

Approved 2-1-84
Date

MINUTES OF THE House COMMITTEE ON Ways and Means

The meeting was called to order by Bill Bunten at
Chairperson

1:30 ~~am~~/p.m. on Tuesday, January 24, 1984 in room 514-S of the Capitol.

All members were present except: Representative Heinemann (excused)

Committee staff present: Lyn Goering, Legislative Research
Gloria Timmer, Legislative Research
Ray Hauke, Legislative Research
Jim Wilson, Office of the Revisor
Dave Hanzlick, Administrative Assistant
Nadine Young, Committee Secretary

Conferees appearing before the committee:

John B. Kemp, Secretary of Transportation

Others present: (Attachment I)

Chairman called the meeting to order at 1:30 p.m.

Staff members were asked to complete their assignments on fee agency budgets as soon as possible.

Mr. John Kemp, Secretary of Transportation, addressed the committee and introduced Robert Haley, Carl Tramel and Nancy Zielke, who are all members of his staff. His presentation focused on outline of the budget and transportation related issues. (Attachment II). Mr. Kemp thanked the committee for their efforts in providing a funding package in 1983, which gave his department the necessary resources needed to preserve and upgrade the state's highway system. In talking about specific directions and programs, he stated that the funding program consists of a multi-year preservation and improvement program of approximately one billion dollars, a firm program totaling \$450 million for FY84 and 85; and a tentative program for FY86 thru FY88 of approximately \$600 million.

A quick review of legislative action last April pointed out four income streams in the funding package. 1. Transfer from the freeway fund of \$65 million; 2. Transfer from the general fund an amount equal to an estimated \$5 million in 1984 and \$10 million in 1985; 3. Transfer from the motor fuel tax consisting of two increments, 2¢ a gallon increase effective July 1 of about \$14 million and 1¢ a gallon increase effective January 1 -- all going to KDOT; and 4. Transfer of responsibility for the State Highway Patrol from the state highway fund into the general fund, beginning FY85.

His address pointed out the four areas involved in the multi-year program, which are Surface Preservation, Rehabilitation and Reconstruction, New Construction and heavy emphasis on Repair of Existing Bridges.

Mr. Kemp ended his presentation by saying, "we now have a consensus plan for going into a more sophisticated method of handling project priority, and this system will go to computer for faster analysis".

Chairman asked for discussion. Representative Meacham asked what percent of time is expended for which there is no hard data. Mr. Kemp replied that now most everything is done from the engineer's judgement based on his observations. He stated that the greatest need is for a system to handle project priority.

Representative Dyck asked about decrease in personnel, what area did most of the decreases occur. Mr. Kemp replied that mostly maintenance people out in the field were affected. He said they are looking at how they can cut out some activities and also will do more contract work for surface preservation, keeping in mind the free enterprise system.

Mr. Kemp continued his presentation in the area of roadside parks. He said there would be a significant reduction in this area, particularly in the maintenance area and that these actions would allow the department to address

CONTINUATION SHEET

MINUTES OF THE House COMMITTEE ON Ways and Means,
room 514-S, Statehouse, at 1:30 ~~am~~/p.m. on Tuesday, January 24, 1984

the more critical needs of highways and bridges.

Representative Rolfs asked how many positions would be eliminated as a result of closing some of the parks. He replied that many of the employees would be shifted around to work in areas of higher priority. He estimates a total in savings of about \$470,000 per year as a result of personnel cut back, and savings in materials and equipment use.

Representative Chronister asked if most of the 79 facilities, in his opinion, were run down and antiquated. Mr. Kemp replied that most of them are and that it's difficult to keep them in good condition due to vandalism.

Representative Louis asked about the proposed program for using inmates for roadside park upkeep. Mr. Kemp replied that his staff is soon to meet with Department of Corrections to work out a plan and that he would have something underway within 30 days.

Chairman asked about the health insurance increase in FY85 appropriations. He said that it amounts to about \$85 per month, essentially the same as this year.

Chairman asked about a figure for the increase in computer base, increase in base on utilities and about gasoline and diesel fuel cost -- what's in the budget for this year. Mr. Kemp replied that these figures were not at hand, but his staff would provide answers and report back to the committee.

Question arose on number of quick claim cases due to defective roads. Representative Luzzati asked what most of these claims stem from and if there is a figure on how many claims are filed as result of personal injury. Mr. Kemp stated he would also report back on this question.

Meeting adjourned at 2:30 p.m.

GUESTS -- 1984

1-24-84

<u>Name</u>	<u>Address</u>	<u>Representing</u>
1. Mitchell Lousch (intern)		Rep. Harold Dyck
2. Mike BROWNING	KLDH-TV	KLDH-TV
3. Michael WALKER		AFSCME Council 64
4. Stan Martin	325 Broadway, Abilene	
5. Stan Stewart	Abilene	City of Abilene
6. Nancy Zielke-Bissel	Topeka	KDOT
7. Carl W. Trammel	"	"
8. Robert Haley	"	"
9. Dick Kuerth	"	Budget
10. John B Kemp	Topeka	KDOT
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KANSAS DEPARTMENT OF TRANSPORTATION

STATE OFFICE BUILDING—TOPEKA, KANSAS 66612



JOHN B. KEMP, Secretary of Transportation

JOHN CARLIN, Governor

MEMORANDUM TO: HOUSE WAYS AND MEANS COMMITTEE

FROM: JOHN B. KEMP, P.E.
SECRETARY OF TRANSPORTATION

DATE: JANUARY 24, 1984

I APPRECIATE THE INVITATION TO APPEAR BEFORE THIS COMMITTEE TO OUTLINE AND DISCUSS BUDGET AND TRANSPORTATION RELATED ISSUES. IT IS DISTINCTLY A PLEASURE TO APPEAR BEFORE YOU AND NOT HAVE TO PLEAD OUR NEED FOR INCREASED HIGHWAY FUNDING. INSTEAD, I CAN TALK ABOUT A SPECIFIC DIRECTION AND PROGRAM. THROUGH THE EFFORTS OF THE GOVERNOR, EACH OF YOU ON THIS COMMITTEE, AND MANY OTHERS, A HIGHWAY FUNDING PACKAGE WAS PROVIDED BY THE 1983 LEGISLATURE. I THANK YOU FOR PROVIDING THE NECESSARY RESOURCES SO THAT THE DEPARTMENT OF TRANSPORTATION, AND LOCAL UNITS OF GOVERNMENT, COULD SET ABOUT THE TASK OF THE PRESERVATION AND IMPROVEMENT OF THE STATE HIGHWAY SYSTEM.

