

DOT.02 - Office Consolidation

Recommendation #2 – Eliminate area offices, moving administration to Districts and maintenance to sub-area offices

There are opportunities to achieve efficiencies and cost savings from the following:

- Consolidate area offices into existing sub-areas and districts. Sub-areas would now report directly to the district engineer.
- Establish updated roles and responsibilities for each bureau and level of field office to minimize redundancy and promote cooperation.
- Proactively identify DOT facilities (buildings, equipment and maintenance yards) that could be co-located with existing state as well as local city and county facilities.

cient than several peer states, especially regarding DOT maintained lane miles per office.

- Based on high-level utilization analysis, it appears the sub-areas have sufficient capacity available to cover the area crew utilization.
- Removing the areas will, over time, reduce DOT headcount by 87 people. This includes 25 area engineers, 25 area maintenance engineers, and 37 area crew. Area crew would be reduced to have equal size teams across all areas to assist with winter storm coverage.
 - » Salary savings are \$3.9 million or \$6.4 million when 65% burden rate is included.

For facilities closed, DOT will see one-time revenue for the sale of the property and recurring savings for operating expenses. Further evaluation is needed to quantify the value of the savings.

The team also reviewed a summary of the roles and

State	FTE Count	Total Lane Miles	Lane Miles Maintained by DOT	DOT Main-tained Lane Miles/FTE	Field Offices	DOT Main-tained Lane Miles / Office
Kentucky	4,735	166,000	63,500	13	108	588
Oklahoma	2,387	234,000	31,000	13	69	449
New Mexico	2,448	147,000	30,000	12	27	1,111
Nebraska	2,148	191,000	22,634	11	36	629
Kansas	2,305	287,000	23,988	10	112	214
Utah	1,730	98,000	15,000	9	29	517
Iowa	2,818	235,000	24,122	9	119	203

Background and Findings

- Kansas is split into six districts and 25 areas within the six districts.
- Under the 25 areas are 111 sub areas, one stand-alone construction office, and eight materials labs maintained in 112 facility locations.
- The Operations team is comprised of 1,840 total filled positions, including 1,712 positions in the district, area, and sub-area offices.
- Operations has three bureaus at headquarters—Construction, Maintenance and Research.
- As shown on the table below, KDOT is less effi-

responsibilities within the Operations division. Below are the observations of possible redundancy and potential for consolidation:

- Districts and the Bureau of Maintenance both list creating policies and highway maintenance as their responsibility.
- Districts and the Bureau of Construction both list maintaining construction programs as their responsibility.
- Areas and sub-areas are both responsible for executing day-to-day operations.
- Districts and the Bureau of Research both list di-

rect research activities.

- Facilities management is listed under the Bureau of Maintenance as well as the Division of Partner Relations.
- Bureau of Maintenance is responsible for procurement of all equipment instead of DOT procurement and State procurement.
- Bureau of Maintenance and IT in the Division of Partner Relations, both list system administration for Operations as their responsibility.

Recommendation #2 - (dollars in 000's)

FY17	FY18	FY19	FY20	FY21
\$3,200	\$6,400	\$6,400	\$6,400	\$6,400

Key Assumptions

- Sub-areas and Districts will have the capacity to absorb remaining area staff for the four offices consolidated.

Critical Steps to Implement

The critical steps necessary to complete the implementation of the Consolidation recommendation include:

- Plans need to be developed for the specific facilities affected and absorption of the area staff responsibilities into the districts and sub-areas and associated timely headcount reductions.

The expected time to implement the recommendation is 18 months—12 months to reduce headcount and relocate area teams and six months to sell the consolidated locations. The recommendation is not expected to require statutory or regulatory changes.

Recommendation #3 – Replace some outside design engineering contractors with in-house staff

Given the heavy usage of expensive outside contractors, the department should hire more in-house design engineers to reduce overall costs.

Specifically KDOT should:

- Hire approximately 20 Engineering Tech III level engineers (in-house) and reduce consultant engineers.
- Continually evaluate standard workload and keep in-house engineering level high enough to meet steady state needs. Use outside contractors for peak demand and specialized needs.

