

M I N U T E S

SPECIAL COMMITTEE ON TRANSPORTATION AND
UTILITIES

August 26-27, 1975

Members Present

Senator Bob Storey, Chairman
Representative Fred Harris, Vice-Chairman
Senator Paul Burke
Senator John Crofoot
Representative Carlos Cooper
Representative Arden Dierdorff
Representative Paul Feleciano
Representative Ardena Matlack
Representative Robert McCrum
Representative David Miller
Representative Ole Nesmith
Representative Fred Weaver

Staff Present

John S. Schott, Legislative Research Department
Art Griggs, Revisor of Statutes Office

Conferees

Lee Waddleton, Urban Mass Transportation Administration,
Kansas City Regional Office
Randy Johnson, Office of Planning and Research, Federal Highway
Administration, Kansas City Regional Office
O.D. Turner, Secretary, Kansas Department of Transportation
Vern Craig, Department of Planning, Kansas Department of
Transportation

Morning Session

August 26, 1975

The meeting was called to order by Chairman Storey at
9:30 a.m. First item on the agenda was Proposal No. 51 - Electric

Utility Territories. At that time, staff read reports from the investor-owned electric utility companies, the rural electric cooperatives, and the municipal electric utilities concerning the matter of single certification and the division of state into separate electric utility territories. (See Exhibits I and II). Mr. Charles Ross, of Kansas Electric Cooperatives, Inc., answered questions concerning the status of territory legislation in other states. The Legislative Research Department was requested to secure copies of such legislation passed this year in the states of South Dakota, Texas and Pennsylvania.

The Committee turned its attention to Proposal No. 49 - Pipeline Transportation, to hear a staff report on the Nebraska legislative hearings of August 25 concerning the proposed coal slurry pipeline. Staff informed members that their notebooks contained a packet of information on the general topic of coal slurry pipelines.

The staff presentation began with a summary of proponents testimony. Mr. Tom Creigh, President of Kansas-Nebraska Natural Gas Company, began their testimony and cited two problems relative to the coal slurry pipeline. One of the problems is obtaining permits to cross the railroads. In Nebraska the pipeline would have to cross railroad right-of-way in six different places, and they have had no success in obtaining permits for such crossings. The other problem was a water problem, which he considered to be a delaying tactic used by the railroads. He stated that ETSI (Energy Transportation System, Inc.) has full permission from the State of Wyoming to use the water they need, which is estimated to be 15,000 acre feet per year. He also said there would be no water drawn from Nebraska whatsoever except for sanitary purposes (plumbing, drinking water, etc.) at the pumping stations in Nebraska.

Following Mr. Creigh's remarks, Mr. E. J. Wasp of Bechtel, Inc., gave his presentation which is basically outlined in the information in the Committee notebooks. He also noted that ETSI is talking with Nebraska Public Power concerning possible deflection of part of the line coming through the State of Nebraska for use by Nebraska Public Power in their generating plants in southern Nebraska.

Mr. Elmer Jackson, chief counsel for Kansas-Nebraska Natural Gas Co., gave a brief presentation concerning the specifics of the Nebraska situation - the location of the line, what counties would be affected, etc.

The other speakers were primarily concerned with the question of ground water, and how the drawing of water from Wyoming would affect surrounding states, including Nebraska. Mr. Jack Kelly, who is with a consulting engineering firm in Boise, Idaho, was involved in the ETSI testing program, which he described as elaborate. He said there was extensive testing on geological formations, primarily the Madison Limestone Formation.

In essence, he indicated that the recharge rate of the formation is such that the 15,000 acre feet of water per year ETSI has requested would be more than replenished annually, and that there was no water problem.

Mr. Eugene Reed, former Nebraska State Geologist, reiterated what Mr. Kelly had stated, that the use of 15,000 acre feet drawn in Wyoming per year would not affect the Nebraska water supply now, nor would it affect its future use. He stated that Nebraska could count on having this formation replenished annually to the point that it would not affect any potential future use Nebraska may want to make of this water.

Former Nebraska Governor Crosby spoke briefly concerning some of the legal aspects of problems in granting eminent domain, and Paul Harley, attorney for ETSI from San Francisco, gave a closing summation.

Staff added that in addition to these hearings, the Committee plans to hold two days of hearings in those areas of outstate Nebraska which would be directly affected by this pipeline.

Following a brief question and answer period, staff continued with a summary of opponent testimony.

Opponents to the eminent domain bill in Nebraska were the railroads. Two representatives appeared on behalf of the Nebraska Railroad Association. They stated that they were taken by surprise at the extensiveness of the hearings and felt somewhat unprepared to respond to some of the facts and figures that the pipeline people had presented.

The opposition is based upon the position that the proposed pipeline is not a true common carrier and thus should not have the power of eminent domain. It was pointed out that the pipeline is a private company buying coal from another private concern and transporting that coal to a private utility. A pipeline company of this type is basically unregulated, and may quit business at any time. Utilities and railroads cannot do that.

Secondly, they pointed out that pipeline transportation of coal is a very complex question which should be considered on a national level rather than on a state level. They also felt there were many policy questions that could affect not only the railroads' future, but other modes of transportation. For each state to have its own hearings and independent study would not be as desirable as having them on a national level.

They also felt that endorsing this transportation concept, and granting the right of eminent domain would hamper the railroads' ability to secure future financing. With the changes in the energy situation, railroads need this financing, and the loss of revenues would precipitate their financial downfall. They felt that with unit trains, they have the coal hauling capacity that will be needed in the foreseeable future.

It was also noted that the pipeline is too fixed, and not flexible enough to respond to coal demands. Testimony indicated that the Burlington Northern Railroad had studied the possibility of constructing coal slurry pipelines, but had rejected the idea for economic reasons.

There was discussion on the comparison of rates. During the morning, proponents spoke about rate savings by using the pipelines, and the railroads stated they felt that the rates were misleading, and that they did not know how the figures were determined. They pointed out the history of one other coal slurry pipeline in the East which went out of business ostensibly due to the railroad companies cutting their rates to about half of what they had previously been.

Railroad representatives pointed out possible environmental problems with spillage of coal slurry from breaks in the pipes. They noted that proponent testimony indicated that at each pumping station, which would be approximately 100 miles apart on level ground, they will have a holding pond capable of holding coal slurry. Apparently, if the line isn't charged at all times and pressure maintained, the coal is sent to the bottom of the pipes and separates from the water. Therefore, if there is a break, they have to pump it out into a pond. They also have a water pond at each pumping station to flush the line, which the railroad companies felt would be an environmental problem.

Following a brief question and answer period, staff stated that an official transcript of the Nebraska hearing has been requested and will be made available to the Committee.

Chairman Storey announced that the hearings in Nebraska would continue on November 3 in Bridgeport, Nebraska, and on November 4 in Ogallala, Nebraska. He will request the Legislative Coordinating Council to permit interested members of this Committee to attend.

The Committee turned its attention to Proposal No. 50 - Mass Transportation, and heard from Mr. Lee Waddleton, Urban Mass Transportation Administration, Kansas City Regional Office. Mr. Waddleton briefly discussed the role and history of his agency in the area of mass transportation and gave a brief review of UMTA programs. (See Exhibit III). The thrust of Mr. Waddleton's presentation was that Kansas, while primarily a rural agricultural state, is eligible to receive mass transportation planning, operation and capital equipment funds. Under the Urban Mass Transportation Act, funds are available for cities which can apply for it directly and it will be administered directly. Mr. Waddleton pointed out that in future legislation, the population of cities eligible to receive money for transportation capital improvements and operating expenses may be extended down to cities with population of 5,000, which would affect a significant number of cities in Kansas. In response to a question from a Committee member, Mr. Waddleton stated that generally the more interest a state takes in mass transportation and the more active it becomes in its efforts to secure federal funds, the more money it will receive for mass transportation purposes.

Mr. Waddleton also pointed out the importance of advance planning for transportation needs, which is a prerequisite for receiving federal funds under the 1974 National Mass Transportation Assistance Act. Mr. Waddleton further explained that through appropriate planning, a state and local operations may be able to take maximum advantage of funds which are allocated for that state.

In response to a question concerning the ultimate end of federal funds for mass transportation purposes, Mr. Waddleton said that he felt that the federal support of mass transportation operations throughout the United States would remain a continuing operation, with little or no chance of termination in the near or distant future.

Following Mr. Waddleton's remarks, the Committee adjourned until 1:30 p.m.

Afternoon Session

The meeting was called to order at 1:30 p.m. First to appear before the Committee was Mr. Randy Johnson, Office of Planning and Research, Federal Highway Administration, Kansas City Regional Headquarters. (See Exhibits IV and V).

Following Mr. Johnson's presentation and explanation of his outline, he explained that the effect of increased federal attempts to stimulate car pooling has been limited, and to date, the impact has been minor. He pointed out, however, that there is a national campaign currently underway to promote doubling up and to encourage conservation of fuels. He noted that the increasing price of gasoline may influence the effects of the program, resulting in more people traveling in car pooling arrangements.

A member pointed out that many federal programs are begun and initially given substantial funding, only to end up ultimately as an operational and maintenance problem of the state. When Mr. Johnson was asked if this was going to be the case in the area of transportation, he noted that when such an event occurs, a trade-off must be made, and it will be decided by the state if the program is important enough to warrant financial support by state and/or local units. He felt that many federal programs are designed to get the interest of the states and after such program has begun to let the states make the decisions as to the programs' continued operation or demise.