Atch. II^a

OVERVIEW

THE BUDGET YOU ARE CONSIDERING FOR THE DEPARTMENT OF TRANSPORTATION FOR FY 1985 EMBODIES TWO SIGNIFICANT MILESTONES: (1) THE RESURGENCE OF CAPITAL IMPROVEMENTS SUFFICIENT TO REVERSE DETERIORATION AND BEGIN IMPROVEMENT TO THE HIGHWAY SYSTEM AND (2) THE ACHIEVEMENT OF MANY ECONOMY AND EFFICIENCY MEASURES. THE ADDITIONAL REVENUE PROVIDED FROM BOTH STATE AND FEDERAL SOURCES AND AVAILABLE BEGINNING IN FY 1984 IS TO THE MAXIMUM EXTENT POSSIBLE BEING DIRECTED TO ROAD IMPROVEMENT PROJECTS. IN FY 1983, CAPITAL IMPROVEMENT EXPENDITURES WERE APPROXIMATELY \$60 MILLION. HOWEVER, THE EXPECTED CAPITAL IMPROVEMENT EXPENDITURES IN FY 1984 AND FY 1985 ARE ONLY SLIGHTLY LESS THAN \$200 MILLION A YEAR. WHILE KDOT HAS RECEIVED SUFFICIENT FUNDS TO HAVE A SIGNIFICANT ROAD IMPROVEMENT PROGRAM, KDOT WILL CONTINUE EFFORTS TO INCREASE THE EFFICIENCY AND EFFECTIVENESS OF ITS OPERATIONS.

CAPITAL IMPROVEMENT PROGRAM

SCOPE. SINCE I MET WITH YOU A YEAR AGO, THE HIGHWAY FUNDING PROGRAM PROVIDED BY THE KANSAS LEGISLATURE COUPLED WITH THE FEDERAL SURFACE TRANSPORTATION ASSISTANCE ACT HAS BEEN TRANSLATED INTO A MULTI-YEAR PRESERVATION AND IMPROVEMENT PROGRAM OF APPROXIMATELY ONE BILLION DOLLARS. A FIRM PROGRAM OF PROJECTS FOR FISCAL YEARS 1984 AND 1985 TOTALING \$450 MILLION AND A TENTATIVE PROGRAM FOR FISCAL YEARS 1986 THROUGH 1988 OF APPROXIMATELY \$600 MILLION HAS BEEN DEVELOPED.

AS SHOWN IN THE ATTACHED SUMMARY AND OUTLINED BY THE GOVERNOR IN HIS LEGISLATIVE MESSAGE, THE MULTI-YEAR PROGRAM CONSISTS OF:

- + SURFACE PRESERVATION COVERING APPROXIMATELY 1,000 MILES A YEAR WITH SEALS AND OVERLAYS UP TO 1 1/2 INCHES.
- + REHABILITATION AND RECONSTRUCTION OF APPROXIMATELY 114 MILES IN FY 1984 AND FY 1985.
- + NEW CONSTRUCTION ON A LIMITED SCALE INVOLVING INTER-STATE GAP CLOSINGS, SCHEDULED FREEWAY FUND PROJECTS AND PROJECTS RELATED TO ECONOMIC DEVELOPMENT.
- + BRIDGES HAVE HEAVY EMPHASIS WITH WORK TENTATIVELY SCHEDULED ON NEARLY 300 BRIDGES OVER THE FIVE YEARS.

FIRM PLAN. THE CONCEPT OF A TWO YEAR FIRM AND A THREE YEAR TENTATIVE PROGRAM OFFERS THE FOLLOWING ADVANTAGES:

- + A 2 YEAR FIRM PROGRAM HOLDS THE DEPARTMENT ACCOUNTABLE TO PRODUCE WHAT IS COMMITTED WHILE ALSO ALLOWING FOR DETAILED ANALYSIS OF EXPENDITURES AND BALANCES.

- + THE 3 YEAR TENTATIVE PROGRAM ALLOWS FOR FLEXIBILITY TO ASSESS SYSTEM NEEDS OBJECTIVELY WHILE ALLOWING FOR IN-HOUSE WORK TO BEGIN ON PROJECTS SO THAT THEY CAN BE LET ON SCHEDULE.

LAST JUNE 10, 1983, I ANNOUNCED THE DETAILS OF THIS CONSTRUCTION PROGRAM TO THE KANSAS HIGHWAY ADVISORY COMMISSION. I HAVE ATTACHED COPIES OF THE PREPARED STATEMENT AND THE SUMMARY PAGE OF PROJECT INFORMATION FROM THAT PRESENTATION FOR YOUR INFORMATION.

PUBLIC MEETINGS. IN ADDITION TO ANNOUNCING THE PROGRAM TO THE HIGHWAY ADVISORY COMMISSION, TWELVE PUBLIC MEETINGS WERE HELD AROUND THE STATE THROUGHOUT THE SUMMER AND FALL TO PRESENT THE PROGRAM TO THE CITIZENS OF KANSAS. ROBERT MORRISSEY OF THE FEDERAL HIGHWAY ADMINISTRATION, THE LOCAL KDOT DISTRICT ENGINEER, AND I ATTENDED THE MEETINGS WHICH WERE CHAIRED BY A MEMBER OF THE HIGHWAY ADVISORY COMMISSION.

