POLICY 7.172

4-E I recommend the Board adopt the proposed revision to Policy 7.172, to be renamed "Granting Easements and Licenses."

[Contacts: Joe Sanches, 357-7573; and Barry Present, 434-8083.]

<u>Adoption</u>

CONSENT ITEM

- The Board approved the development of this Policy on June 28, 2004. The Adoption notice was duly advertised on July 5, 2004.
- This Policy revision was requested by the Board. It adds guidelines for general easements and licenses to the existing Policy on drainage easements.
- The conceptual framework of the revision was proposed by the Department of Real Estate Services in conjunction with the Chief of Facilities Management.
- CORC reviewed and approved the proposed revised Policy on June 17, 2004.

POLICY 7.172 1 2 **GRANTING DRAINAGE EASEMENTS AND LICENSES** 3 4 Purpose.-- This Policy provides guidelines for granting easements and licenses. 5 including drainage easements. 6 7 **Definitions** 8 9 Easement.-- An easement is a right, created by agreement, of a private person, a public entity, or a utility, to enter upon, over, across, under, or 10 through a strip of land owned by the Board, for a specified purpose and 11 12 duration as set forth in the easement instrument, provided that title to the 13 Board's property shall remain in the name of the Board, subject to the right of 14 use by the Easement Grantee designated in the Easement Instrument. As distinguished from a license, an easement implies an interest in land which is 15 may be permanent, since it runs with the land, but may be made temporary by 16 17 being subject to termination upon the happening of a condition subsequent. 18 b. License.-- A license is a personal, unassignable, temporary and revocable 19 permission, privilege, or permit, created by agreement, of a private person, a 20 21 public entity, or a utility, to do something on the land of the Board, for a specified purpose and duration as set forth in the License Instrument, provided 22 that the title of the Board's property shall remain in the name of the Board. 23 24 25 Common and Permissible Reasons for Granting an Easement or License 26 27 a. Easements.-- The most common types of easements granted by the Board 28 include: utility (e.g. electric, telecommunication, water/sewer, natural gas); 29 drainage: access: maintenance or landscape buffer: conservation/preservation 30 (e.g. as a condition of an agency permit or approval); and right-of-way (e.g. a 31 road or canal): or a temporary construction easement. 32 b. Licenses.-- The most common types of licenses granted, or reasons for the 33 34 Board granting them, are: a restoration agreement (e.g., for transition or 35 restoration associated with road or right-of-way work); installation of 36 improvements such as traffic signals or monitoring wells and equipment; or temporary uses or activities on School Board property. 37

4. Balance of Benefits

a. Easements.-- The Board recognizes that the grant of an easement may provide a benefit to: 1) the Board; 2) another governmental entity or public utility; or 3) a private non-governmental party.

i. In some instances, the School Board is the primary recipient of the benefit, such as when the easement is for utility service that terminates at a School Board facility.

ii. In some instances, there may be a mixture of benefits to the School Board and others, such as when: a utility easement crosses Board property, serves the Board facility, and continues on to serve others and any transmission across the Board's property is incidental to the main purpose of providing utility service to the Board's facility; or there is cross-access over an adjacent property, in exchange for the adjacent landowner having access over the Board's property; or where a canal or road right of way encumbers a portion of the Board's property but benefits both the Board and the general public by improved traffic flow or increased flood protection or drainage.

<u>iii.</u> In other cases, the School Board may receive little or no direct, tangible or special benefit, such as when the easement is intended primarily to provide a benefit or service to another's property.

<u>b. Licenses.-- The balance of benefits under licenses generally flow in a manner similar to that described above for easements.</u>

5. Consideration.--

a. Easements.-- When granting an easement that provides little or no direct or tangible benefit to the School Board or the Board's property, such as when the easement is intended primarily to provide a benefit or service to another's property, including easements granted to a private non-governmental party or a governmental entity, the School Board must receive monetary consideration at market value, as determined under Section (7) below. No monetary consideration will be necessary when the easement is required as a condition of service by a utility provider for service that terminates at the School Board's facility (including easements granted after-the-fact for maintenance of existing utility lines), or the easement is required as a condition of permit, development