Mr. Johnson also pointed out that Kansas is allocated approximately \$90 million for federal highway purposes. A portion of this money, if local officials so elect, may be transferred from highway purposes to mass transportation purposes.

Following Mr. Johnson's testimony and a short film on bus express lanes. Mr. O.D. Turner, Secretary of the Kansas

Department of Transportation, appeared before the Committee and indicated that the State Highway Commission has had a role in mass transportation since 1962, primarily related to planning and the gathering of data. Since the 1973 Federal Aid Highway Act, the Department has become involved in operational aspects with the Department of Social and Rehabilitation Services. Following his brief remarks, Mr. Vern Craig, of the Kansas Department of Transportation read his presentation. (See Exhibits VI, VII and VIII). Following his presentation, Mr. Craig indicated that the Planning Division of the Kansas Department of Transportation will function as an informant to counties and cities to make them aware of the various programs concerning mass transportation that are available to them. It is likely that the Kansas DOT will further act in assisting counties and cities in their transportation planning operations.

Following Mr. Craig's testimony and limited discussion among the Committee members, the meeting was adjourned until 9:30 a.m., August 27.

August 27, 1975

Morning Session

Conferees

Richard Cunningham, League of Kansas Municipalities
Professor David Ryan, Chairman, Topeka Metropolitan Transit Authority
Mr. Robert Salmon, Topeka Metropolitan Transit Authority
James S. Daniel, Topeka Metropolitan Transit Authority
Mr. Dean Katerndahl, Transportation Coordinator, Kansas City, Kansas
Mr. Bill Stockwell, Transportation and Transportation Planning, Wichita Metropolitan Area Planning Department
Mr. Pat McGinnis, Metropolitan Transit Authority, Wichita

The Committee was called to order at 9:30 a.m. by Senator Storey. The first witness on the agenda was Richard Cunningham of the League of Kansas Municipalities. At that time Mr. Cunningham read his statement. (See Exhibit IX). Mr. Cunningham also stated that about six years ago ambulance operators started going out of business for a variety of reasons and that he sees this as somewhat of a parallel to the situation in mass transportation; not that there are that many mass transportation operations but there are a number of communities in which small taxi cab operators constitute the public transportation operation. He pointed out that many of these operations are finding it almost impossible to continue operation. The sum of money involved for a taxicab mass transportation are not significant but the level of service and demand for services is growing. This in itself seems to constitute

a problem for the smaller cities which are already hard pressed to provide other necessary city services.

Following these remarks Mr. Cunningham included for the record three proposed amendments of the League of Kansas Municipalities. (See Attachments X, XI and XII).

In response to questions from the Committee, Mr. Cunningham stated that in many municipalities property taxes are about the only sources of revenue and that assessed valuations are not growing. He pointed out that many cities are having problems keeping up with paving their streets and paying city policemen and water and sewer operators. He felt that direct coordination from the Governor's office to these communities for transportation assistance could be of great assistance to these small localities and there might be greater participation. He pointed out that regional planning commissions are attempting to provide some assistance and that some rural regional planning commissions have assisted in preparation of applications. He noted, however, the crunch comes in terms of operating expenses. Cities are reluctant to get into operations which they feel they may have to fund alone in the future. Mr. Cunningham felt that unless the state steps forward and is willing to participate more heavily in transportation matters for localities, via revenue sharing funds with local governments or subsidy for specific operations, the reluctance to become involved in transportation matters will continue. He also felt that all cities in the State of Kansas were not aware of the various federal programs available to them, and pointed out that the League makes an attempt to notify cities and communities of these programs.

There was extensive discussion concerning the coordination and overlapping of transportation programs. The Committee felt that a real effort must be made to try and coordinate the various programs. Mr. Cunningham described the activities of the League of Kansas Municipalities in this regard, noting that the operations of the Department of Social and Rehabilitation Services, through providing special programs for transportation of elderly and handicapped, might need some additional coordination. In this regard, the Legislative Research Department was requested to invite representatives of the Department of Social and Rehabilitation Services to the Committee's next meeting to discuss problems with such coordinations.

Next to appear before the Committee was Mr. David Ryan, Chairman of the Topeka Metropolitan Transit Authority. While Mr. Ryan was concerned about the fiscal aspects of the Topeka Metropolitan Transit Authority operations, he pointed out that it is extremely difficult to find out what is going on in your own community as it relates to mass transportation. Even in Topeka it has taken the Metropolitan Transit Authority two years to determine precisely what transportation operations are on going as it relates to transportation of aged, handicapped and other persons.

He identified certain legal problems which exist relative to the operation of small transit systems and the legal authority under which these systems are operated. He stated that there are

a number of volunteers in Kansas which operate busses in cities, most of whom probably do not have a proper city franchise for such operation.

In discussing the problems which cities face relative to financing mass transit, Mr. Ryan pointed out that in gathering the state-local portion of the matching monies in order to receive federal funds, one condition is that farebox revenues may not be used for matching purposes. Local support which they can use has to be continuing new support. Thus, he felt the actual usage of the transportation system could not be used for matching, for expanding and developing that system. He did point out, however, that they have received cooperation and assistance from the Urban Mass Transportation Administration in Kansas City.

Following Mr. Ryan's presentation, Mr. Bob Salmon of the Topeka Metropolitan Transit Authority made a brief presentation concerning transit operations in Topeka. (See Exhibit No. XIII). Following his presentation, Mr. Salmon explained that in the Topeka system approximately 1/3 of the money comes from farebox revenue, 1/3 from revenue sharing and the other 1/3 through a mill levy. He also pointed out that busses are running at about 25% efficiency overall at this point, further noting that during peak hours only about two routes are completely filled. He stated the greatest detriment to a transportation system is the required activity of busses during non-peak hours. He felt the 30¢ fare is comparable nationwide, and pointed out that the Authority does have the right to establish fares.

In response to a question concerning planning operations, Mr. Salmon pointed out that the Metropolitan Transit Authority has hired a consulting firm from Philadelphia to conduct a transportation development program for them. Richard Cunningham interjected that he has a suspicion that when the recommendations come out one of them will be to increase the fares.

Next to appear before the Committee was Mr. Dean Katerndahl, Transportation Coordinator, Kansas City, Kansas. (See Exhibit XIV). Mr. Katerndahl pointed out that the transportation operations in Kansas City similar to those elsewhere are losing money. He pointed out they serve 1.4 million passengers a year and the fare is 60¢ for adults and 25¢ for senior citizens. He felt the service offered in Kansas City, Kansas was a "bare bones" operation providing basic service to transit dependent people in the Kansas City, Kansas area. He pointed out that about 10,000 households in Kansas City, Kansas do not own cars and that they are contemplating some sort of subsidy to people who cannot afford the 60¢ fare. Unlike Topeka or Wichita, the Kansas City, Kansas transit operation contracts from the Kansas City, Missouri based area transportation authority for their bus service.

Next to appear before the Committee was Mr. Bill Stockwell, who pointed out that in Wichita the transportation planning operations and the Metropolitan Transit Authority operations have shared information on transportation matters and as a result have

built up a unique working arrangement. He noted that last spring the planning department completed a comprehensive transit study, one of the requirements for receiving funds under new urban mass transportation legislation, but added that it is one thing to have a plan and another thing to implement it. Without available operating assistance and the 80% matching for capital grants he felt that the community of Wichita would not have been willing to take on the required subsidy for mass transit operations. However, knowing that there will be federal subsidy in these areas which will likely be continued in the future, plus a strong case for needed services, were significant in securing approval of the plan.

Mr. Stockwell then discussed the costs of fixed routes vs. dial a ride bus services, source of matching funds for federal grants. Mr. Stockwell stated that he had been authorized by the city manager to indicate that Wichita would desire to have the two mills authorized for their transportation operations be placed outside the tax lid so they would be authorized to use the two mills to implement the transit system.

Mr. McGinnis, Metropolitan Transit Authority Operations, Wichita appeared before the Committee in support of Mr. Stockwell's remarks. He also urged that legislation be passed to exempt transit authorities in the State of Kansas from the 8¢ state motor fuel tax.

In summation, the three transit operations represented at the meeting all share in common the fact that their operations are losing money; in Kansas City approximately \$230,000 per year, in Topeka approximately \$350,000 per year, and in Wichita approximately \$430,000 per year. Through federal urban mass transportation programs as explained by Mr. Waddleton, funds for capital equipment and operating expenses are being made available. However, the requirements which must be met by cities to receive these funds include the plan for mass transportation operations in the future. These plans will be bases from which projections may be made and certain federal funds may be realized. Also, at this time, smaller Kansas communities are not taking full advantage of the limited funds available to them.

With regard to the problems experienced by transportation authorities in Kansas, the Chairman requested those present to draft legislative proposals which they feel would assist them in meeting some of the short-range immediate problems involved in operating transportation systems and to submit these proposals to the Revisor of Statutes Office. The Chairman thanked all those who came before the Committee.

Returning to Proposal No. 49, the Chairman commented that some members of the Committee had heard this proposal discussed before the Senate Transportation and Utilities Committee during the previous session. Staff reported that the State of Nebraska will be holding hearings on November 3 and 4 in Bridgeport, Nebraska and Ogallala, Nebraska and that he would request the Legislative Coordinating Council to permit interested members of this Committee to attend those out-of-state hearings. Those indicating a desire

to attend were Representatives Dierdorff, Feleciano, Harris, Matlack, McCrum, Miller and Weaver. The Chairman stated he will inform members of the final arrangements.