Background and Findings

- In recent years, KDOT has reduced engineering staff via attrition to help meet approved state staffing levels.
- Based on input from the Director of the Division of Engineering, the Engineering Tech III is the greatest level needed for KDOT.
- Based on FY2015 consultant engineer costs, KDOT paid enough for consultant engineers to hire 99 Engineering Tech III FTEs.

Recommendation #3 - (dollars in 000's)

FY17	FY18	FY19	FY20	FY21
\$500	\$1,000	\$2,000	\$2,000	\$2,000

Key Assumptions

- Most consultant engineers are utilized for certain projects or specialties, and should not be considered for bringing in-house. However, approximately 20% are assumed to be essentially utilized full-time on core engineering that could be performed by full-time employees.
- KDOT will be able to hire 20 qualified engineers with the costs and productivity assumed in the table above (i.e. 25% of a full-time employee's time is associated with training, vacation and other non-project hours).

	Base Annual	Burden	Facility Charge	Profit 15%	Contract Admin 7%	Productive Time 25%	Total Cost per FTE
Pre-Professional Consultant	\$70,000	\$114,828	N/A	\$27,724	\$12,938	N/A	\$225,490
In-house EIT Hire	\$56,926	\$37,002	\$6,703	N/A	N/A	\$25,000	\$125,631

DOT.03 - Engineering Contractors

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- KDOT will be able to hire 25% of the engineers in year one, increase to 50% in year two and hire and staff all 20 in year three.

Critical Steps to Implement

The critical steps necessary to complete the implementation of the Engineering Consultant recommendation include:

- Request approval to increase the in-house engineering headcount
- Begin recruiting engineers to fill open positions

The expected time to implement the recommendation is 18 months—four months to gain approvals, and 14 months to recruit, hire, and onboard additional engineers.

Recommendation #4 – Sell underutilized non-passenger equipment

Some non-passenger equipment is underutilized and should be sold. Specifically KDOT should:

- Eliminate an estimated 185 pieces of equipment—Chippers, Crack Sealer, Compressors, Derrick Truck, Core Drills, Asphalt Distribution, Loaders, Graders, Pothole Patchers, Rollers, and Sweepers.

Background and Findings

- KDOT has 2,802 pieces of equipment across 24 different categories ranging from fleet sedans to graders.
- KDOT uses an equipment management system to track miles and hours for every piece of equipment.
- The state must keep necessary snow and ice removal equipment to meet the needs of the winter storm season.
- Based on input from DOT leadership, the following guidelines were used for utilization:
 - » Chippers: For each full 8-hour day of cutting brush, the actual run time on the chipper is probably 2-4 hours. Equipment with usage less than 40-50 hours is a candidate for selling. Chippers are widely available for rental.
 - » Crack sealers: Most DOT crack sealing will be done during the colder months when the

cracks are at their widest. Any piece that has relatively small usage during those months (November-April) would be a candidate.

- » Air compressor: These are easy to rent. At the very least, they should have one for each district to share. Any unit with <50hrs is a candidate to surplus.
- » Derrick Truck: Could reduce to two per district.
- » Core Drill: Reduce to 10 units and share if needed.
- » Asphalt Distributor: Could reduce to three and share amongst districts.
- » Loaders: This group includes a wide spectrum from skid steers to large track loaders. Selectively reduce this number by 25%.
- » Motor graders: Listing includes a number that were procured with a “buyback” contract. All the other units have some age on them. DOT should remove them from service (and either share, lease or rent) when their maintenance becomes cost prohibitive.
- » Pothole patchers: Those with <100hrs would be candidates to reduce the number and share. Patchers are specialized pieces of equipment, with no rental option available.
- » Roller: Includes different types of rollers used for different purposes. Based on hours, could reduce numbers by 25%.
- » Sweepers: Roller brush sweepers could be reduced by 25%.

- Based on this criteria, DOT should eliminate 185 pieces of equipment with sale proceeds estimated at \$3 million.

Recommendation #4 - (dollars in 000's)				
FY17	FY18	FY19	FY20	FY21
\$3,000	\$0	\$0	\$0	\$0

Key Assumptions

- There is a sufficient market for the identified items to realize the estimated savings.
- The utilization guidelines used by DOT are appropriate.
- Center Stripper and Rock Cutter will reduce with natural attrition.