AT THESE MEETINGS, I WAS ABLE TO EXPLAIN AND ANSWER QUESTIONS ABOUT THE PROGRAM AND SOLICIT SUGGESTIONS AND IDEAS FOR FUTURE PROGRAMS. I PLAN TO CONTINUE THESE PUBLIC MEETINGS AS EACH ADDITIONAL YEAR ON THE PROGRAM IS MADE FIRM. THE MEETINGS WILL BE ROTATED AMONG DIFFERENT SITES SO THAT IN TIME ALL KANSANS WILL HAVE HAD AN OPPORTUNITY TO ATTEND A PUBLIC MEETING AND HAVE INPUT INTO OUR PROGRAM.

PROJECT SELECTION METHODOLOGY. KDOT HAS EXPENDED CONSIDERABLE TIME AND EFFORT IN DEVELOPING PROJECT SELECTION PROCEDURES CONSISTENT WITH THE DIRECTION KDOT RECEIVED FROM THE 1979 LEGISLATURE. THESE REQUIREMENTS WERE FORMULATED AND AGREED TO BY THE WAYS AND MEANS COMMITTEES.

THE FOUR REQUIREMENTS WERE:

1. THE SYSTEM BE CLEARLY DEFINED AND USE DOCUMENTED CRITERIA;
2. A SYSTEMATIC AND CONSISTENT PROCEDURE BE USED TO DETERMINE THE RELATIVE WEIGHTS OF VARIOUS CRITERIA AND THE RELATIVE PRIORITY RANKING FOR CONSTRUCTION OF ROAD AND BRIDGE SEGMENTS;
3. THE RESULTS OF THE SYSTEM BE REPRODUCIBLE SUCH THAT AN INDIVIDUAL NOT PART OF THE ORIGINAL DECISION MAKING EFFORT WOULD BE ABLE TO RECREATE THE LIST OF PRIORITIES OF CONSTRUCTION PROJECTS; AND
4. QUANTITATIVE AND VERIFIABLE FACTORS BE USED IN DETERMINING RELATIVE PRIORITIES. IF, FOR SOME FACTORS, HARD DATA ARE NOT AVAILABLE AND PROFESSIONAL JUDGEMENTS MUST BE USED, THE RATIONALE FOR THESE JUDGMENTS MUST BE DOCUMENTED.

THE PROJECT SELECTION PROCEDURES ARE DISCUSSED IN MORE DETAIL ON THE ATTACHED MEMORANDUM.

INTERSTATE DISCRETIONARY FUNDS. I PLAN TO ACTIVELY SEEK INTERSTATE DISCRETIONARY FUNDS IN FY 1984 TO AUGMENT THE SCHEDULED PROGRAM. WE HAVE SUBMITTED A REQUEST TO THE FEDERAL HIGHWAY ADMINISTRATION ASKING FOR \$70 MILLION IN INTERSTATE DISCRETIONARY FUNDS.

TO APPLY FOR INTERSTATE DISCRETIONARY FUNDS, A STATE MUST HAVE OBLIGATED ALL OF THE NORMAL APPORTIONMENTS MADE TO IT FOR CONSTRUCTION OF THE INTERSTATE SYSTEM. IN ADDITION, THE REQUESTED DISCRETIONARY FUNDS MUST BE APPLIED TO A READY TO COMMENCE PROJECT, AND IN THE CASE OF CONSTRUCTION WORK, WORK MUST BEGIN WITHIN 90 DAYS OF OBLIGATION. ALLOCATIONS IN FY 1984 ARE TO BE MADE ONLY ON PROJECTS WHICH DIRECTLY CONTRIBUTE TO THE COMPLETION OF AN INTERSTATE SEGMENT WHICH IS NOT OPEN TO TRAFFIC.

AT THE PRESENT TIME, KDOT HAS TOTALLY COMMITTED ALL CURRENT INTERSTATE FUNDS AND WILL COMMIT ITS NORMAL INTERSTATE APPORTIONMENTS AS SOON AS IT IS AVAILABLE AND STANDS READY TO RECEIVE AND USE WHATEVER DISCRETIONARY FUNDS MIGHT BE AWARDED TO KANSAS. I AM ESPECIALLY PROUD OF OUR RECORD IN RECEIVING DISCRETIONARY FUNDS OVER THE LAST FOUR YEARS.

DISCRETIONARY FUNDS OBLIGATED

	<u>Interstate</u>	<u>Bridge Repair & Replacement</u>
FFY 79	\$ 0	\$ 5,256,600
FFY 80	25,044,426	0
FFY 81	34,732,546	6,115,300
FFY 82	1,090,111	1,885,259
FFY 83	9,966,000	6,092,315
FFY 84	*	18,120,000**
TOTAL	<u>\$70,833,083</u>	<u>\$37,468,874</u>

* PENDING REQUEST FOR \$70 MILLION.
** APPORTIONED BUT NOT OBLIGATED.

KANSAS HAS RECEIVED \$37.5 MILLION IN BRIDGE DISCRETIONARY AND \$70.8 MILLION IN INTERSTATE DISCRETIONARY, OR A TOTAL OF \$108.3 MILLION IN DISCRETIONARY FUNDS SINCE FFY 1979.