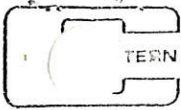
Following limited discussion, the Committee decided that the next meeting will be October 30 and 31, with the meetings to begin at 9:30 a.m. each day. The hearing will begin with the Energy Transportation Systems, Inc. presentation and that the remaining two days would be scheduled according to need. During the two day meeting, it was suggested that the Committee might want to take a look at proposed legislation offered by the transit operations in Kansas, receive and discuss any results from the meetings of the three parties involved in the electric utility territories discussions, and hear a representative from the Department of Social and Rehabilitation Services concerning the coordination of transportation programs for the handicapped and elderly.

Following this discussion the meeting was adjourned.

Prepared by John S. Schott

Approved by Committee on:

10/31/75
(Date)



POWER a division of
central telephone & utilities corporation

8/26/75
 E.H.I.

BROADWAY AT MORTON ■ GREAT BEND, KANSAS / MAIL ADDRESS: P. O. BOX 170 ■ GREAT BEND, KANSAS 67530 / TELEPHONE (316) 793-7841

August 19, 1975

Senator Bob W. Storey, Chairman
 Special Committee on Transportation
 & Utilities
 The Statehouse
 Topeka, Kansas 66612

Dear Senator Storey:

At the direction of your Committee, a meeting was held in Topeka on August 13, 1975, by representatives of the Rural Electric Cooperatives, the Kansas Municipal Utilities, Inc., and the Investor-owned Electric Companies of Kansas for the purpose of ascertaining whether or not there were areas of possible compromise among the interested parties in the matter of single certification of certificates of convenience and necessity for the providing of electricity in Kansas.

Those attending the meeting were as follows:

C. F. Edwards	Central Telephone & Utilities Corporation	Great Bend
W. L. Perdue	The Kansas Power and Light Company	Topeka
B. S. Jeffrey	The Kansas Power and Light Company	Topeka
L. R. Nicholson	The Kansas Power and Light Company	Topeka
R. P. Fiebach	Kansas Gas and Electric Company	Wichita
Ralph Foster	Kansas Gas and Electric Company	Wichita
W. K. Cadman	Kansas Gas and Electric Company	Wichita
J. W. Elder	City Electric Utility	Winfield
W. B. Owens	City Electric Utility	Wamego
J. D. Goodman	Central Kansas Electric Cooperative, Inc.	Great Bend
C. W. Ellis	The C&W Rural Electric Coop. Assn., Inc.	Clay Center
Charles Ross	Kansas Electric Cooperatives, Inc.	Topeka
R. K. Zimmerman	Kansas City Power & Light Company	Kansas City
J. A. Mayberry	Kansas City Power & Light Company	Kansas City
J. G. Stewart	Central Kansas Power Company, Inc.	Hays
R. C. Allen	The Empire District Electric Company	Joplin

At the close of the meeting, it was the consensus of those attending that all parties are prepared to further discuss and attempt to negotiate on the following points:

1. Definition of distribution lines at 34.5 kV or lower voltage plus higher voltage lines whose primary purpose is to serve one or more retail customers.

2. Delineation of single certificate boundaries. It was proposed to fix the boundary lines at the location of existing REC distribution lines with recognition and protection of existing single certificate areas.

Boundaries defined in such a way as to protect existing rights in total service areas with no loss of service rights where any company or REC is now serving in actual dual service situations in municipalities.

3. The question of REC's serving cities of over 1500 population be reviewed. This ties to the National REA Act. Existing services in cities, however, not be disturbed.
4. In cases of annexation of areas by municipalities, the present Kansas Corporation Commission rules be followed in establishing service rights after the annexation.
5. Some provision be made for cases of incorporation of new cities.
6. Provision made for transmission rights across exclusive service areas, perhaps with Kansas Corporation Commission approvals of construction specifications.
7. Questions concerning municipal service areas outside cities should be resolved. This may be a matter to be worked out with the municipalities but it may have a place in certified service area legislation.
8. The REC's to pay taxes on the same basis as utilities.
9. Provision should be made for deviations from boundaries established pursuant to the statute, when agreed to by the concerned utilities and approved by the Kansas Corporation Commission.
10. Section No. 6 (b) of House Bill No. 2047 as amended be deleted. Items 1 thru 9 were presented by the investor-owned utilities and Item 10 by the REC's.

The above list is not meant to limit the discussion; other items may be discussed if necessary.

For the purpose of further discussion and negotiations, the following schedule of meetings was agreed upon:

September 3, 1975	Topeka
September 17, 1975	Great Bend
September 30, 1975	Wichita

All meetings are to begin at 1:30 p.m. on those days.

It is hoped by all parties that some conclusion can be reached by the close of the third meeting. However, if further meetings appear advisable, they will be scheduled. In the event the parties cannot agree and reach an impasse, then at that point no further meetings will be held and a report will be made to your Committee setting forth this fact and enumerating the points of agreement and disagreement.

Respectfully submitted,



C. F. Edwards, Chairman

CFE:bq

cc: Attendance List



KANSAS ELECTRIC COOPERATIVES, INC.

5709 WEST 21ST STREET • TOPEKA • AC 913 272 8740

MAILING ADDRESS P.O. BOX 4267 • GAGE CENTER STATION • TOPEKA, KANSAS 66604

CHARLES ROSS
General Manager

August 20, 1975

Senator Bob W. Storey, Chairman
Special Committee on Transportation
and Utilities
State Capitol Building
Topeka, Kansas 66612

Dear Senator:

After receipt of a copy of the report Mr. C. F. Edwards issued to you on the meeting held in Topeka, August 13, 1975, by representatives of the rural electric cooperatives, municipal utilities, and investor owned electric companies, the electric cooperative representatives have concluded that we must file an exception to that report. Please consider this letter as such.

Mr. Edwards did serve as chairman of the meeting on August 13. It was stated at the meeting that a report on events of the meeting which was to be mailed to you as chairman of the Special Committee on Transportation and Utilities would first be circulated among all representatives in attendance at the August 13 meeting. This procedure was not followed. Rather, Mr. Bill Purdue drafted a proposed report, which to our knowledge, was mailed only to Mr. Edwards and Mr. Jack Goodman, both in Great Bend. Any changes, additions or corrections could only be attempted by those who received the report. Such a procedure was attempted with Mr. Edwards, by telephone; however, Mr. Edwards' final report to you is not reflective of these basic issues.

We specifically take exception to the next to last paragraph on page one of Mr. Edwards' report. We did not agree to negotiate item eight as listed on page two of his report. REC representatives specifically stated in the meeting on August 13 that we do not consider item eight pertinent to the issue at hand.

Also, the word "utilities" as used in item eight, page two, is incorrect. REC's are also public utilities by state statute.

There are other areas of Mr. Edwards' letter with which we do not agree or fully understand. With an opportunity for all representatives to participate, the report could have been more precise in its contents.

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EPA II


Senator Bob W. Storey, Chairman
Page Two
August 20, 1975

You will recall the rural electric representatives told you and other members of your committee on July 17, 1975, that we were willing to cooperate by meeting with representatives of the ~~investor-owned companies and municipal systems~~ to attempt to reach some accord on the issue at hand. In this regard, we have agreed to the schedule of meeting dates as listed on page three of Mr. Edwards' report. We must insist, however, that any future written reports relating to any such meetings and negotiating sessions must be signed by a representative of each of the three entities involved.

Senator, we expect that a copy of this letter will be made a part of the official files relating to H. B. 2047. Thank you for this opportunity to respond.

A copy of this letter is being mailed today to each of the representatives who were in attendance at the August 13, 1975, meeting in Topeka; the Legislative Research Department; and Representatives Harris and Weaver, the two members of your committee who attended the meeting at the Statehouse on July 17, 1975.

Cordially,



Charles Ross
General Manager

CR:lg

cc: C. F. Edwards
W. L. Perdue
Balfour S. Jeffrey
L. R. Nicholson
Ralph Fiebach
Ralph Foster
Wilson K. Cadman
J. W. Elder
W. B. Owens
Jack D. Goodman
Charles W. Ellis
Robert K. Zimmerman
J. A. Mayberry
J. G. Stewart
R. C. Allen
✓ John Schott
Rep. Fred Weaver
Rep. Fred M. Harris



DEPARTMENT OF TRANSPORTATION
URBAN MASS TRANSPORTATION ADMINISTRATION
6301 ROCKHILL ROAD
KANSAS CITY, MO 64131

AM
E. J. ...
8-26-75

August 25, 1975

AUGUST 26 APPEARANCE BEFORE STATE OF KANSAS
SPECIAL LEGISLATIVE COMMITTEE ON TRANSPORTATION AND UTILITIES

PREPARED BY LEE WADDLETON
6301 Rockhill Road
Kansas City, MO 64131
(816) 926-5053

I. BRIEF REVIEW OF UMTA PROGRAMS

1. Technical Assistance Program -[Section 9 of the Urban Mass Transportation Administration (UMTA) Act of 1964, As ammended through 1974]
2. Capital Assistance Program-[Section 3 of the UMTA Act of 1964; as ammended]
3. Special Needs of the Elderly and Handicapped [Section 16b of UMTA Act of 1964, as ammended]
4. Operating Assistance-[Section 5 of the National Mass Transportation Assistance Act of 1974]