DOT.06 - Sponsorship

Critical Steps to Implement

The critical steps necessary to complete the implementation of the Equipment recommendation include:

- Finalize list of equipment to surplus
- Conduct sale through State Surplus

The expected time to implement the recommendation is six months—one month to identify and prepare specific equipment, five months to sell through State Surplus. The recommendation is not expected to require statutory or regulatory changes.

Recommendation #5 – Institute right-of-way, access permits, driveway permit fees

The department should implement fee collection for their right-of-way and access permit activities. Specifically KDOT should:

- Based on other state access permit costs Kansas should institute access permits fees of:
 - » Type 1 - \$75
 - » Type 2 - \$200
 - » Type 3 - \$300
 - » Type 4 - \$400
 - » Type 5 - \$500
 - » Type 6 - \$750
- KDOT should add a fee of \$800 for right-of-way permits.

Background and Findings

- State benchmarking shows that most states do charge for access permits.
- KDOT issued 204 access permits across the six types and 1,774 right-of-way permits in FY2015.
- Operations team estimate is \$732.51 per permit for a total of \$1.44 million a year.
- Access Permit Types
 - » Type I: Non-commercial: Residential, field, Duplex, or small apartment complex
 - » Type II: Special-use: Treatment plant, microwave station, utility stations and dike roads
 - » Type III: Fire-station and/or Paramedic emer-

gency facility

- » Type IV: LOW VOLUME Commercial: Farm or Home-Based Business
- » Type V: MEDIUM VOLUME: 50-499 VPD (Industrial, Commercial, Local Road)
- » Type VI: HIGH VOLUME: 500 VPD and over (Industrial, Commercial, Local Road)

Recommendation #5 - (dollars in 000's)				
FY17	FY18	FY19	FY20	FY21
\$1,500	\$1,500	\$1,500	\$1,500	\$1,500

Key Assumptions

- The infrastructure used to collect other fees will be able to be used to collect access and right-of-way fees.

Critical Steps to Implement

The critical steps necessary to complete the implementation of the Permit Fee recommendation include:

- Request legislative approval to charge permit fees
- Communicate change to field offices and general public
- Institute procedures for collecting fees

The expected time to implement the recommendation is eight months—four months for legislature approval and four months to communicate and put the change in place.

Recommendation #6 – Institute or increase sponsorship for rest stops, traveler assist hotline, roadside logo sign program, and motorist assist program

The department should implement sponsorship programs for traveler assist hotline, motorist assist program, and rest stops.

Background and Findings

- Many states sell sponsorship rights to private companies for many items including traveler assist hotline, roadside logo sign program, motorist assist program, and rest stops.
- KTA is already utilizing sponsorship for their

motorist assist program—State Farm pays KTA \$73,800 per year to cover the contractually stipulated costs. KTA recently signed a three-year extension to their contract with State Farm and Traveler's Marketing (which administers the sponsorship).

- Customers frequently complete surveys and KTA receives 100% positive feedback from customers assisted by State Farm Safety Assist patrol drivers.
- Eleven states have State Farm sponsorship for their roadside assistance program with an average of \$262,519 a year.
- FHWA rules and State of Kansas regulations have been reviewed by DOT staff and determined that it is possible to institute sponsorships from reputable companies.
- KDOT paid \$288,504 in state funds and \$1,154,018 in federal funds for FY2016 to the Kansas Highway Patrol for the Motorist Assist Program.
- KDOT has 37 rest stops that cost approximately \$2 million a year to maintain.
- Seven states currently have rest area sponsorships with an average income of \$28,570 per stop.
- The 511 program costs \$181,000 a year for the telephony charges.
- At least five states have sponsorship for their 511 program. There are multiple sponsor levels including 511 sign advertising, phone ads, website ads and phone app ads. Example sign rate is \$160,000 for 100 signs, or ad package rate is \$68,000 for three months.
- Kansas collects \$1.5 million a year for the logo sign program, however KDOT receives only \$25,000 of that total amount. The remaining amount going to the Department of Wildlife, Parks, and Tourism. Average expenditures historically averaged approximately \$250,000 and the same is budgeted for FY16 and FY17.

Recommendation #6 - (dollars in 000's)				
FY17	FY18	FY19	FY20	FY21
\$1,700	\$1,700	\$1,700	\$1,700	\$1,700

Key Assumptions

- Kansas will be able to generate sponsorships that will generate income on average with other states.
- Will receive approval to retain expenditure costs for logo sign program.