AGENCY OPERATIONS

STAFF REDUCTIONS. IN ADDITION TO THE SUPERVISION OF OUR BILLION DOLLAR CONTRACT CONSTRUCTION PROGRAM, THE FY 1985 OPERATING BUDGET PROVIDES FOR THE MUCH NECESSARY WORK TO KEEP OUR SYSTEM SAFE AND SOUND -- PATCHING POTHoles, MOWING THE RIGHT OF WAY, PLACING AND REPLACING SIGNS, PAINTING CENTERLINE AND LANE LINE STRIPES ON THE PAVEMENT, PLOWING SNOW IN THE WINTER, ETC. IN GENERAL THE OPERATING BUDGET SUPPORTS THE CONTINUED MOVEMENT TOWARDS THE ANNOUNCED STAFFING GOALS. THE FY 1985 REQUESTED F.T.E. OF 3,154 REPRESENTS REDUCTION OF 463 POSITIONS FROM TIME OF REORGANIZATION. A FURTHER REDUCTION OF ONLY 17 ADDITIONAL F.T.E. IS NEEDED TO REACH THE REORGANIZATION GOAL BY THE END OF FY 1985. THE TOTAL REDUCTION AS A RESULT OF REORGANIZATION WOULD BE APPROXIMATELY 480 F.T.E. WHILE THIS HAS BEEN ACCOMPLISHED WITHOUT LAYOFFS, THE RESTRICTIONS ON FILLING POSITIONS HAS RESULTED IN SOME IMBALANCES WHICH MUST BE CORRECTED.

WEATHER CONDITIONS. AS A RESULT OF THE EARLY BAD WEATHER THIS WINTER, KDOT HAS EXPERIENCED SOME SIGNIFICANT EXPENDITURES IN THE AREAS OF OVERTIME AND MATERIALS (SALT, SAND) BECAUSE OF SNOW, ICE AND THE COLD. WHILE THERE IS NO CAUSE FOR ALARM AT THIS POINT IN TIME, WE ARE CLOSELY MONITORING THE SITUATION SO THAT I CAN REPORT TO YOU IMMEDIATELY IF FUNDING PROBLEMS OCCUR IN THESE AREAS.

REST AREAS. AN ITEM I WOULD LIKE TO DISCUSS IS THE RECENTLY RELEASED ROADSIDE PARK STUDY. AS SECRETARY OF TRANSPORTATION, I HAVE THE RESPONSIBILITY TO DETERMINE PRIORITIES AND TO ALLOCATE THE RESOURCES DEDICATED TO OUR DEPARTMENT ACCORDING TO THOSE PRIORITIES. OFTEN TIMES, THIS RESPONSIBILITY REQUIRES DIFFICULT DECISIONS TO BE MADE AFTER BALANCING MANY COMPETING NEEDS AND INTERESTS.

I HAVE A STRONG COMMITMENT TO THE SAFETY OF OUR TRAVELLING PUBLIC AND TO BUILDING THE IMAGE OF KANSAS AS A GOOD PLACE TO BE FROM AND TO VISIT. OF COURSE, OUR HIGHEST PRIORITY IS TO MAINTAIN A SYSTEM OF SAFE ROADS AND BRIDGES. THE FUNDING PACKAGE PASSED LAST SESSION HAS GIVEN US MUCH NEEDED RESOURCES TO PRESERVE AND MAINTAIN OUR SYSTEM; BUT AS YOU WELL KNOW, IT DOES NOT ALLOW US TO BUILD EVERY PROJECT OR MEET EVERY NEED WHICH EXISTS.

ROADSIDE PARKS ARE BOTH SAFETY REST AREAS AND A CONVENIENCE FOR MOTORISTS. WE HAVE ASSISTED THE KANSAS DEPARTMENT OF ECONOMIC DEVELOPMENT WITH THE UPGRADING OF TOURIST INFORMATION AREAS AT GOODLAND AND KANSAS CITY ON INTERSTATE 70 AND ARE COMMITTED TO SUCH ASSISTANCE AT SOUTH HAVEN ON I-35. WELL-KEPT REST AREAS ARE GOOD FOR SAFETY AND TOURISM, BUT RUNDOWN, ANTIQUATED FACILITIES DO NOT HELP THE KANSAS IMAGE. I BELIEVE THE 79 FACILITIES WE ARE COMMITTED TO MAINTAIN--32 ON THE INTERSTATE AND 47 ON THE STATE HIGHWAY SYSTEM--CONTINUE TO BE A GOOD ADVERTISEMENT FOR KANSAS. THESE ARE THE AREAS WHICH HAVE THE HIGHEST USAGE BY THE TRAVELLING PUBLIC AND WE WILL DEVOTE CONSIDERABLE RESOURCES TO THEIR MAINTENANCE AND UPGRADING EACH YEAR; OVER ONE MILLION DOLLARS FOR MAINTENANCE AND \$100,000 FOR UPGRADING IS CURRENTLY BUDGETED.

SINCE 1979, I HAVE DIRECTED THAT THE DEPARTMENT TAKE ACTION IN MANY AREAS TO MAKE THE OPERATION OF KDOT MORE EFFICIENT.

WE HAVE REORGANIZED THE DEPARTMENT; MADE A SIGNIFICANT REDUCTION IN OUR FORCES, PARTICULARLY IN THE MAINTENANCE AREA; SCOPED DOWN THE SCALE OF MANY PROJECTS; AND MADE POLICY DECISIONS ON REDUCTION OF LIGHTING, MOWING AND OTHER ACTIVITIES. THESE ACTIONS HAVE ALLOWED US TO ADDRESS MORE OF THE CRITICAL NEEDS ON OUR HIGHWAYS AND BRIDGES.

KANSAS HAS A REPUTATION FOR ITS FINE REST AREAS AND HISTORICALLY, WE HAVE BUILT AND MAINTAINED MORE SITES THAN MOST OTHER STATES. FRANKLY, WE'VE OVERBUILT IN SOME AREAS, AND WE HAVE OVER THE YEARS CLOSED SOME FACILITIES AND TRANSFERRED OTHERS TO LOCAL AUTHORITIES WHEN IT WAS WARRANTED.