II. UMTA FY-75 FINANCIAL ASSISTANCE FOR THE ABOVE DESCRIBED PROGRAMS

1. Section 9 (\$104,000)
 - (a) Wichita \$50,000
 - (b) Topeka \$22,000
 - (c) State \$31,200
2. Section 3 None
3. Section 16b (2) \$435,712
4. Section 5 None
 - *(a) Wichita Allocation \$8,488,141
 - *(b) State Allocation \$3,531,969
 - *(c) Kansas City, Kansas Allocation \$9,391,793

* 6-year total allocations

III. PROJECT APPLICATION AND PROGRAM ADMINISTRATIVE PROCEDURES

1. Section 9
2. Section 3
3. Section 16b (2)
4. Section 5

IV. PLANNING, ORGANIZATIONS, PROGRAMMING AND IMPLEMENTATION

1. Need for Planning
2. General and Intermodal Planning
3. Planning Organizations
4. Implementing Organizations
5. Project Selection
 - A. Fixed Route Systems
 - (a) Rail
 - (b) Bus
 - B. Demand Responsive Systems
6. Energy and Environmental Considerations

V. ROLES OF FEDERAL, STATE AND LOCAL PUBLIC BODIES

1. State and Local Legislative Bodies
2. State and Local Chief Executives
3. Unified Federal position on the solution of transportation problems

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6/11/11
8-35

Mass Transportation as it Relates to the Operations
and Program of the Federal Highway Administration

I. Brief review of excerpts from Mr. Brinegar's November 18, 1975 speech.

- A. The automobile is, and will continue to be, our main "mass transit" vehicle.
- B. We need to get more efficiency from the automobile.
- C. We need to promote automobile alternatives.
- D. Fixed mass transportation is expensive. *\$40 million per mile*
- E. The Bus is the reasonable transit mode for most cities.
- F. We must make better use of existing transportation facilities.

II. Review of recent highway legislation that relates to Mass Transportation.

A. New Programs

- 1) Highway Planning (PL) funds for transportation planning in urbanized areas. *50,000,000*
- 2) Revised legislation permits Construction of buslanes, fringe parking, traffic control devices, passenger loading areas and purchase of buses and after 7/1/76, rolling stock.
- 3) Bicycle transportation and pedestrian walkways limited amounts of existing monies can be spent on bike trails and walkways

4) Interstate Substitution

Interstate routes can be "traded" for transit money.

5) Rural Highway Public Transportation Demonstration Program

a) Presently only \$9.65 x 10⁶ available.

b) Encourage mass transportation in rural areas.

c) Kansas had two highly ranked proposals.

6) Carpool/Vanpool/Bus Program set up by Energy Conservation Act now extended to 12/31/75.

B. New Requirements

1) Noise level standards

2) Urban projects (highway or transit) in urbanized areas must have local official endorsement

3) Bus standards - emissions, elderly, handicapped

4) Provisions for service to elderly and handicapped persons

C. New Studies

1) Public Mass Transportation Studies

2) Interstate Cost Estimate can include appropriate transit related costs.

III. Recent Mass Transportation Emphasis Areas

A. Public Relations campaign to alert all metropolitan areas of their options to buy buses and do other transit-related projects with their existing Federal-aid Highway monies.

B. Campaign to promote carpooling

- 1) National "Double-Up" blitz
- 2) Local training and funding of carpool efforts such as the Topeka program handled by the Kansas State Highway Commission using Federal Highway Funds.

C. Promotion and insistance on cooperative efforts between highway planning and transit planning to assure plans and programs which optimize mobility and flexibility.

D. Promotion of low capital intensive traffic management programs such as revisions in bus routes, erection of bus shelters, preferential signal arrangements, parking restrictions, schedule revisions, fare changes, fare free bus, auto-free zones.

E. Promotion of Preferential Treatment for high occupancy vehicles including emphasis on

- 1) exclusive bus lanes
- 2) exclusive lanes for buses and carpools
- 3) contra-flow operations
- 4) revisions in toll schedules
- 5) parking restrictions
- 6) special ramps for buses
- 7) TOPICS type projects to enhance bus operations
- 8) fringe parking

F. Promotion of Multiple-use Projects.

IV. Recent Research and Development Efforts

A. Section 147 - Rural Public Mass Transportation Demonstration Program

B. Dial-a-ride

C. Capacity studies

D. Free fare research

E. UMTA Research and Development

F. So called "Modal Split" research and computer programming

V. Other Actions which affect Mass Transportation

A. Legislation has increased reliance on metropolitan planning organizations

- 1) They develop programs - bus and highway.
- 2) They anticipate funding source - bus or highway.
- 3) They coordinate development of transportation plan - bus and highway.
- 4) They recommend systems.

B. There has been an increased role for the Governor

- 1) He was asked to name the metropolitan agency to coordinate transportation planning.
- 2) He is involved in Interstate substitution recommendations.
- 3) He was asked to name Rural Public Highway Transportation coordinating agency.
- 4) He names Safety Program coordinators.
- 5) He names National Transportation Study coordinator.

- C. The Department of Transportation has created an Intermodal Planning Group (IPG). This group works on strengthening the State and local planning processes, coordination of planning programs of all modes, promotes unified State and local grant requests, coordinates Federal responses to State and local transportation planning agencies, coordinates with other Federal planning programs which impinge on transportation and promotes information and training exchange between Federal, State and local transportation planning groups.
- D. The Environmental Impact Statements (E. I. S.) for all major Federally aided transportation projects including bus and highway must discuss alternatives including mode shifts and do-nothing.
- E. The so-called "A-95" process is being strengthened to provide meaningful comments on Federally-aided highway and transit projects.

VI. Major FHWA concerns regarding Mass Transportation.

- A. That State and locals become aware of transit options available with highway monies.
- B. That the State and local planning processes are staffed and funded to adequately evaluate the transit-highway trade-offs.
- C. That the transportation planning processes have legal standing and political support, a strong, technically oriented staff,

an extensive citizen and political input process and a strong tie with the agencies which must implement the planning recommendations.

- D. That programs be geared toward moving people and goods (not vehicles) in a manner that is efficient, safe and energy conserving.
- E. That mode and program trade-offs be made at the State and local level.

VII. Summary

- A. FHWA and UMTA are working with a common purpose on all major transportation issues.
- B. Federal legislation has given a great deal of flexibility to State and local agencies in selecting the type of mode to buy with Federal-aid monies.
- C. Congress has indicated a strong interest in rural public transportation.
- D. The various Federal Agencies are working hard at unifying their programs and requirements.
- E. Kansas, through their new State Department of Transportation, is in a unique position to shape the extent and character of their transportation systems.

PM 6/11/74
8-26-

REMARKS BY SECRETARY OF TRANSPORTATION CLAUDE S. BRINEGAR AT THE ANNUAL MEETING OF THE AMERICAN ASSOCIATION OF STATE HIGHWAY AND TRANSPORTATION OFFICIALS, DETROIT, MICHIGAN, NOVEMBER 18, 1974.

(EXCERPTS)

We must turn the urban and suburban automobile into an effective "mass transit" vehicle. Somewhere between 30 and 35 million automobiles are used each day mainly to go back and forth to work. This fleet represents at least 120 million daily transit seats; more than 40 times the available seats of the Nation's public transit systems.

But how efficiently are these automobiles used? You know the answer as well as I, for we only have to examine our own personal habits. Automobile urban work-trip occupancy now averages only 1.4 persons, and in auto-oriented cities like Los Angeles, where I lived and commuted for a decade, the rate is even less.

Raising the work-trip occupancy rate Nationwide to an average of just two persons per automobile would save at least five billion gallons of gasoline annually. To achieve this objective the Nation's commuters must turn to carpooling on a scale not seen since World War II.

Early this year Congress authorized 90/10 carpool incentive grants from the Highway Trust Fund to State and local agencies. Under this program over \$8 million in grants have been made to about 80 urban areas. These dollars have been used to develop such incentives as computer matching programs, fringe parking facilities, and a variety of preferential carpool driving and parking facilities. Since this program is scheduled to expire on December 31, the President will this week ask the Congress to extend it before the end of the current session. Much, much more needs to

be done--especially in providing incentives to those who carpool and disincentives to those who do not.

Our Department will shortly start, with the help of the Advertising Council, a Nationwide publicity campaign to promote carpooling. Our anti-inflation theme: "Double up, America. Two can ride cheaper than one."

We must make alternatives to the automobile more attractive to potential users, especially in our large and congested urban areas.

This, of course, is the goal of our Urban Mass Transportation Administration. Since 1970, this Administration has made over 750 separate capital grants--totaling \$3.1 billion--to help upgrade an enormous variety of mass transit systems. These grants have been used to help buy over 20,000 new transit buses, 2,000 new rail transit cars, 1,000 rail commuter cars, and to build some 200 miles of rapid rail transit track. In 1974, for the first time since World War II, public transit ridership is above the level of the prior year. Although the energy crisis has provided the push, I think our grant program must get credit for making the gains physically possible.

Although we expect to continue this program--and, in fact, have a major increase in the funding levels now pending before Congress--I must caution that there are limits to it.

In particular, I'd like to stress these three points:

Point one: We must not expect too much too fast from mass transit. As anyone who has tried to move about in New York or London or Paris at rush hours knows, a good mass transit system and enormous traffic

problems can easily co-exist. The New York City area, with its heavy population density, is probably unique among American cities in its ability to collect and then move as much as half of the people to work and back by mass transit. For a handful of the other very large urban areas--such as Philadelphia, Chicago, and Boston--numbers as high as 25-30% using mass transit may be attainable, but for virtually all the rest, 15 to 20% is more likely a realistic upper limit over the next decade.