Critical Steps to Implement

The critical steps necessary to complete the implementation of the Sponsorship recommendation include:

- Release an RFP for sponsorship opportunities
- Request expense coverage for logo signs
- The expected time to implement the recommendation is eight months—five months for the RFP process to final selection and three months to begin the contracts. This recommendation is not expected to require statutory or regulatory changes.

Recommendation #7 – Centralize DOT HR staff at HQ with DOA

The department should complete the centralization of HQ HR staff, effectively reducing staff supporting DOA by 12 FTE.

Background and Findings

- HR was centralized to DOA statewide
- DOT has 20 staff in the HR organization located in DOT HQ offices
 - » These roles include benefits, recruiting, data research budget, compensation, FMLA and drug screening, and training and development
- DOT has eight HR resources in the district offices responsible for hiring and other personnel administration
- HR staff has an average salary of \$45,524 and burden rate of 65%
- State average is 211 staff per HR resource
 - » DOT has 104 staff per HR resource
 - » Average does not include 30 other state organizations that do not have any HR resources

DOT.07 - HR

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The department should complete the centralization of HQ HR staff, effectively reducing staff supporting DOA by 12 FTE.

Background and Findings

- HR was centralized to DOA statewide
- DOT has 20 staff in the HR organization located in DOT HQ offices
 - » These roles include benefits, recruiting, data research budget, compensation, FMLA and drug screening, and training and development
- DOT has eight HR resources in the district offices responsible for hiring and other personnel administration
- HR staff has an average salary of \$45,524 and burden rate of 65%
- State average is 211 staff per HR resource
 - » DOT has 104 staff per HR resource
 - » Average does not include 30 other state organizations that do not have any HR resources

Recommendation #7 - (dollars in 000's)				
FY17	FY18	FY19	FY20	FY21
\$450	\$900	\$900	\$900	\$900

Key Assumptions

- DOT will have access to HR team as needed
- Retain five training and development staff in DOT
- Retain three HR staff at DOT HQ and reduce by 12 HR positions to align with state agency average

Critical Steps to Implement

The critical steps necessary to complete the implementation of the HR recommendation include:

- Identify standard work to transition to DOA team
- Transition ownership to DOA
- Institute mutually agreeable service level agreement (SLA) to ensure ongoing performance expectations are met and monitored.

The expected time to implement the recommendation is five months—two months to identify work to transition and three months to transition and reduce headcount. This recommendation is not expected to require statutory or regulatory changes.

Recommendation #8 – Sell or lease state radio system

The department should look at options to sell or lease it to commercial users. Specifically KDOT should:

- Outsource the management of the radio to another company and allow them to lease the extra bandwidth.
- Further evaluate the potential value and annual savings for the arrangement based on actual proposals from the private sector.

Background and Findings

- 800 MHz wireless communications systems with multiple towers.
- Cost \$100 million to build.
- DOT has six people on staff to maintain the system and a budget of \$7 million annually.

- State is required by federal law to have use of the radio system.
- DOT and highway patrol use is estimated at 60%-70% of the radio resources.
- Possible bandwidth available to lease out to other companies is up to 30%.
- The state is required to provide the radio service to other city and county agencies. The state does not know how much bandwidth they use.

Key Assumptions

- Kansas will be able to setup a partnership to maintain the system and lower the state's cost to use it.

Critical Steps to Implement

The critical steps necessary to complete the implementation of the Radio recommendation include:

- Conduct an in-depth review of current assets and evaluate the potential market value based on actual proposals from the private sector via an RFP process.
- Evaluate the use of the radio to determine available bandwidth for lease.

The expected time to implement the recommendation is seven months—one month to determine available bandwidth, three months to perform the RFP process, and three months to fully implement. This recommendation is not expected to require statutory or regulatory changes.