A PROPOSED PLAN THAT KDOT DEVELOPED FROM 1975 TO 1981 BY THE LANDSCAPE UNIT IN OUR DESIGN DEPARTMENT CALLED FOR THE CLOSING OF 68 FACILITIES AND THE CONVERSION OF 53 SITES TO LOW SERVICE TURNOUTS WHERE THERE ARE HISTORICAL MARKERS. IT ALSO PROPOSED UPGRADING OR REBUILDING 32 FACILITIES AND BUILDING 19 FACILITIES AT NEW LOCATIONS. IT WAS ESTIMATED THAT THE COST OF THIS UPGRADING AND REBUILDING WOULD BE AROUND \$5 MILLION.

SINCE OUR MAINTENANCE FORCES HAVE BEEN REDUCED BY ABOUT 20% OVER THE PAST SEVERAL YEARS AND BECAUSE OUR RESOURCES DO NOT MEET ALL OF OUR NEEDS, WE DECIDED TO TAKE A CLOSE LOOK AT OUR REST AREAS AND MAKE DECISIONS REGARDING OUR LEVEL OF SERVICE ON THE SYSTEM. THE FIRST PRIORITY OF OUR MAINTENANCE FORCES IS EMERGENCY WORK--PLOWING SNOW, FLOOD CONTROL, REPLACING STOP SIGNS WHEN THEY HAVE BEEN REMOVED OR STRUCK, ETC. THEIR NEXT PRIORITY IS SERVICE TO THE ROADWAY AND BRIDGES--POTHOLES, CRACKS, SIGNS, GUARDRAILS, SHOULDERS, ETC. THEN COME OTHER PRIORITIES INCLUDING THE MAINTENANCE OF REST AREAS.

OUR STUDY LOOKED AT USAGE, MAINTENANCE COST AND ALTERNATIVE REST STOP FACILITIES. OUR REPORT RECOMMENDED CLOSING 38 FACILITIES AND TRANSFERRING 57 TO LOCAL AUTHORITIES. SINCE THE RELEASE OF THE STUDY, 12 LOCAL ENTITIES HAVE INDICATED AN INTEREST IN FACILITIES WE RECOMMENDED CLOSING, SO WE NOW HAVE 26 RECOMMENDED TO BE CLOSED, 69 TRANSFERRED TO LOCAL UNITS OF GOVERNMENT, 17 CONVERTED TO HISTORICAL MARKER SITES WITH A LOW LEVEL OF SERVICE AND 79 (32 INTERSTATE AND 47 NON-INTERSTATE REST STOP FACILITIES) TO REMAIN OPEN AT THEIR CURRENT LEVEL OF SERVICE.

WE BELIEVE THE TRANSFER OF SITES TO LOCAL UNITS MAKES SENSE IN MANY CASES AND WE HAVE HAD VERY GOOD COOPERATION IN EFFECTING THIS TRANSFER. MANY OF THE SITES ARE IN CITIES OR VERY NEARBY. MANY ARE USED AS PARKS BY LOCAL CITIZENS AND ORGANIZATIONS. RESPONSIBILITY FOR THE SECURITY OF THESE FACILITIES IS OFTEN BETTER HANDLED AT THE LOCAL LEVEL WITH MORE RESPECT FOR THE PROPERTY EXHIBITED IF IT BELONGS TO THE COMMUNITY. AND THE COSTS FOR MAINTENANCE MAY WELL BE LESS AT THE LOCAL LEVEL FOR NEARBY FACILITIES.

I BELIEVE THAT OUR REST AREA STUDY OBJECTIVELY EVALUATES THE PROBLEMS WHICH WE HAVE ENCOUNTERED WITH THESE AREAS. I BELIEVE THAT ANY OBJECTIVE ANALYSIS OF THE PROBLEM WOULD LEAD TO RECOMMENDATIONS WHICH ARE SIMILAR TO THOSE CONTAINED IN THE DEPARTMENT'S STUDY.

I ASKED ONE OF OUR DISTRICT ENGINEERS TO PROVIDE SPECIFIC INFORMATION ABOUT THE EXTENT OF VANDALISM AT ONE SPECIFIC SITE. THIS RESPONSE IS QUOTED AS FOLLOWS:

"... THE SUBAREA SUPERVISOR AND HIS CREW WERE ASKED TO RECALL TO THE BEST OF THEIR KNOWLEDGE THE REPAIRS THEY HAVE MADE TO THE REST AREA AS A RESULT OF VANDALISM. THE FOLLOWING ITEMS ARE THOSE FURNISHED ME. THEY WOULD REPRESENT APPROXIMATELY A 24-MONTH PERIOD:

1. INTERIOR PANELS IN MEN'S RESTROOM REPAIRED AT LEAST 10 TIMES.
2. EXTERIOR WALLS PAINTED TWICE DUE TO GRAFFITI.
3. GRAFFITI PAINTED OVER ON INTERIOR WALLS AT LEAST 3 TIMES PER WEEK.
4. REPAIR STOP SIGN POST 12 TIMES.
5. REPLACE SOME FIBERGLASS ROOF PANELS ON TABLE SHADES 5 TIMES.
6. REPAIR DOOR TO STORAGE ROOM 1 TIME.
7. REPLACE WOOD SHINGLES ON TABLE SHELTER SEVERAL TIMES AFTER SHINGLES HAVE BEEN TORN OFF TO START A FIRE.

8. CONCRETE BLOCK SCREENING WALL HAS BEEN BROKEN AND NOW NEEDS REPAIR.
9. BLIND PANELS IN INTERIOR NOW NEED REPAIR.
10. AT LEAST 4 LIGHT BULBS PER WEEK ARE STOLEN.
11. TWO PICNIC TABLES STOLEN.
12. REPAIR PICNIC TABLES 4 TIMES.
13. WEEKEND BEER BUSTS BY AREA TEENAGERS DURING SUMMER MONTHS HAS RESULTED IN PICNIC TABLES BEING THROWN IN THE ADJACENT RIVER. THESE HAVE BEEN RECOVERED."

