetery. Until recently this cemetery was generally limited to residents of the Ft. Dodge Soldiers Home. The National Cemeteries at Ft. Leavenworth and Ft. Scott serve only a limited area of eastern Kansas.

We believe it economically wise to plan a system for the state than to build the cemeteries upon demand. More veterans and their families can be served for less money by planning ahead for their needs.

Our definition of a Veterans Cemetery System is several state operated veterans cemeteries that will provide an opportunity to veterans for adequate recognition upon burial, that a well maintained, affordable veterans cemetery should be within reasonable travel distance for the veterans family.

Management of veterans cemeteries is probably best under the Kansas Commission for Veterans Affairs provided the system is adequately funded and money is not siphoned from other veterans programs to pay for the operation of the cemeteries.

Locating the cemeteries should make the best use of current resources. The Ft. Dodge Soldiers Home cemetery could service the southwest and parts of south central Kansas. The current cemetery is planned for upgrading utilizing a Veterans Administration grant.

Ft. Riley is located in an area with a high concentration of veterans. The CG of Ft. Riley has agreed to donate up to 100 acres of land for a veterans cemetery. A request for approval has been submitted to Department of Army . This also requires agreement by the state of Kansas to accept the land for cemetery purposes. Utilizing Ft. Riley can reduce considerably the state's operating costs. This cemetery could serve parts of northeast and north central Kansas.

The Kansas Veterans Home in Winfield is also located in an area with a high concentration of veterans. The site has a cemetery and additional land which could be utilized for expansion. This cemetery would serve parts of southeast and south central Kansas.

A yet to be located and named cemetery site for northwest Kansas. This area of the state has a lower population density than other parts of Kansas. However, veterans living there have the same entitlements and deserve the same opportunity for burial in a veterans cemetery as do their fellow veterans in other parts of Kansas. Until available land is found most other actions regarding establishing a state veterans cemetery in this should be delayed.

Following Tab C is our understanding of the Department of Veterans Affairs (VA) Grant Program. As you may realize completing the requirements is quite detailed. However, one important part is that the VA will fully fund the construction costs. This includes burial vaults, water, sewer, roads and initial equipment. It is an opportunity that the state of Kansas must look at seriously as doable program for veterans of this state and their families.

Following Tab D is information explaining the current situation in the development of a state veterans cemetery system. This Executive Committee has been instrumental in efforts leading to the proposed legislation before you. This legislation is a critical step in the process of providing state veterans cemeteries. The process is a maze of approvals by the state and federal governments and in the case of the Ft. Riley, the Department of the Army.

The legislation proposes the establishment of a state veterans cemetery system and charters the Kansas Commission on Veterans Affairs to organize the system within its organizational structure. Further, the Commission is chartered to establish cemeteries at sufficient sites to serve the state's veterans.

Land is available. Ft. Dodge and Winfield currently have cemeteries that can be further developed. The Commanding General of Ft. Riley has offered up to 100 acres of land to the state for the establishment of a veterans cemetery. Ft. Riley has prepared a pre-application for the state to be submitted to the VA. Ft. Riley has funded an \$80,000 archeological and environmental survey anticipating favorable state support. A future site for northwest Kansas is in the process of selection by a committee of veterans from northwest Kansas.

## OPERATING COSTS

The Veterans Administration Grant program pays all of the construction costs--a tremendous economic benefit to the state. The state is responsible for the operating cost. It is important that legislators be informed as to what these costs are, how they are computed and how they might be reduced. As stated in the Kansas Division of the Budget Fiscal Note for SB 19 dated 27 Jan 1999, it appears the KCVA is capable of maintaining the Soldiers Home and Veterans Home cemeteries with current staff and resources. Thus the increase in cost to the state would be the cost of operating the Ft. Riley cemetery and the cemetery in Northwest Kansas. Ft. Riley personnel have estimated the net cost for operating the cemetery at Ft. Riley to the state to be approximately \$31,000. If a cemetery were in operation today Ft. Riley could make such a bid on a contract to operate the cemetery. Our committeeman from Ft. Riley will be here tomorrow to testify in more detail about the Ft. Riley effort.

The highest fiscal effect of the bill will not occur for a period of years perhaps a decade or more after adoption of the bill. The rate cemeteries are developed will depend upon funding available to the U. S. Department of Veterans Affairs and the priorities established by that Department. A VA grant must be applied for and approved. Land must be obtained or selected and determined to be usable and suitable for cemetery purposes. Preliminary design work must be completed. These steps will be necessary for each cemetery. The steps can move concurrently but it will take a minimum of two years in most cases to obtain and verify suitability of the land.

Construction of the cemetery will require approximately an additional two years. Thus a minimum of four years and more likely five years will pass after adoption of this bill before significant operating funds will be needed. A small amount of funds for administration of the grant, preliminary design and land evaluation will be necessary early in the program prior to and during the development and construction stages.

There is some concern by some veterans that legislatures in session after construction of the cemetery system is completed will not adequately fund the operational costs. The KCVA possibly would then be required to cut some other benefit to maintain satisfactory operation of the cemeteries in the system.

We strongly encourage that the Veterans Cemetery System be fully funded as needed. It would be to the detriment of all veterans should KCVA be provided only part of the necessary funds and then required to make up the remainder by eliminating current veterans programs. We recommend measures that would minimize this type of occurrence.

## WHAT MUST BE DONE NOW

It is not cast in stone that the VA will continually fund 100% of the cost of constructing state veterans cemetery. Likewise, we have no assurance that land at Ft. Riley will be forever available to the state for a veterans cemetery. THEREFORE,

The proposed legislation must be passed forming the Kansas State Veteran System under the Kansas Commission on Veterans Affairs.

The Commission must move to enhance and construct state veterans cemeteries.

The state must allocate resources to the Kansas Commission on Veterans Affairs so that it may proceed with this endeavor.

Tab D also contains a copy of the bill; a copy of a letter of intent to convey Ft. Riley land to the state for a veterans cemetery; and a picture of part of Ft. Riley outlining the proposed cemetery area.

Tab E contains more facts about state veterans cemeteries, their operation and preliminary cost estimates for operating a cemetery at Ft. Riley.

Tab F includes two editorials in support of the proposal. Our resources are limited. However, we feel confident that there were other editorials and news stories printed favoring the proposal but we haven't received them.

Thank you for your attention and for your favorable consideration of the SB 19.





# ASSOCIATION OF THE UNITED STATES ARMY

STATE OF KANSAS

STATEMENT BY FRANCINE M. HINES

Madam Chairman  
Members of the Committee

**President:**  
Francine M. Hines

Thank you for giving me an opportunity to appear before you

**Board of Governors**

For the past few months, and today, you have heard all the facts and figures concerning the cost of establishing a State System of Veterans Cemeteries.

**Honorary Chair:**  
Merrill Werts

CW2 Rosanna Archuleta

As State president for the Association of the United States Army, I want to express our support of Senate Bill 19. Many years have passed since our veterans enlisted to serve our country during WWII, Vietnam, and all the other conflicts - in time of war as well as in time of peace. Each has earned the privilege to have a final resting place among other veterans.

Dallas W. Freeborn  
Douglas K. Jernigan, D.V.M.  
LTC David H. McElreath  
LTC (Ret) Ronald F. Nicholl  
COL Dennis Parry  
CSM Warren Smith

I urge you, respectfully, to vote for Senate Bill 19, and support a State Veterans Cemetery System for our State.

Thank you.

February 17, 1999

Sen. Federal & State Affairs Comm  
Date: 2-17-99  
Attachment: # 4-1