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79			order, or similar approval of a governmental entity. Notwithstanding the
80			foregoing. The Board may establish terms for other consideration, or terms
81			and conditions as the Board, in its discretion, may determine on a case-by-
82			case basis.
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84		<u>b.</u>	Construction Easements No payment or consideration will be required for a
85			temporary construction easement, or similar easement granted for a period of
86			one year or less pursuant to this Policy, provided the School Board receives a
87			direct or indirect tangible benefit and the easement instrument provides for full
88			and complete restoration of the School Board's property by the grantee, at the
89			grantee's sole cost and expense.
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91 92		<u>C.</u>	<u>Licenses There need be no payment or consideration for a license granted</u> pursuant to this Policy, provided the School Board receives a direct or indirect
93			tangible benefit and the license provides for full and complete restoration of
93 94			the School Board's property by the licensee, at the licensee's sole cost and
9 4 95			
95 96			<u>expense</u> ,
90 97	6.	Δni	olication Procedure.—
98	<u>U.</u>	API	<u>oncation i rocedare.</u>
99		a.	A prospective grantee ("Applicant") requesting an easement or license shall
100		-	formally request same by written application to the School District's Chief of
101			Facilities Management ("CFM"). All costs and fees associated with evaluating
102			the application, such as technical and engineering fees, surveys and appraisal
103			costs shall be the responsibility of the Applicant, except for easements or
104			licenses which are initiated by the School District and/or provide direct or
105			exclusive benefits to the School Board.
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107		<u>b.</u>	The application shall identify or include the following:
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109			i. the purpose of the easement or license, or the objective sought, including
110			identification of all recipients of benefits, and in particular, benefits to the
111			School Board, or the Board's property;
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113			ii. the minimum area of the Board's property required for the proposed use,
114			including a location map, sketch, aerial photograph, survey or other
115			information to assist in identification of the area;
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iii. the minimum title or other interest in the Board's property necessary to

accomplish the proposed purpose;

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120		iv. the minimum duration necessary to accomplish the proposed purpose, or
121		whether a perpetual easement is being sought, including the date the
122		proposed easement or license is proposed to commence;
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124		v. the applicant's interest in any adjoining property, or adjacent facilities;
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126		vi. the applicant shall provide evidence of the School Board's title or interest
127		in the underlying fee property, including identification of any existing
128		easements or encumbrances whatsoever.
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130	<u>7. </u>	Valuation The consideration for the grant of an easement or license shall be
131		established in an agreement between the Applicant and the Board. The application
132		and agreement shall specify the period of time during which the grant of easement
133		or license is to be in effect, and the valuation may be reflective of such terms.
134		Except as otherwise allowed by this Policy, the consideration to be received by the
135		Board for the grant of easement or license shall be set as follows:
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137		a. The Applicant must contract with independent appraisers approved by the
138		School District to determine the fair market value of the easement or license at
139		the time the agreement is entered into. The Applicant shall be responsible for
140		all appraisal fees.
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142		b. Appraisers retained by the Applicant must meet the same criteria that the
143		Board imposes on appraisal firms retained by the Board. Appraisers must be
144		"Licensed" or "Certified General" appraisers certified under Fla. Stat. §
145		475.615, with a current designation as a Member of the Appraisal Institute
146		<u>("MAI").</u>
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148		c. By making an application for the grant of an easement, the Applicant is
149		deemed to agree that the Board, or School District staff on behalf of the Board
150		at the Board or staff's sole discretion, has the right to seek a second appraisa
151		from another Licensed or Certified General appraiser at the Applicant's
152		expense and require the higher of the two appraisal values as the
153		consideration for the easement, or to reject any or all appraisals.
154	0	Towns and Conditions The accompant of liganous agreement between the Description
155	<u>8. </u>	Terms and Conditions The easement or license agreement between the Board
156		and the Applicant (hereinafter the "Grantee") must contain terms consistent with

the following:

a. Appropriate Location.-- The placement of easements must be consistent with SREF § 1.4(2)(o): "easements do not . . . infringe on useable acreage." The application for an easement or license must specify the legal description and area of the proposed easement or license parcel.