IT HAS BEEN SUGGESTED THAT PRISON INMATES MAY BE AVAILABLE TO MAINTAIN REST AREAS IN THE PROXIMITY OF PLACES WHERE SUCH INMATES ARE HOUSED. IN THE PAST FEW DAYS, I HAVE HAD DISCUSSIONS ABOUT THIS MATTER WITH SECRETARY OF CORRECTIONS MICHAEL BARBARA. WE WILL BE EXPLORING THIS ISSUE FURTHER IN THE IMMEDIATE FUTURE. THIS TYPE OF MAINTENANCE MAY HAVE POTENTIAL FOR SOME SITES.

IT IS VERY INTERESTING TO NOTE THAT THE KANSAS DEPARTMENT OF TRANSPORTATION WOULD BE SUPPORTING MORE REST AREAS THAN OUR NEIGHBORING STATES DO EVEN AFTER THE REDUCTION IN NUMBERS WE CONTEMPLATE. THE INFORMATION PROVIDED BY OTHER STATES IS AS FOLLOWS:

OKLAHOMA	14*	ALL INTERSTATE FACILITIES
IOWA	40**	ALL INTERSTATE FACILITIES
MISSOURI	17***	TWIN INTERSTATE FACILITIES AND 3 NON-INTERSTATE FACILITIES
NEBRASKA	27	INTERSTATE FACILITIES AND 3 NON- INTERSTATE FACILITIES

* 7 TOURIST INFORMATION CENTERS NOT INCLUDED

** IOWA HAS OVER 60 OTHERS THAT ARE MAINTAINED BY AGREEMENTS, SERVICE CLUBS, CITIES, ETC.

*** 2 ARE COMBINED TOURIST INFORMATION CENTERS

I URGE ALL OF YOU TO READ THE STUDY WHICH WE HAVE PREPARED. ON A CASE BY CASE BASIS, THE DEPARTMENT WILL CERTAINLY BE WILLING TO CONSIDER ANY OTHER FACTS WHICH ARE BROUGHT TO OUR ATTENTION AND TO REEVALUATE ANY CONCLUSIONS WE HAVE REACHED IN LIGHT OF SUCH INFORMATION. HOWEVER, I BELIEVE THAT OUR BASIC APPROACH TO THIS PROBLEM IS SOUND AND THAT THE CITIZENS OF THE STATE WILL BE BETTER SERVED IF OUR RECOMMENDATIONS ARE IMPLEMENTED.

IT IS NEVER POPULAR TO REDUCE SERVICES. IT IS OUR AIM TO PROVIDE GOOD SERVICES AT THE HIGHEST LEVEL POSSIBLE AT THE 79 ROAD-SIDE SAFETY AREAS WHERE THERE IS THE HIGHEST LEVEL OF USAGE AND THE RESOURCES TO DO SO.

LOCAL CONSTRUCTION INSPECTION. IN THE PAST, KDOT HAS PROVIDED THE CONSTRUCTION INSPECTION ON LOCAL PROJECTS WHEN FEDERAL FUNDS WERE USED. KDOT HAS TRADITIONALLY USED CONSULTING SERVICES TO COVER PEAK WORK LOADS IN ORDER TO MAINTAIN APPROPRIATE STAFFING LEVELS. WITH THE INFLUX OF THE ADDITIONAL FUNDS FROM THE SURFACE TRANSPORTATION ACT OF 1982 AND THE KANSAS HIGHWAY PACKAGE PASSED DURING THE PAST YEAR, THE WORK LOAD HAS INCREASED A GREAT DEAL. WE HAVE ADOPTED A PROCEDURE WHERE LOCAL PUBLIC AUTHORITIES WOULD PERFORM CONSTRUCTION ENGINEERING ON LOCAL PROJECTS. THIS IS THE ACTIVITY REQUIRED DURING CONSTRUCTION TO ASSURE PROPER CONSTRUCTION ACCORDING TO CONTRACT SPECIFICATIONS.

ANOTHER REASON FOR TRANSFER OF LPA PROJECTS TO LPA AUTHORITY IS THAT WHEN WE ACT FOR AN LPA WE ACT AS THEIR AGENT, THUS THEY ARE LIABLE FOR OUR ACTIONS AS THEIR AGENTS. IN SOME INSTANCES THIS HAS LED TO DISPUTE AND LITIGATION. WHEN THE LPA ACTS AS ITS OWN AGENT WE DO NOT HAVE THIS PROBLEM.

WHEN KDOT PERFORMS THE ACTIVITY, IT BILLS COSTS UP TO THE LIMITS OF:

- A. 15 PERCENT OF THE FEDERAL PARTICIPATING SHARE OF A CITY OR COUNTY PROJECT FROM THE FEDERAL GOVERNMENT.

- B.1. AMOUNTS IN EXCESS OF THE 15% FEDERAL PARTICIPATING SHARE OF CITY PROJECTS FROM CITIES.
- B.2. 10 PERCENT OF THE LOCAL PARTICIPATING SHARE OF COUNTY PROJECTS FROM THE COUNTY.
- C. AMOUNTS IN EXCESS OF THE COMBINED 10% COUNTY PARTICIPATING SHARE AND THE 15% FEDERAL PARTICIPATING SHARE OF COUNTY PROJECTS, IF ANY, ARE ABSORBED BY KDOT.

WHEN A LOCAL PUBLIC AUTHORITY IS RESPONSIBLE, IT MAY PERFORM THE ACTIVITY WITH ITS OWN QUALIFIED STAFF OR HIRE A CONSULTANT, KDOT TRAINS BOTH GROUPS. THE SAME BILLING PROCEDURE APPLIES WHEN A LOCAL PUBLIC AUTHORITY IS RESPONSIBLE AS WHEN KDOT PERFORMS THE ACTIVITY.