Point two: Available mass transit technology is largely limited to fixed guideway (mostly rail) systems and to buses. Unfortunately, fixed guideway rail systems cost a very great deal (over \$40 million a mile for subways, generally), take a decade or so to plan and put into place, and are able to attract significant ridership only when serving densely populated corridors. Viewed strictly from a technical standpoint, in all but a very few situations buses are cheaper, more quickly available, and can be more flexibly adapted to changing commuting patterns. Unfortunately, too many automobile commuters do not yet view buses as a very appealing alternative.

Point three: Since the automobile will almost certainly be the principal form of urban transportation in most of our cities for a long time, we must aggressively seek ways to use it more efficiently--especially through better urban planning and better traffic management. Just as the automobile can be made environmentally clean and energy efficient, we must also turn our talents to making it more compatible with its urban physical setting.

Taking these above points into account, we conclude that for the bulk of our cities the mass transit "solution" lies more in better traffic management than in massive hardware building programs.

Consequently, our Department is developing--and will encourage local areas to implement--a number of incentive systems to force more efficient vehicular usage of our existing streets and highways. Without question our automobiles can be better "managed"--that is, can be better fitted into peak-hour capacity--by such approaches as work-hour staggering, carpooling, and by sophisticated traffic flow controls. Further, by creating special bus lanes and "minibus" home pick-up and delivery service, we should be able to entice reasonably large numbers of people to switch from their cars, especially as gasoline prices, downtown parking rates, and other costs of automobile ownership and usage rise.

All of this will, of course, take time and patience. But from the perspective of what can be done that will work at costs that the Nation can afford, I'm convinced that using incentives to encourage efficient usage of existing streets and highways is a direction we must push--and push hard.

PM Exhibit VI
8/2

KANSAS DEPARTMENT OF TRANSPORTATION
MASS TRANSPORTATION HEARINGS*

I. Person Vs. Commodity

Mass Transportation may infer that it means the transportation of large masses of people. It could more accurately be called public transportation because it typically involves transporting persons in vehicles that are available to transport other persons, the vehicle continues on its journey after the transported person leaves the vehicle and the driver has a different purpose for making the trip than the passenger. In other words, mass/public transportation may involve a 66-passenger bus or a small taxi.

In commodity movement, the definition is slightly different. Generally, mass transportation in commodity flow refers to rail, pipe line, and barge and not to truck or air.

This presentation will be limited to the transportation of persons rather than commodities.

II. Background and Status

Problems of congestion and mobility have been around for quite a while. However, only in the last two years has there been much attention given to the problem of mobility. In the past, "transportation" people have been charged with solving problems of congestion. Needs studies, feasibility studies, and most of the other analytical tools, are geared to relieving the problems or over-use.

Recently, individuals, agencies, and legislative units of government at all levels have become aware that a very serious transportation problem exists where volume of movement (congestion)

is nonexistent. The lack of mobility has as many undesirable consequences as does congested facilities.

To point out how real the mobility problem is, especially in the rural area and very small cities, I would like to repeat a story told by Mr. Willie Murray, Director of Senior Citizen's Programs for Southeast Kansas Community Action Program (SEKCAP) at a transportation workshop sponsored jointly by the Aging Section of Social and Rehabilitation Services (S.R.S.) and our Planning and Development Department staff. SEKCAP has a bus that takes the elderly from the surrounding towns into Coffeyville one day a week. One day, one of the bus drivers, who was in his upper 60's, told Mr. Murray that he would have to quit because he could not take it any longer. Mr. Murray asked him if the bus was too hard to handle. The driver said, "No, driving the bus is fine, it's the 109 sacks of groceries I have to help the old people carry into their houses that wears me out!"

It's sort of funny but it points out how important transportation is for these elderly folks to get to the grocery store or the doctor. It becomes even more important when the grocery store closes in their town, or when they lose their doctor.

A. Functional Categories

The characteristics of travel vary, depending on the nature of the population being served. Large urbanized areas are different than small urban areas. Intercity travel has different characteristics than does local travel. In the text is a table that outlines the different categories of mass transportation. We have reproduced

this table on this display board to make it easier to follow. The categories under "General Public" marked with an "X" show where the need to have service is feasible, and may be an alternative to relieve congestion. None of the categories under special groups are economically feasible but are considered as means of satisfying social needs. Service to the general public in small urban and rural areas is not needed enough to justify the cost.

In discussing both DOT and other agency involvement later in this presentation an attempt will be made to tie each program back into these categories.

<u>Category</u>	<u>User</u>	
	<u>General Public</u>	<u>Special Groups*</u>
1. Urbanized Area (50,000 and over)	X	X
2. Small Urban Areas (5,000-50,000)		X
3. Rural (Local Service) (Rural & cities under 5,000)		X
4. Regional		X
5. Intercity and Interstate	X	X

*Special Users Groups are the very young, the elderly, and physically or mentally handicapped.

B. Department of Transportation Involvement

The State Highway Commission and now the Department of Transportation has been involved in mass transportation to some degree for a number of years. As a result of the Federal-Aid Highway Act of 1962, it was required, among other things, that consideration be given to mass transportation in developing the long-range transportation plan in areas of over 50,000 population. To be realistic, however, because the transit companies in the three metropolitan

areas were under private ownership until recently and because no federal money was available, very little was done beyond collection of data and reporting on the current status of the system.

Specific involvement started in April, 1974 when the Director of the Services for the Aging Section of the Department of Social and Rehabilitation Services, contacted our Planning and Development Department staff about the provisions of the Rural Public Transportation Demonstration Program contained in Section 147 of the 1973 Federal Aid Highway Act. I would like to discuss those provisions in just a minute. Since that time, our involvement has been continually expanding not only with Section 147, but with several programs that were initiated by UMTA legislation.

At this time, I would like to summarize each program and highlight some of our activities in them.

Rural Public Transportation Demonstration Project

As was just mentioned, the program was initiated through the provisions of Section 147 of the 1973 Federal Aid Highway Act. Although a number of persons contacted us about this program, only three agencies were serious enough to put together a proposal that would demonstrate effective methods to properly manage a rural public transportation operation.

The three applications that we received and then submitted to the Federal Highway Administration (FHWA) were from the Aging Section of S.R.S., which covers the entire State, the Northeast Kansas Community Action Program at Horton which covers the five counties of Nemaha, Brown, Doniphan, Jackson, and Atchison, and from the Mid-America Regional Council (MARC) in Kansas City which serves Johnson, Wyandotte, and Leavenworth Counties in

Kansas and five counties in Missouri. Although the three applications were received and submitted in the names of the respective agencies listed, our staff was very much involved in the preparation of the first two.

In both assisting the applicants and in the rating that we made as part of our submittal, we were the most concerned with the two highest priorities listed in the guidelines -- that of local support and the likelihood of continuing after the demonstration period. We rated the applications in the order that I mentioned them here -- SRS, NEKCAP, and MARC. Incidentally, an identical application was submitted through the Missouri DOT by MARC.

Out of the 23 proposals from the four States in Region VII, our first two were ranked one and two by the Region VII Review Committee for submittal to Washington. We are now waiting to see what happens next. Since there is a little less than \$10 million appropriated nationwide, the competition is pretty keen.

If the project submitted by the Aging Division of S.R.S. is funded, it is anticipated that the Department of Transportation would provide the staff support to coordinate the program and that the State Highway Advisory Commission would advise and assist with problems that individuals or groups face in seeking transportation services.

In referring back to the chart -- this program applies to small urban and the rural areas. Anyone may use the service but it is to be tailored to meet the needs of the poor, elderly and handicapped.

PRINCIPLES

Principles which strongly influenced the thinking of the TMTA in determining how objectives should be achieved were:

1. Policies which influence rather than accommodate demand should be sought.

The more astute observers of the urban transportation problem agree that approaching the demand side (as distinct from the supply side) offers the only real hope of halting the endless race between traffic growth and capacity of the transportation system. Curiously, the possibility of influencing and channeling transportation demand to bring it more nearly into balance with supply, has been almost entirely overlooked. To merely satisfy "needs" in today's auto-dominated society is to pursue environmentally counterproductive and fiscally irresponsible policies.

2. A coordinated system of multi-modal incentives and disincentives should be incorporated in the program.

In the past, many noteworthy efforts to increase transit patronage have failed because they were one-dimensional, that is, they focused almost exclusively upon transit variables and did not simultaneously provide supportive parking policies. To encourage bus ridership and at the same time to continue making all-day parking inexpensive and convenient would be self-defeating. Conversely, to discourage driving to work and at the same time not make improvements to the mass transit system would also be self-defeating.

3. The price mechanism should be more fully used.

Our examination of the transportation problem in Topeka revealed a failure to take full advantage of leverage inherent in the price mechanism. For example, some employees are encouraged to drive to work by the provision of low cost employer-provided parking spaces. Such subsidies do not take into account the fact that rush hour driving is extremely expensive from a municipal-fiscal point of view because so many special facilities (roads, signals, etc.) have to be provided primarily to accommodate this peak load. Significantly, government employers do not encourage employee use of buses through similar subsidies. A price schedule based upon a sounder utilization of the price mechanism should not forbid driving to work, but it should say to the employee that the community would benefit more and hence charge less if he would not drive his car to work.