- b. Duration.-- The agreement shall specify the duration of the easement or license. For example, an easement may be perpetual or of fixed duration (e.g. a temporary construction easement). A license is temporary and revocable and typically has a duration of less than one year, but may be renewed if renewal is specified in the agreement.
- c. No Warranty of Title.— All easements or licenses granted pursuant to the Delegation of Authority under Section (10) shall contain no warranty of title and shall be granted or approved with title "as-is", subject to all matters of record. Any easement or license containing a warranty of title shall require School Board approval at a public meeting.
- d. Pollutants.-- The Grantee shall not cause or allow its use of the easement or license to be a source of any prohibited pollutants or hazardous materials as defined or restricted by Fla. Stat. Chapter 376 or other applicable state laws and/or the federal Comprehensive Environmental Response, Compensation and Liability Act, as amended by the Superfund Amendments and Reauthorization Act of 1986.
- e. Insurance and Hold Harmless Clause.-- The Grantee should demonstrate adequate insurance coverage, or self-insurance in the case of a governmental entity, to cover any foreseeable risks to the Grantee arising from use of the easement or license. The liability insurance, including pollution insurance, if applicable, shall name The School Board of Palm Beach County, Florida, as an additional insured at no cost to the District. The Grantee must hold the Board harmless for damage or wear and tear to the easement area.
- f. Restoration.-- Grantees or licensees shall accept responsibility for restoring the easement area or licensed area, after termination or expiration of the easement or license, to the condition it was in before use of the easement or license, or to a condition acceptable in advance to the CFM. In cases where an easement involves improvements on the School Board's property, the School Board may withhold delivery of the easement until all restoration is completed and approved in accordance with a written agreement.

- g. Easements to Be Non-Exclusive.-- All easements or licenses granted pursuant to the Delegation of Authority under Section (10) of this Policy must be non-exclusive (i.e. it does not exclude the Board from participating in the rights granted or restrict multiple easements from being granted over the same parcel). Exclusive easements (i.e. those that exclude the Board from participating in the rights granted or restrict multiple easements from being granted over the same parcel) shall require School Board approval at a public meeting.

- h. Release Clause.-- Agreements shall have a clause allowing release of the easement or license upon reasonable request of the Board, with the understanding that the Board may need to reimburse a pro-rated portion of the consideration to an easement Grantee, or that the Board may need to reimburse reasonable costs to a utility for disconnection or rerouting of lines. Licenses are freely revocable, and the Board shall have no liability whatsoever, including no obligation to reimburse a pro-rated portion of the consideration if the license is revoked before the stated term.
- i. Right of Relocation or Modification.—Notwithstanding the provision of subsection (h) above, the agreement with a non-governmental party other than public utility providers may specify that the Board has the right to require relocation of an easement or licensed area to a different part of the property at the Grantee's expense, whenever the Board deems such relocation to be in the Board's best interests or when deemed necessary for school purposes due to, for example, reconfiguration of the site. Licenses are revocable, and the Board shall have no liability whatsoever, including no obligation to reimburse a licensee for any relocation or modification costs or damages.
- i. Reverter.-- All easement agreements with a non-governmental party other than public utility providers shall be made subject to reverter upon failure of the Grantee to begin using the easement, as proposed in the application, within one (1) year following approval or granting of the easement. Further, all easements shall be subject to reverter to the Board if the Grantee fails to adequately maintain the installation or meet the Grantee's obligations under the easement, or if the easement is not used by the Grantee.
- k. Assignability.— No easement shall be assigned without the express, prior and written consent of the Board by Board action or by authority delegated by the Board in accordance with this Policy. An easement running with the land shall be transferable to the successors in interest of the grantee of the benefited

property, provided such transfer does not result in an increased burden to the
easement parcel.

L Forms.-- The Board recognizes that certain situations might require use of the
Grantee's easement form and modifications may or may not be permitted. For
other situations, the District will develop its own agreements and instruments

246 <u>to include any specific condition or restriction the Board or School District staff</u> 247 <u>deem to be in the School Board's interest.</u>

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m. Recordation.-- Any easement granted by the School Board must be evidenced by a written instrument recorded in the office of the clerk of the circuit court. Licenses shall not be recorded.

for a specific application. In any case, the Board specifically reserves the right

n. As-Built Drawings.— Any easement, license or agreement may provide that the grantee deliver as-built drawings or surveys to the School District.

o. Restrictions on Times of Construction or Installation.—The School Board may impose certain restrictions necessary to minimize disruptions to schools or support facilities. These restrictions may include a limitation that construction, installation or other work be completed during weekends, evenings, or at times when school is not in session or at times outside of normal operations at the facility.