ANOTHER POSITIVE ASPECT OF THIS ACTION IS THAT THE LOCAL PUBLIC AUTHORITY WILL HAVE GREATER CONTROL OVER ITS OWN TRANSPORTATION PROGRAM. IT IS NOT THE POLICY OF THE DEPARTMENT TO QUIT HELPING COUNTIES WITH THEIR ENGINEERING PROBLEMS, BUT THERE HAS BEEN A CHANGE IN THE METHOD BY WHICH THESE SERVICES ARE PROVIDED.

COMPUTER AIDED DESIGN. THE 1983 HOUSE WAYS AND MEANS SUB-COMMITTEE SUGGESTED THAT KDOT CONSIDER A COMPUTER AIDED DESIGN SYSTEM. KDOT HAS PROPOSED TO STUDY BOTH COMPUTER AIDED DESIGN AND COMPUTER AIDED MAPPING. HOWEVER, THE HOUSE COMMITTEE ON COMMUNICATION, COMPUTERS AND TECHNOLOGY "DEFERRED" THESE ITEMS "DUE TO MORE URGENT PRIORITIES". I STILL BELIEVE THAT BOTH SYSTEMS SHOULD BE STUDIED.

I WOULD BE GLAD TO RESPOND TO ANY QUESTIONS YOU MIGHT LIKE TO ADDRESS TO ME.

ATTACHMENTS

KANSAS DEPARTMENT OF TRANSPORTATION

STATE OFFICE BUILDING—TOPEKA, KANSAS 66612



JOHN B. KEMP, Secretary of Transportation

JOHN CARLIN, Governor

MEMORANDUM TO: HOUSE WAYS AND MEANS COMMITTEE
FROM: JOHN B. KEMP, P.E.
SECRETARY OF TRANSPORTATION
DATE: JANUARY 24, 1984
REGARDING: PRIORITIZATION OF PROJECTS

I. PROJECT SELECTION

THE PRIORITIZATION OF THE PROJECTS FOR THE DEVELOPMENT OF THE HIGHWAY PROGRAM CONSISTS OF TWO DISTINCT CYCLES. THE FIRST CYCLE - THAT USED FOR THE DEVELOPMENT OF THE FY 1984-1988 PROGRAM WAS BASED UPON A CONSENSUS PRIORITY LISTING, WHICH I WILL EXPLAIN IN DETAIL. WE ARE BEGINNING USE OF A CONSTRUCTION PRIORITIZATION OPTIMIZATION SYSTEM AND A PAVEMENT MANAGEMENT SYSTEM FOR THE FY 1985-1989 PROGRAM. THESE TWO SYSTEMS ARE BEING DEVELOPED BY TASK FORCES IN THE DEPARTMENT WITH THE HELP OF THE CONSULTING FIRM OF WOODWARD-CLYDE.

THE CURRENT PROGRAM PRIORITY LIST IS BASED UPON A CONSENSUS COMMITTEE COMPOSED OF REPRESENTATIVES FROM OUR CONSTRUCTION AND MAINTENANCE, DESIGN, AND MATERIALS BUREAUS, OUR DISTRICT ENGINEERS, AND OUR OFFICE OF PROJECT SELECTION. RESURFACING PROJECTS WERE IDENTIFIED BY THE DISTRICTS AND SUBMITTED TO PROJECT SELECTION IN PRIORITY ORDER. THE SIX DISTRICTS LISTS WERE MERGED INTO A SINGLE STATEWIDE PRIORITY LIST BY THE CONSENSUS COMMITTEE.

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OUR OFFICE OF PROJECT SELECTION DEVELOPED A LIST OF CANDIDATE BRIDGE PAINTING, REPAIR, AND REPLACEMENT PROJECTS BASED UPON AN AUTOMATED LISTING AND INPUT FROM THE SIX DISTRICTS AND OUR OFFICE OF BRIDGE DESIGN. THE CONSENSUS COMMITTEE THEN PRIORITIZED THESE PROJECTS INTO STATEWIDE PRIORITY ORDER. THE OFFICE OF PROJECT SELECTION ALSO UTILIZED A PRIORITY LISTING OF HIGHWAY CONTROL SECTIONS DEVELOPED BY THE DEPARTMENT OF TRANSPORTATION WITH THE HELP OF WOODWARD-CLYDE CONSULTING FIRM TO DEVELOP A LIST OF CANDIDATE ROADWAY GEOMETRIC IMPROVEMENT PROJECTS, PRIORITIZED ON A STATEWIDE BASIS BY THE CONSENSUS COMMITTEE.

FINALLY, THE THREE PRRORITY LISTS - ONE FOR RESURFACING PROJECTS, ONE FOR HIGHWAY GEOMETRIC IMPROVEMENT PROJECTS, AND ONE FOR BRIDGE PAINTING, REPAIR, AND REPLACEMENT PROJECTS - WERE MERGED INTO A SINGLE CANDIDATE PROJECT LIST IN STATEWIDE PRIORITY ORDER. AT EACH STEP IN THE PROCEDURE, THE PROJECTS WERE PRIORITIZED ON THE BASIS OF NEED FOR IMPROVEMENT IN TERMS OF CONDITION RATINGS, SAFETY, CAPACITY, TRAFFIC VOLUMES, AND FUNCTIONAL CLASSIFICATION (ROUTE SIGNIFICANCE). THE FINAL PRIORITY LIST WAS USED TO BUILD THE PROGRAM THAT THE SECRETARY PRESENTED ON JUNE 10 AND REPRESENTS THE PROFESSIONAL JUDGMENT OF THE MEMBERS OF THE CONSENSUS COMMITTEE.