DOT.08 - State Radio

Recommendation #7 - (dollars in 000's)				
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\$450	\$900	\$900	\$900	\$900

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DOT.04 - Equipment

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Background and Findings

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- KTA is already utilizing sponsorship for their

DOT.01 - KTA Partnership

Recommendations

		Target Savings and Revenue Estimate (All values in 2015 dollars, in 000s)					
Rec #	Recommendation Name	FY17	FY18	FY19	FY20	FY21	Total
1	Maximize KTA and KDOT Partnership	\$2,500	\$5,000	\$5,000	\$5,000	\$5,000	\$22,500
2	Eliminate area offices, moving administration to Districts and operations to sub-area offices	\$3,200	\$6,400	\$6,400	\$6,400	\$6,400	\$28,800
3	Replace use of some external contractors for design engineering with in house staff	\$500	\$1,000	\$2,000	\$2,000	\$2,000	\$7,500
4	Sell underutilized non-passenger equipment	\$3,000	\$-	\$-	\$-	\$-	\$3,000
5	Institute right of way, access permits, driveway permit fees	\$1,500	\$1,500	\$1,500	\$1,500	\$1,500	\$7,500
6	Institute or increase sponsorship for rest stops, traveler assist hotline, roadside logo sign program, and motorist assist program	\$1,700	\$1,700	\$1,700	\$1,700	\$1,700	\$8,500
7	Centralize DOT HR staff at HQ with DOA	\$450	\$900	\$900	\$900	\$900	\$4,050
8	Sell or lease state radio system operation	\$-	\$-	\$-	\$-	\$-	\$0
DOT Total		\$12,850	\$16,500	\$17,500	\$17,500	\$17,500	\$81,850

Recommendation #1 – The agencies should move to more aggressively consolidate operations and adopt best practices where possible.

Specifically KDOT should:

- Utilize state and not Federal Highway Administration (FHWA) procurement practices for state funded projects that are not on the National Highway System.
- Co-locate or merge offices and dispatch centers that are in the same vicinity.
- Consolidate engineering and project management staff given the responsibilities and experience required is essentially the same in both agencies.
- Continually evaluate opportunities for further savings and efficiencies, such as maintenance crews, procurement, etc.

Background and Findings

- In 2012, the Legislature passed legislation HB 2234, which formalized the partnership between KDOT and KTA.

- The KDOT budget was reduced by \$15 million in 2014 and in 2015 for various partnership savings.
- DOT has already implemented co-location of facilities with KTA's Emporia location.
- Other leading states have also moved to merge toll and highway operations in order to achieve savings:
 - » Massachusetts integrated their tolling authority with their DOT in 2009 and saw over \$30 million in savings the first year.
 - » North Carolina merged their turnpike authority and DOT in 2010.
- All projects on the National Highway System, regardless of funding source, must follow: FHWA standards² for Quality Based Selection (i.e. Brooks Act), Davis Bacon prevailing wage considerations, specific design standards, environmental standards, etc.
- State statute mandates that KDOT follow Brooks and Davis Bacon Acts for all projects.

² Iowa, Nevada, New Mexico, Kentucky and Texas FHWA – Design Standards <https://www.fhwa.dot.gov/design/standards/qa.cfm#a03>

are among the states that do not adhere to the Brooks Act for state funded highway projects.

- Iowa, Kentucky, Oklahoma, and Texas are examples of states that do not follow the Davis Bacon regulation for state funded highway projects.
- States that do not use federal contract evaluation methods would not be able to use federal funding for road construction.
- KDOT state funded project budget is \$126 million for FY2016 and approximately \$340 million for FY2017.
- KTA has a dispatch center for one troop—the rest of the state uses the dispatch center in Salina that is run by Highway Patrol.
 - » KTA dispatch is located in KTA headquarters in Wichita and has a staff of 13 people.
 - » KTA handles dispatching requests for highway patrol, motorist assist, maintenance, safety and wreckers.
- Kansas Highway Patrol Dispatch currently has the capacity to handle the KTA call volume for highway patrol and motorist assist dispatch.
 - » The capacity can handle Capital Police dispatch night shift.
- KTA currently employs 537 full and part time employees across 18 locations.
- KTA and KDOT facilities are located in El Dorado, Wichita, Lawrence, Topeka and Bonner Springs.
 - » The Topeka location is available for consolidation as part of the partnership.
- Engineering teams can be consolidated to provide greater project coordination and utilization of available staff including:
 - » Material testing
 - » Bridge inspections
 - » Traditional engineering design
 - » Engineering project leadership
- Intelligent Transportation Systems (ITS) teams can also be consolidated by combining the KDOT ITS team with the current KTA team. NOTE in one or the other.