- 9. Additional Terms for Drainage Easement Agreements or Similar Agreements.— The Board recognizes that private developers or property owners may, from time to time, need access to drainage canals in order to meet state or local requirements for legal positive outfall, and that the most direct path of access to some of these canals may be across lands owned by the Board. Similarly, a private developer or property owner may need access across the Board's lands to accommodate the most direct path of access to some or all of the available utilities. These uses typically provide little or no direct, tangible or special benefit to the Board. The Board may approve such a use by an easement agreement which shall include the following non-negotiable specific terms and conditions (in addition to the general terms in Section (8) above):
 - a. Installation.-- The Grantee shall bear all costs of installation of any drainage pipe or other apparatus and must ensure that any resulting disturbance or damage of any school property (including, but not limited to, sod, sprinkler systems, sidewalks, etc.) is promptly repaired at the Grantee's expense to the

Page 9 of 15 satisfaction of the District and in compliance with any applicable standards and codes. The District shall be the sole determiner as to when repairs shall be deemed necessary, or whether the completed repairs are acceptable to the District. b. Capacity.-- The Grantee shall ensure the construction of any drainage apparatus is of sufficient length, diameter, and capacity to carry water from a hundred-vear flood without such water overflowing onto the School Board's property. Such design requirements must take into consideration any tie-ins of District drainage lines, existing or planned. c. Maintenance.-- The Grantee shall maintain the drainage pipe (or other drainage or other apparatus) and related portions of the easement in safe and

- c. Maintenance.-- The Grantee shall maintain the drainage pipe (or other drainage or other apparatus) and related portions of the easement in safe and proper condition, including any walkways or sidewalks within or above the easement area. The Grantee shall bear all such maintenance costs. Should the Grantee fail to properly maintain the line, the Grantee shall be held responsible for all damage caused to Board property and shall reimburse the Board for any repairs made by the School District, and the easement may be subject to reverter as set forth in subsection (8)(i) above.
- d. Board's Right to Tie-In.-- The Board shall have the right to tie in drainage lines to the Grantee's drainage apparatus, or to tie in to other utilities. If the Board does tie in to any apparatus, the Board will install and maintain its lines up to the joining point; but the Grantee shall maintain the tie-in joint itself and all other portions of the Grantee's apparatus, as set forth in subsection (c) above.

10. Delegation of Authority for Approval

a. Easements

- i. Approval by the School Board shall be required for all easement agreements except as specified in paragraph (ii) below.
- ii. The School Board hereby delegates to the Superintendent the authority to approve, and execute along with the Board Chair, certain easements and easement agreements upon request of the CFM. Alternatively, in his or her discretion, the Superintendent may seek prior approval of the School Board for granting such easements. This delegation of authority applies only to requests where the CFM concludes that the easement is consistent with this Policy and is the minimum interest necessary to

319	accomplish the needed purpose. For such delegation authority to vest, at
320	least one of the following conditions must apply:
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322	A. the easement is essential to the construction, modernization, or
323	alteration of a facility on the School Board's approved list (as stated
324	in the Five-Year District Facilities Work Program):
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326	B. the easement is required as a condition of service or as a condition
327	of a permit, development order, or similar approval;
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329	C. the easement is necessary to install, maintain, repair, or upgrade
330	utility service to the level of service needed by a School Board
331	<u>facility;</u>
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333	D. the easement is being granted to facilitate a request or need of the
334	School Board, such as for the installation of a traffic signal or turn
335	<u>lane</u> ;
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337	E. the easement will be a non-exclusive utility easement to a utility
338	provider that provides service to a School Board facility as well as
339	other customers, provided that the primary purpose is to provide
340	service to the School Board's facility and any additional use is merely
341	incidental;
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343	F. an easement is to a governmental entity for a right of way for an
344	existing canal or road necessary to enhance access or traffic flow or
345	to provide enhanced drainage or flood protection to the Board's
346	facility.
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348	b. Licenses The Superintendent (or the CFM as the Superintendent's
349	designee) is hereby delegated the authority to approve license agreements on
350	behalf of the Board, as long as the agreement complies with all of the terms
351	and conditions specified for license agreements in this Policy. Alternatively, in
352	his or her discretion, the Superintendent may seek prior approval of the School
353	Board for granting a license.
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355	11. Payment Upon approval of an easement agreement or license requiring
356	monetary consideration, the Grantee shall make full payment within 90 days after
357	receipt of notification that the easement has been approved. In addition, the

Grantee shall post a bond to ensure faithful performance of all parts of the easement agreement, in an amount to be specified in the agreement.

a. The CFM/designee shall make the notification of approval by personal delivery or by regular U.S. mail (and may also send notification by certified mail, return receipt requested, in order to document the date notice was received).