STATE OF KANSAS SUBSIDY

The State of Kansas employs roughly 7,000 persons in Topeka with the majority of those located in the Central Business District. The State of Kansas has subsidized these employees by the provision of parking at an artificially low price. It is proposed that the State of Kansas offer an alternative form of subsidy to support transit as a mode of transportation in the Kansas' future. Approximately one and one-half urban city blocks are surface parking for state vehicles and state employee privately owned vehicles. State employees also park in large numbers on unmetered residential streets to the west of the State Office Buildings. They are also provided free lots at several outlying locations for their automobile use. In order to offer an alternative, the TMFTA proposes the State of Kansas enter into a contractual agreement with Intracity Transit to provide service to those employees desiring to use mass transit.

The current subsidy for surface parking was computed in the preliminary report to the Capitol Area Plaza Authority to be \$5.50 per employee. A figure of \$10.50 per month per surface space was used as an average cost minus the \$5.00 the employee paid to the State of Kansas leaving the \$5.50 subsidy. Structured parking subsidy was much higher-- computed at \$21.60 per month. Underground parking was subsidized at \$35.34 per month. This is based on a 30 year debt at 7% interest. A transit subsidy would relieve the State of Kansas from acquiring extra land and constructing parking (inflation is also driving these costs much higher).

The current rider fare is 30¢ for a one way trip. This fare is subsidized by equal amounts from a mill levy and local revenue sharing. The fare is therefore heavily subsidized by local government. A fare increase is not projected. Transfers are free in Topeka, while some cities charge for transfers.

There are no zone charges for longer trips.

If the State of Kansas would pay \$5.00 per month per employee riding the bus, they would pay less than they are subsidizing the automobile driver; Kansas would have to acquire less city land; Kansas would not be forced to provide parking (at a \$5.50 month subsidy) to their employees; the employee would pay \$2.00 per month more and receive a ride to and from work; the Legislature would conserve gasoline in the urban area of Topeka for possible use elsewhere in the State; and, the local transit Company could provide better service with the additional income.

The State of Kansas would pay \$5,000 per month per 1,000 employees riding Intracity Transit. This compares iwth the \$5,500 subsidy per month the Capitol Area Plaza Authority report reveals as State subsidy to the auto driver in the current situation. In the long run the State of Kansas could encourage fuel savings and expend fewer dollars in employee subsidy by cooperating with the Topeka Metropolitan Transit Authority. The employee would spend two dollars more per month to ride to and from work than he/she now spends just to park the automobile once they have arrived in the CBD and City land would be better utilized in buildings, residences, retail activity or open space than to place it under the burden of parking automobiles.

APPENDIX B

BUS PASS (TICKET) CONSIDERATIONS

DISTRIBUTION CONSIDERATIONS

Performance Specifications

Several performance specifications for the bus pass are desired. Specifically, the bus pass system should:

- A. Allow a simple billing and accounting system to be devised.
- B. Enable detailed evaluation of employee commutation behavior.
- C. Anticipate and prevent abuses arising from its use.
- D. Be easy and convenient to purchase from the employee's point of view and to sell and administer from the employer's point of view.

Ticket Specifications

General Specifications

- A. The Bus Pass should be printed on heavy watermark, noncounterfeit paper stock suitable for driver punching.
- B. The Bus Pass should be 2 3/4 by 3 1/2 for convenient wallet and purse storage.
- C. The tickets should be printed as loose cards and string-tied for distribution.
- D. Each Bus Pass should be consecutively numbered so that a strict accounting and distribution system could be maintained.

Front Side Contents


- A. General identification such as Intracity Transit Bus Pass, etc.
- B. Space for the employee's signature.
- C. Space for punches.

Rear Side Contents

- A. A warning for fraudulent use.
- B. A statement saying that identification must be presented to the driver upon request.

- C. A clear statement that the Bus Pass is good only for prior to 9 A.M. and after 4 P.M. travel.
- D. A statement of time life or dated value of the Bus Pass.

A Bus Pass similar to the one we envision is shown below:

A.M.	1	2	3	4	5	6	7	8	9	10	11	12	
P.M.	1	2	3	4	5	6	7	8	9	10	11	12	
											13	13	
MONTHLY PASS \$12.00 Subject to T.M.T.A. regulations on back.											14	14	
_____ signature											15	15	
											16	16	
											17	17	
31	30	29	28	27	26	25	24	23	22	21	20	19	18
31	30	29	28	27	26	25	24	23	22	21	20	19	18

Envisioned Distribution and Accounting Procedures

- A. A network of government distribution points would be set up. Administrative guidelines would be prepared to assure that distribution points would be easy to administer and convenient for users.
- B. Packets of numbered Bus Passes would be sent on consignment to designated sales points.
- C. Employees would purchase tickets at the authorized sales point by paying \$7.00 per monthly ticket and signing each ticket in the presence of the authorized sales person. The authorized sales agent would in turn enter the ticket number, customer's name, date of sale, etc., in a log.
- D. Periodically, perhaps monthly, the employer would add his portion of cost to all tickets sold and transmit same to the Topeka Metropolitan Transit Authority, (TMTA).
- E. The bus driver would punch the bus pass for each ride except the last at which time the employee would relinquish the ticket to the driver who would then turn it in to TMTA along with daily cash revenues.
- F. To make the purchase of the bus passes as easy as possible for the employee and employer, a payroll deduction system would be developed.

Evaluation

All tickets would be collected by the bus driver on the last use, sorted by Intracity Transit and stored for evaluation.

Because the employer, employee, departmental and section affiliation could be obtained from all collected bus passes (via the numbering system) a very precise evaluation of employee travel behavior can be done.

As a refinement to the evaluation system, it might be useful to prepare a coded system for identifying home and job addresses so that participation in the program could be related to job-home linkage considerations, etc. Still other information might be easily obtained for evaluation purposes (such as distance of home and workplace from the bus stop) by asking each employee who enters the program to fill out a simple questionnaire providing such appropriate supplemental information.

Appendix C

Excerpted Comments from a Preliminary report of the Capital Area Plaza Authority as concerns parking.

The Capitol Plaza is basically an office use in a downtown location. The majority of office workers on the Plaza do not need cars during working hours. If the standard of one space for each 1,000 sf of office space were applied to the Plaza, the 1995 parking requirements would be 2,100 spaces for office users. In addition to this, spaces would also be needed for visitors.

Parking -

1. Previous studies have linked parking demand to the increase in employees and building space growth and have identified needs of approximately 4,800 spaces by 1995, a net increase of 3,000 over present spaces. Later portions of this report discuss transit and other options which may reduce parking requirements below this amount.

A synthesis of environmental and economic factors, land available, indicates that the Plaza can accommodate a mix of approximately 300 surface parking, 1,000 underground parking and 1,500 structured parking spaces for a total of 2,800 spaces on the Plaza. Although the cost of providing underground parking may be determined to be prohibitive, underground spaces can be provided at a cost of about 6.5 million. Although neither surface nor garage parking will be self-sustaining under present fees, the underground parking will require by far the heaviest subsidy. These monthly per space subsidies are estimated to amount to \$4.50 for surface parking, \$21.60 for structured parking and \$35.34 for underground parking when a \$5/month fee is assumed.¹

The two options for parking provisions are noted on the following page. As Option 1 is pursued, simultaneous actions are to be taken which might reduce the demand for parking spaces. Such actions might include transit subsidies

¹Based on the premises of 30-year debt at 7% interest the subsidy for each type of parking was computed as follows: Surface - \$10.50 per month per space minus \$5.00 leaves \$4.50 subsidy; Structured parking - \$26.00 per month per space minus fee leaves \$21.60 subsidy; Underground parking - \$40.34 per month per space minus fee leaves \$35.34 subsidy. These fees and subsidies were computed from the parking analysis completed during the preparation of this Master Plan.

which are equitable with the estimated parking subsidies noted on the preceding page; parking fee schedules which encourage car-pools; and support for land development which will bring workers within walking or bicycling range. Depending upon the success of these or other strategies, the implementation of Options 1 and 2 may be delayed or omitted from funding schedules.

Option 1 - Providing 2,800 parking spaces on the Capitol Plaza primary site, plus State subsidy to transit users.

Option 2 - Providing 2,800 parking spaces on the Capitol Plaza primary site, plus acquisition and State subsidy for up to 2,000 additional spaces off the Plaza. Possible sites for off-Plaza parking include a parcel north of Eighth between Topeka and Harrison and a parcel east of Jackson south of Tenth Avenue.

Given the type of parking needs and the resources available, parking configurations must relate to available land resources, applicable regulatory measures and should consider options for reducing parking. These options may include car-pools, public transit and new land use patterns to encourage walking and/or bicycling.

2-11-76
10:00 AM

TOPEKA METROPOLITAN TRANSIT AUTHORITY

1976 Legislative Proposal

PROPOSED BILL

An Act Allowing

The Secretary Of Administration

To Contract With

Certain MTA's For

Payment Of Part Of

The Fares Incurred

By State Employees

11
Subject Area: Payment of part of the fares incurred by state employees in travel to and from work.

Proposal Summary: This proposal allows the secretary of administration to enter into a contract with certain metropolitan transit authorities for a plan to pay up to \$5.00 per month per employee, of the fares incurred by the state employee in riding to and from work on transit authority buses. (For the administrative details of such a plan see attachment).