- As it is important to maintain separate financial structures given the different sources of capital for each agency, KTA and KDOT can continue to cross-charge for services rendered to the other agency.

Recommendation #1 - (dollars in 000's)				
FY17	FY18	FY19	FY20	FY21
\$2,500	\$5,000	\$5,000	\$5,000	\$5,000

Key Assumptions

- Based on estimates from KDOT staff, DOT can save approximately 10% of total project cost by using non-federal contract evaluation methods. KDOT estimated that there are \$50 million in addressable projects each year, equating to \$5 million in annual savings.
- Consolidating the Topeka KDOT facility into KTA facilities will have additional one-time and recurring savings that require additional quantification.
- Consolidating engineering and dispatch functions will provide additional savings that require additional evaluation to value precisely.

Critical Steps to Implement

The critical steps necessary to complete the implementation of the KTA Partnership recommendation include:

- Implement changes to design standards as well as procurement process and specifications in order to see savings in projects starting next year.
- Assign teams to evaluate additional facilities and engineering. Dispatch team consolidations and develop plans to implement as soon as possible.
- Given that the pay structure is different for each agency, care should be taken in the organizational design to minimize disruption, using cross-charging for services whenever possible.

The expected time to implement this recommendation is 12 months—six months to relocate Topeka KDOT crew to KTA facilities and 12 months to update project design changes. Removing the Davis Bacon and Brooks Act mandates, would likely require action by the state legislature.

DOT.05 - Permit Fees

Critical Steps to Implement

The critical steps necessary to complete the implementation of the Equipment recommendation include:

- Finalize list of equipment to surplus
- Conduct sale through State Surplus

The expected time to implement the recommendation is six months—one month to identify and prepare specific equipment, five months to sell through State Surplus. The recommendation is not expected to require statutory or regulatory changes.

Recommendation #5 – Institute right-of-way, access permits, driveway permit fees

The department should implement fee collection for their right-of-way and access permit activities. Specifically KDOT should:

- Based on other state access permit costs Kansas should institute access permits fees of:
 - » Type 1 - \$75
 - » Type 2 - \$200
 - » Type 3 - \$300
 - » Type 4 - \$400
 - » Type 5 - \$500
 - » Type 6 - \$750
- KDOT should add a fee of \$800 for right-of-way permits.

Background and Findings

- State benchmarking shows that most states do charge for access permits.
- KDOT issued 204 access permits across the six types and 1,774 right-of-way permits in FY2015.
- Operations team estimate is \$732.51 per permit for a total of \$1.44 million a year.
- Access Permit Types
 - » Type I: Non-commercial: Residential, field, Duplex, or small apartment complex
 - » Type II: Special-use: Treatment plant, microwave station, utility stations and dike roads
 - » Type III: Fire-station and/or Paramedic emer-

gency facility

- » Type IV: LOW VOLUME Commercial: Farm or Home-Based Business
- » Type V: MEDIUM VOLUME: 50-499 VPD (Industrial, Commercial, Local Road)
- » Type VI: HIGH VOLUME: 500 VPD and over (Industrial, Commercial, Local Road)

Recommendation #5 - (dollars in 000's)				
FY17	FY18	FY19	FY20	FY21
\$1,500	\$1,500	\$1,500	\$1,500	\$1,500

Key Assumptions

- The infrastructure used to collect other fees will be able to be used to collect access and right-of-way fees.

Critical Steps to Implement

The critical steps necessary to complete the implementation of the Permit Fee recommendation include:

- Request legislative approval to charge permit fees
- Communicate change to field offices and general public
- Institute procedures for collecting fees

The expected time to implement the recommendation is eight months—four months for legislature approval and four months to communicate and put the change in place.

Recommendation #6 – Institute or increase sponsorship for rest stops, traveler assist hotline, roadside logo sign program, and motorist assist program

The department should implement sponsorship programs for traveler assist hotline, motorist assist program, and rest stops.

Background and Findings

- Many states sell sponsorship rights to private companies for many items including traveler assist hotline, roadside logo sign program, motorist assist program, and rest stops.
- KTA is already utilizing sponsorship for their