<u>b. In cases where consideration is due, no easement or license shall be</u>
<u>delivered to the grantee or licensee, until full payment is received by the Board.</u>

c. If the Grantee's payment and proof of bond are not received within 90 days of receiving notification, or other date as may be specified by written agreement, the grant of the easement shall be invalid and void, and the instrument shall not be recorded with the clerk of courts, or the license shall be rendered null and void.

1. <u>Purpose</u>.-- The School Board of Palm Beach County ("Board") recognizes that private developers or property owners may, from time to time, need access to drainage canals in order to meet state or local requirements for legal positive outfall, and that the most direct path of access to some of these canals may be across lands owned by the Board.

2. The Board adopts this Policy to establish a consistent, equitable method for establishing the fair market value of drainage easements to be granted to developers or land owners who demonstrate a legitimate need as described in Section (1), above, and to set forth a consistent procedure for granting such easements.

3. <u>Definition.--</u> "Drainage easement" means a right, created by agreement, of a private person to drain land under or through a strip of land owned by the Board, generally using a pipeline, provided that the title to the Board's property shall remain in the name of the Board, subject to the right of use by the developer/property owner designated in the reservation of the servitude.

4. Application Procedure.-- A developer/property owner ("Applicant") requesting a drainage easement or right-of-way shall formally request same by written application to the School District's Chief of Facilities Management. The Applicant must provide "as-built" drawings, at his/her expense, clearly identifying the proposed location of the installation. The placement of any drainage easement must be consistent with SREF § 1.4 (2)(o): "easements [should] not . . . infringe on useable acreage." All costs and fees associated with evaluating the application, such as technical and engineering fees, shall be the responsibility of the Applicant.

- 5. <u>Valuation</u>.-- The consideration for the grant of easement shall be established in an agreement between the Applicant and the Board. The application and agreement shall specify the period of time during which the grant of easement is to be in effect, and the valuation may be reflective of such terms. The consideration and terms of the easement agreement must be such as the Board deems reasonable, based on the appraised value. Specifically, the consideration to be received by the Board for the grant of easement shall be set as follows:
 - a. The Applicant must contract with an independent appraisal firm to determine the value of the easement at the time the agreement is entered into. The Applicant shall be responsible for the appraisal fee.
 - b. The appraisal firm retained by the Applicant must meet the same criteria that the Board imposes on appraisal firms retained by the Board. The appraiser must be a "Licensed" or "Certified General" appraiser certified under Fla. Stat. § 475.615.
 - c. By making an application for the grant of an easement, the Applicant is deemed to agree that the Board has the right to seek a second appraisal from another Licensed or Certified General appraiser at the developer's/property owner's expense, and to require the higher of the two appraisal values as the consideration for the easement.
- 6. Payment.-- Upon the Superintendent's recommendation and Board approval of an easement agreement with the consideration established pursuant to Section (5) above, the developer/property owner (hereinafter "Grantee") shall make full payment within 90 days after receipt of notification that the easement has been granted by the Board. In addition, the Grantee shall post a bond to ensure faithful performance of all parts of the easement agreement. The minimum bond amount shall be at least \$25,000.
 - a. The Chief of Facilities Management/designee shall make the notification of Board approval by regular U.S. mail (and also by certified mail, return receipt requested, in order to document the date notice was received).
 - b. If the Grantee's payment and proof of bond are not received within 90 days of receiving notification, the grant of the easement shall be invalid and void, and the instrument shall not be recorded with the clerk of courts.
- 7. <u>Terms of the Easement Agreement.</u>—The non-negotiable terms and conditions of the drainage easement agreement shall include, but not be limited to, the following:
 - a. <u>Installation</u>.-- The Grantee shall bear all costs of installation of any drainage apparatus and must ensure that any resulting disturbance or damage of any school property (including, but not limited to, sod, sprinkler systems, sidewalks, etc.) is promptly repaired at the Grantee's expense to the satisfaction of the District and in compliance with any applicable standards and codes. The District shall be the sole determiner as to when repairs shall be deemed necessary.
 - b. <u>Capacity</u>.-- The Grantee shall ensure the construction of the drainage apparatus is of sufficient length, diameter, and capacity to carry water