Fiscal Aspects: The State of Kansas currently subsidizes state employees by providing parking at an artificially low price. Approximately one and one-half urban city blocks are surface parking for the state vehicles and state-employee privately owned vehicles. State employees also park in large numbers on unmetered residential streets to the west of the state office buildings and are provided free lots at several outlying locations.

The current subsidy for surface parking was computed in the preliminary report to the Capitol Area Plaza Authority to be \$5.50 per employee. A figure of \$10.50 per month per surface space was used as an average cost minus the \$5.00 the employee paid to the State of Kansas leaving the \$5.50 subsidy.

In order to offer an alternative, the TMTA proposes the State of Kansas enter into a contractual agreement with Intracity Transit to provide service to employees desiring to use mass transit. A monthly pass could be purchased from I.T. at \$12.00 for 40 rides. If the State of Kansas would pay \$5.00 per month per employee riding the bus, it would pay less than it is now subsidizing the automobile driver; Kansas would have to acquire less city land; Kansas would not be forced to provide parking (at a \$5.50 month subsidy) to their employees; the employee would pay \$2.00 per month more and receive a ride to and from work; the Legislature would conserve gasoline in the urban area

for possible use elsewhere in the State; and the transit company could provide better service with additional income.

Conclusion: By entering into such an agreement the State would save money, land, and energy. The employee would have a viable alternative to the automobile and the mass transit authority could operate a more efficient system.

For a suggested approach see attachment.

League Proposed Amendments to K. S. A. Supp 79-3425c

79-3425c. Apportionment of special city and county highway fund; apportionment of county equalization and adjustment fund; credit and use. (a) On January 15, April 15, July 15 and October 15 of each year, commencing July 15, 1970, the state treasurer shall apportion and pay to the several counties of the state fifty-seven percent (57%) of the moneys in the special city and county highway fund, created by K. S. A. 1971 Supp. 79-3425, and shall apportion and pay to the several cities of the state the remaining forty-three percent (43%) of such moneys.

(b) The allocation and payment to each county under the provisions of this section shall be made in the following manner:

First, Each county of the state shall receive a payment of five thousand dollars (\$5,000);

Second, Of the balance remaining, fifty percent (50%) thereof shall be apportioned and paid to each county in the proportion that the total amount of money collected in such county from motor vehicle registration fees for the preceding calendar year bears to the total amount of money collected in all counties from motor vehicle registration fees for the preceding calendar year;

Third, The remaining fifty percent (50%) of such balance shall be apportioned and paid to each county in the proportion that the average daily vehicle miles traveled in such county for the preceding calendar year bears to the average daily vehicle miles traveled in all counties of the state for the preceding calendar year. In the event that the amount of money received by any county pursuant to the foregoing distribution formula during the period of July 15 of any year, commencing in the year 1970, to April 15 of the next succeeding year is less than the total amount received by such county and all cities located within such county from the county road and city street fund, the special city and county highway fund, the county and township road fund and the special motor carrier fee county road fund during the period from July 1, 1969, to June 30, 1970, plus the total amount such county and all cities located within such county would have received on July 15, 1970, from the special city and county highway fund based on the formula for distributing said fund prior to the effective date of this act, then on April 15 of each year, commencing April 15, 1971, the state treasurer shall apportion and pay to each such county from the county equalization and adjustment fund the amount necessary to raise the amount received pursuant to the foregoing distribution

to the total amount received from the four (4) aforementioned funds during said period of time plus the total amount such county and all cities located within such county would have received on July 15, 1970, from the special city and county highway fund based on the formula for distributing said fund prior to the effective date of this act. In the event that there is insufficient funds in the county equalization and adjustment fund to pay each such county the amount to which it is entitled, each such county shall receive a payment in the proportion that the amount to which such county is entitled bears to the amount to which all such counties are entitled. In the event that there is money remaining in said fund after such distribution, the state treasurer shall distribute the balance to the several counties in the manner provided in the second and third clauses of the foregoing formula for distributing moneys to counties from the special city and county highway fund.

All such payments shall be made to the county treasurers of the respective counties, and upon receipt of the same:

(1) The county treasurer of each county having a population of more than one hundred fifty thousand (150,000), except counties designated as urban areas, shall credit fifty percent (50%) of the moneys so received to the road and bridge fund of such county and apportion and pay the remainder of such moneys to the several cities located in such county;

(2) The county treasurer of each county having a population of more than thirty-four thousand (34,000) and not more than one hundred fifty thousand (150,000) shall credit ninety percent (90%) of the moneys so received to the road and bridge fund of such county and apportion and pay the remainder of such moneys to the several cities located in such county; and

(3) The county treasurer of each county having a population of not more than thirty-four thousand (34,000) and of each county designated as an urban area shall credit all of the moneys so received to the road and bridge fund of such county.

Not less than twenty-five percent (25%) of the amount received by each county and credited to the county road and bridge fund under the provisions of this section shall be expended by the county on mail and school bus routes on county roads as defined in K. S. A. 68-101. Payments to the cities under the provisions of this subsection (b) shall be:

in the proportion that the population of each city bears to the total population of all cities located in the same county as such city.

In counties which have not adopted the county-unit road system, the amount of money retained by such counties after distribution to the cities within such county pursuant to this subsection (b) shall be distributed to each township within such county in not less than the proportion that the amount of money received by each such township from the county and township road fund during the period from July 1, 1969, to June 30, 1970, bears to the total amount of money received by such county from the county and township road fund, the county road and city street fund, the special motor carrier fee county road fund and the special city and county highway fund during the period from July 1, 1969, to June 30, 1970, plus the amount such county would have received on July 15, 1970, from the special city and county highway fund based on the formula for distributing said fund prior to the effective date of this act. All payments to townships hereunder shall be made to the treasurers thereof, and all moneys so received shall be deposited in the general road fund of such township.

(c) The allocation and payment of moneys to the several cities of the state from the special city and county highway fund shall be in the proportion that the population of each such city bears to the total population of all cities in the state. All such payments shall be made to the city treasurers of the respective cities, and upon receipt of same the city treasurer of each city shall credit the same to a separate fund to be used for the construction, reconstruction, alteration, repair and maintenance of the streets and highways of such city.

(d) For the purposes of this section, the average daily vehicle miles traveled in each county shall be as determined by the state highway commission, but it shall not include miles traveled on interstate highways, and the population of each city shall be as reported in the last preceding annual enumeration by the state board of agriculture. [K. S. A. 79-3425c; L. 1970, ch. 397, § 7; L. 1970, ch. 398, § 4; L. 1972, ch. 376, § 1; July 1.]

; Provided, That any city may expend not to exceed twenty five percent (25%) of the moneys received pursuant to this section and credited to said fund for the purpose of establishing, developing, improving, maintaining or subsidizing public transportation, if the expenditure of such moneys therefor can reasonably be anticipated to reduce the vehicular usage of and traffic on the streets and highways within such city and within the county or counties in which such city is located. As used in this subsection, the term "public transportation" shall mean any system of vehicular transportation of passengers for compensation which operates primarily within the corporate limits of a city, including streetcars, motor buses and motor vehicles, together with all plants, equipment, property and rights incidental thereto.

League Proposed Amendments to K. S. A. Supp 79-3408

79-3408. Rate of tax; allowance for certain losses, exceptions; exempt transactions. From and after twelve-o-one (12:01) a. m. July 1, 1969, a tax of seven cents (7¢) per gallon, or fraction thereof, is hereby imposed on the use, sale, or delivery of all motor-vehicle fuels used, sold, or delivered in this state for any purpose whatsoever. Said tax shall be paid but once. Said tax shall be computed on all motor-vehicle fuels received by each distributor, manufacturer or importer in this state and paid in the manner provided for herein: *Provided*, That an allowance of three percent (3%) of the total gallonage received during each calendar month shall be made and deducted by the distributor to cover all ordinary losses in handling such motor-vehicle fuels: *Provided, however*, That no allowance shall be made on any motor-vehicle fuel exported from the state or sold to the United States of America or any of its agencies or instrumentalities as are now or hereinafter exempt by law from liability to state taxation: *Provided further*, That a distributor shall not be entitled to such allowance unless the principal business in which he is engaged is the business of marketing motor-vehicle fuels or petroleum products: *And provided further*, That no such allowance shall be made for any motor-vehicle fuel sold or disposed of to a consumer in tank car, transport, or pipe-line lots. No tax is hereby imposed upon or with respect to the following transactions:

- (a) The sale or delivery of motor-vehicle fuel by a duly licensed distributor, manufacturer or importer to another duly licensed distributor, manufacturer or importer.
- (b) The sale or delivery of motor-vehicle fuel for export from the state of Kansas to any other state or territory or to any foreign country.
- (c) The sale or delivery of motor-vehicle fuel to the United States of America and such of its agencies as are now or hereafter exempt by law from liability to state taxation.
- (d) The sale or delivery of motor-vehicle fuel to a contractor for use in performing work for the United States or those agencies of the United States above mentioned, provided such contractor has in effect with the United States or any such agency a cost-plus-a-fixed-fee contract covering the work.

- (e) The sale or delivery of motor-vehicle fuel to city or county operated passenger transit operations.

Each distributor, manufacturer or importer shall make full reports and furnish such further information as the director may require with reference to all transactions upon which no tax is to be paid. [K. S. A. 79-3408; L. 1970, ch. 397, § 5; L. 1970, ch. 398, § 2; July 1.]