property. Such design requirements must take into consideration any tieins of District drainage lines, existing or planned. c. Maintenance.-- The Grantee shall maintain the drainage pipe (or other

from a hundred-year flood without such water overflowing onto District

- c. <u>Maintenance</u>.-- The Grantee shall maintain the drainage pipe (or other drainage apparatus) and related portions of the easement in safe and proper condition, including any walkways or sidewalks within or above the easement area. The Grantee shall bear all such maintenance costs. Should the Grantee fail to properly maintain the line, the Grantee shall be held responsible for all damage caused to Board property and shall reimburse the Board for any repairs made by the School District, and the easement may be subject to reverter as set forth in subsection (h), below.
- d. <u>Board's Right to Tie-In</u>.-- The Board shall have the right to tie in drainage lines to the Grantee's drainage apparatus. If the Board does tie in to this drainage apparatus, the Board will install and maintain its lines up to the joining point; but the Grantee shall maintain the tie-in joint itself and all other portions of the Grantee's apparatus, as set forth in subsection (c) above.
- e. <u>Pollutants</u>.-- The Grantee shall not cause or allow the drainage apparatus to be the source or transporter of any prohibited pollutants or hazardous materials as defined or restricted by Fla. Stat. Chapter 376 or other applicable state laws and/or the federal Comprehensive Environmental Response, Compensation and Liability Act, as amended by the Superfund Amendments and Reauthorization Act of 1986.
- f. Hold Harmless.-- The Grantee should demonstrate adequate insurance coverage for the drainage apparatus, as well as pollution insurance. The property and pollution insurance shall name the School Board as an additional insured at no cost to the District. The Grantee shall hold the Board harmless for any damage, depreciation, or wear and tear to the easement and drainage apparatus therein. The Grantee shall also indemnify and hold the Board harmless for any and all liability whatsoever arising out of the installation or maintenance of the drainage easement and apparatus.
- g. Right of Relocation or Modification.-- The Board shall have the right to require relocation or repair of the easement and drainage apparatus to a different part of the property at the Grantee's expense, whenever the Board deems such relocation to be in the Board's best interests or when deemed necessary for school purposes due to, for example, reconfiguration of the site. Further, the Grantee shall cause modifications to the pipeline or other apparatus, or its operation, in the event another governmental entity requires changes to the pipeline or its operation, and Grantee shall make such modifications at no cost or liability to the District.
- h. Reverter Clause. -- All drainage easements shall be subject to reverter upon failure of the Grantee to begin using the easement, as proposed in the application, within one (1) year. Further, the easement shall be subject

487	to reverter to the Board if the Grantee fails to adequately maintain the			
488	installation.			
489	i. Removal and Restoration Unless the contract is extended by further			
490	agreement of both parties before the expiration date, the Grantee shall			
491	remove the pipelines or other drainage apparatus at Grantee's expense			
492	before termination of the easement agreement and restore the easement			
493	area to its highest and best use by the expiration date.			
494	j. Recordation Any drainage easement must be evidenced by a written			
495	instrument recorded in the office of the clerk of the circuit court.			
496	Recordation and cost thereof shall be the responsibility of the Grantee.			
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498	STATUTORY AUTHORITY: §§ 1001.41(2); 1001.42(22); 1001.43(4), Fla. Stat.§§			
499	230.22(2); 230.23(22); 230.23005(4), Fla. Stat.			
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501	LAWS IMPLEMENTED: §§ 1001.42(9); 1001.43(4); 1001.51(4), (10), Fla. Stat.§§			
502	235.002; 230.23(9); 230.23005(4); 230.33(4); 230.33(11); 376.301, Fla. Stat.			
503				
504	HISTORY: 12/2/02;/04			

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Legal Signoff:	
The Legal Department has reviewed legally sufficient for development	ewed the proposed revision of Policy 7.172 and finds int by the Board.
Attorney	Date