League Proposed Amendment to K. S. A. 66-1,109

REGULATION OF MOTOR CARRIERS OF
PERSONS AND PROPERTY

66-1,109. Motor carriers not affected.
This act shall not apply to:

(a) Motor carriers who shall operate wholly within the corporate limits of a city or village in this state, or between contiguous cities or villages in this state or in this and another state, or between any city or village in this or another state and the suburban territory in this state within three (3) miles of the corporate limits thereof: *Provided*, That none of the foregoing exemptions shall apply to motor carriers of passengers (other than motor carriers of passengers operating as a part of the general transit system serving any such city or village in this or another state) operating on regular routes and time schedules between any city or village in this or another state, and the suburban territory in this state;

or a publicly subsidized system serving the public at no or nominal charge when not in competition with certified common carriers)

AM 8/27/75
Exhibit



TOPEKA METROPOLITAN TRANSIT AUTHORITY
201 North Kansas Ave. / Topeka, Kansas 66603 / Phone (913) 354-9571

TRANSIT OPERATIONS FACT SHEET

TOPEKA METROPOLITAN TRANSIT AUTHORITY

FISCAL YEAR

1. Service Area Size (Sq. Miles)	50
2. Number of Routes	14
3. Route Miles	2400 Week
a. Local Service	800 Sat.
4. Annual Seat Miles of Travel	34,290,000
5. Annual Vehicle Miles of Travel	
a. Scheduled bus operations	762,000
b. Special Bus Operations	11,000
c. Total	773,000
6. Ridership	
a. Annual	770,000
7. Fare Structure	
a. Adult	30¢
Under 5 1st child	Free
b. Child Student	20¢
c. Older citizens & physically impaired	15¢

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8. Annual Total Operating Costs

	% of Total
a. Equipment, Maintenance & Fuel	9.5
b. Transportation Drivers & Helpers, etc.	58.5
c. Station	0.2
d. Traffic, Advertising, etc.	5.0
e. Insurance and Safety	4.4
f. Administrative & General	15.2
g. Operating Taxes & Licences	3.4
h. Downtown Terminal	3.8
i. Total	100.0

*Excludes Depreciation & Amortization chargeable to Operations

9. Operating Cost Per Vehicle Mile \$.8473

Price Changes from Mobil Oil Co. from
Dec 1973 to July 10, 1975

Dec 11 1973	.33500			
Jan 2 1974	.3350			
Jan 15, 1974	.4290	Later Corrected to .45.50	.3090 + .1200	.3750 + .800
Feb 5 1974	.3950	.3150 + .800		
Feb 27, 1974	.3950	" "		
Mar 21, 1974	.3550	.2750 + .800		
Apr 6, 1974	.4350	.3550 + .800		
May 1, 1974	.4350	.3550 + .800		
May 21, 1974	.4350	" "		
Jun 11, 1974	.4745	.3950 + .800	- Disc .0005	
Jul 3, 1974	.4750	.3950 + .800		
Jul 23, 1974	.4750	" "		
Aug 1, 1974	.4750	" "		
Aug 17, 1974	.4750	" "		
Aug 30, 1974	.4750	" "		
Sept 17, 1974	.4750	" "		
Oct 2, 1974	.4750	" "		
Oct 15, 1974	.4250	.3450 + .800		
Nov 1, 1974	.4250	" "		
Nov 14 1974	.4245	.3450 + .800	- Disc .0005	
Nov 26, 1974	.4250	.3450 + .800		
Dec 18, 1974	.4250	" "		
Jan 3, 1975	.4250	" "		
Jan 22, 1975	.4250	" "		
Feb 12, 1975	.4190	.3450 + .800	- Disc .0060	
Feb 24, 1975	.4190	" "	" "	
Mar 15, 1975	.4250	.3450 + .800		
Apr 3, 1975	.4250	" "		
Apr 22, 1975	.4350	.3550 + .800		
May 3, 1975	.4250	.3450 + .800		
May 16, 1975	.4350	.3550 + .800		
Jun 6, 1975	.4400	.3600 + .800		
Jun 26, 1975	.4400	" "		
Jul 10, 1975	.4500	.3700 + .800		

SUMMARY COMMENTS

With the current economic problems many of which come from the fuel crisis, the smaller transit systems (200,000 people or less) are playing as important a role in conserving energy as larger transit systems.

A very good example of this is within our own system in Topeka, Kansas. Last year our Annual Vehicle Miles of Travel for scheduled bus operations were 762,000 miles, while our Annual Seat Miles (number of scheduled miles X the number of seats in fleet) was 34,290,000, which is a 33,528,000 mile possible savings. This means simply, that we provided the opportunity for our passengers to ride 34,290,000 miles with only 762,000 miles of fuel usage. If the standard automobile averaged 15 miles per gallon, our system alone would have saved a possible 2,235,200 gallons of fuel for other uses. (See Transit Fact Sheet).

Composite of all smaller transit systems would show that their impact can be as great as the effects larger systems have within their areas.

I feel that the major problem small and large systems have in common is to change the attitudes of our public. While a portion of our population might move to transit with increased fuel costs, we have data that shows a significant portion would not alter their transportation mode.

In a recent survey of bus users and non-users, which may or may not reflect the entire Topeka community, we found the following responses to this question:

What gasoline price per gallon would cause you to use public transit?

TOTAL	60¢	11%
	75¢	13%
	\$1.00	10%
	\$1.25	3%
	No Factor	37%
	No Response	26%

It is interesting to note that if fuel reaches 75¢ per gallon, 24% of the respondent would consider public transit. However, 37% still said fuel price was no factor and 26% did not respond. The bus users did not respond (40%) to fuel price and said it was no factor (33%). These replies are consistent since they ride the bus anyway. The non-user replied that price was no factor (46%) but only 12% did not respond. The awareness of fuel cost at least invoked some response and 8% stated that 60¢ per gallon would make them consider mass transit. The infrequent user was very tuned into fuel prices. Thirty-one percent said 60¢ would do it, 13% at 75¢ and 25% at \$1.00, with only 25% price was no factor. Thirty five percent of the community group respondents stated \$1.00 per gallon was sufficient to make them consider public transit.

If urban areas are conserving fuel, then supply for rural areas can be increased. In this manner the needs of all Kansans are met via an effective coordinated public transportation program.

August 27, 1975
8/27/75

STATEMENT TO THE
SPECIAL INTERIM COMMITTEE ON TRANSPORTATION AND UTILITIES

by

Dean Katerndahl, Transportation Coordinator
City of Kansas City, Kansas

The City of Kansas City, Kansas contracts with the Kansas City Area Transportation Authority, the regional transit operator, to provide public transportation for its citizens. The costs for this service have risen sharply in the last few years. Public transportation for the 1973-1974 contract year cost the City \$60,000. For somewhat reduced service for the 1974-1975 contract period, the cost will be approximately \$237,000.

Despite the rising costs, the City recognizes the need for public transportation, especially for the old, the young and the poor. Because of this the City has attempted to improve public transportation. A year ago, the Neighborhood Express was begun. This is a once a week, six route service primarily for senior citizens. It currently serves about 600 passengers a week.

In March of this year, it reinstated weekend service after it had been redesigned to better serve the needs of the citizens. This summer the City has conducted a thorough study of the entire transit system with the view to making major improvements next year.

These improvements will be funded by the City and a match from UMTA Section V Federal funds. These funds are very timely and will help the City maintain its public transportation services. However, the City does not have the financial resources to make maximum use of these funds. A considerable portion of the City's allotment over the next five years (500,000 - 800,000 dollars) will be unused because the City cannot find adequate local match. This unused allotment will probably be spent in Kansas City, Missouri which has adequate matching funds.

The State currently has control over Federal funds which can be used for transportation. Title III of the Older Americans Act provides funds to the States to be

.istributed for transportation as well as many other senior citizen programs. These funds in Kansas are administered by the State Department of Social and Rehabilitation Services. This department has in the past restricted the use of these funds to services related to the nutrition program operated under Title VII. Thus although surveys have indicated that transportation is the number one need of senior citizens in Wyandotte County and although the Federal Government encourages the use of Title III funds for transportation, the State Department of Social and Rehabilitation Services' regulations have prevented such use.

In conclusion, I would like to make three suggestions for the Committee's consideration.

1. The State, through the Department of Transportation, encourage the study of and planning for all forms of public transportation.
2. The State encourage public transportation operations throughout the state through financial incentives. In urban areas these funds could be used to match UMTA Section V funds.
3. The State insure that local governments and organizations have the opportunity to use state administered Federal funds for public transportation if Federal regulations permit such use.

MEMORANDUM

TO: William R. Bachman, Director of Legislative Administrative Services August 6, 1976

FROM: Phillip E. Jones, Director of Legislative Research Department

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In accordance with your request of July 19th, enclosed are two sets of the minutes of the meeting of the Special Committee on Ways and Means which was held on November 7, 1975.

Regarding the meeting of the Special Committee on Transportation and Utilities in Wichita on October 15 and 16, 1975, no minutes were prepared because this meeting was called in order to allow the Committee members to attend a highway safety conference which was being held in Wichita at that time, and no separate Committee meetings were held as such.

With respect to July 23 and September 17, 1975, meetings of the Special Committee on Welfare Overview, I understand that minutes were drafted for these meetings, but they have been lost or misplaced and copies thereof are consequently not available.

I hope this information will assist you with your records.

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