THE PROGRAM WAS DEVELOPED BY WORKING THROUGH THE PRIORITY LIST WHILE JUGGLING FEDERAL AND STATE FUND BALANCES TO INSURE THAT OUR ENTIRE FEDERAL OBLIGATION CEILING IS UTILIZED AND THAT NO FEDERAL AID APPORTIONMENTS ARE LOST. THIS INVOLVES A GREAT DEAL OF JUGGLING BECAUSE, AS YOU KNOW, THERE ARE NUMEROUS FEDERAL FUND CATEGORIES. SIMULTANEOUSLY, WE INSURED THAT THE PROJECTS WE PROGRAMMED WOULD BE AT A STAGE WHERE THE PLANS WOULD BE READY, THE RIGHT OF WAY PURCHASED, AND SO FORTH.

AS I NOTED EARLIER, THE NEXT FIVE YEAR PROGRAM (FY 1985-1989) WILL BE BASED ON A MORE FORMALIZED PROCESS USING THE PAVEMENT MANAGEMENT AND PRIORITIZATION/OPTIMIZATION SYSTEMS. BOTH THESE SYSTEMS WERE MANDATED BY THE 1979 KANSAS LEGISLATURE. THE PAVEMENT MANAGEMENT SYSTEM IS AN EXTREMELY EFFICIENT DEVICE FOR DETERMINING THE APPROPRIATE PAVEMENT ACTIONS BASED UPON A GIVEN LEVEL OF FUNDING AND EXPECTATIONS CONCERNING PRESENT AND FUTURE CONDITIONS OF PAVEMENT SECTIONS. IN EFFECT, THE PAVEMENT MANAGEMENT SYSTEM SHOULD DELIVER A SET OF ACTIONS FOR EVERY MILE OF THE STATE OVER A LONG PERIOD OF TIME BASED UPON FUNDING CONSTRAINTS. THE RESULT WILL BE OUR SURFACING PROGRAM. ARIZONA HAS BEEN ONE OF THE LEAD STATES IN THE DEVELOPMENT OF PAVEMENT MANAGEMENT AND HAVE REPORTED SAVING MULTIPLE MILLION OF DOLLARS. KANSAS OBVIOUSLY HOPES TO ACCRUE SIMILAR BENEFITS AS A MEANS OF STRETCHING ITS HIGHWAY DOLLARS EVEN FURTHER.

WE WILL BE USING AN INTERIM PAVEMENT MANAGEMENT SYSTEM FOR SELECTING PROJECTS FOR A NUMBER OF YEARS. THE FINAL SYSTEM WILL SPECIFY THE ACTIONS NECESSARY TO KEEP THE ENTIRE STATE SYSTEM AT A GIVEN LEVEL BASED UPON PREDICTIVE MODELS OF PAVEMENT DETERIORATION. WE CALL THIS NETWORK OPTIMIZATION. WHILE THE FIVE YEARS OF PAVEMENT CONDITION SURVEY DATA NECESSARY FOR THE PREDICTION MODELS WILL NOT BE AVAILABLE UNTIL 1986, WE HAVE DEVELOPED AN INTERIM PREDICTIVE MODEL BASED UPON THE ESTIMATES OF A PANEL OF ENGINEERS AND MATERIALS SPECIALISTS. RESULTS FROM THAT MODEL WILL BE AVAILABLE FOR THE NEXT PROGRAMMING EFFORT.

THE PRIORITIZATION/OPTIMIZATION SYSTEM IS BASICALLY A COMPUTERIZED SYSTEM DESIGNED TO PRODUCE CONSISTENT DECISIONS. IT WILL MEET THE FOUR REQUIREMENTS MANDATED BY THE 1979 LEGISLATURE, THAT:

1. THE SYSTEM BE CLEARLY DEFINED AND USE DOCUMENTED CRITERIA;
2. A SYSTEMATIC AND CONSISTENT PROCEDURE BE USED TO DETERMINE THE RELATIVE WEIGHTS OF VARIOUS CRITERIA AND THE RELATIVE PRIORITY RANKING FOR CONSTRUCTION OF ROAD AND BRIDGE SEGMENTS;
3. THE RESULTS OF THE SYSTEM BE REPRODUCIBLE SUCH THAT AN INDIVIDUAL NOT PART OF THE ORIGINAL DECISION MAKING EFFORT WOULD BE ABLE TO RECREATE THE LIST OF PRIORITIES OF CONSTRUCTION PROJECTS; AND

4. QUANTITATIVE AND VERIFIABLE FACTORS BE USED IN DETERMINING RELATIVE PRIORITIES. IF, FOR SOME FACTORS, HARD DATA ARE NOT AVAILABLE AND PROFESSIONAL JUDGMENTS MUST BE USED, THE RATIONALE FOR THESE JUDGEMENTS MUST BE DOCUMENTED.

OUR NEW PRIORITY SYSTEM IS BASED UPON WHAT IS CALLED A DELPHI PROCESS IN WHICH A NUMBER OF PROFESSIONAL ENGINEERS IN THE DEPARTMENT, COMPRISING A CROSS SECTION OF THOSE INDIVIDUALS IN THE AGENCY HAVING SIGNIFICANT HIGHWAY RESPONSIBILITIES, ARRIVED AT A GROUP CONSENSUS CONCERNING THE ORDER IN WHICH DEFICIENCIES ON THE SYSTEM SHOULD BE ADDRESSED. THESE FACTORS ARE LISTED BELOW ALONG WITH THE ESTABLISHED RELATIVE WEIGHTS.

ATTRIBUTES	RELATIVE WEIGHT
<u>Bridges:</u>	
Horizontal Clearance (ft.)	.196
Deck Condition	.232
Structural Condition	.314
Operating Rating (tons)	.170
Bridge Roadway Restriction (ft.)	.088
	<u>T.000</u>
<u>Road Sections:</u>	
Number of Narrow Structures	.086
Shoulder Width (ft.)	.089
Number of Substandard Stopping Sight Distance per mile	.069
Surface Lane Width (ft.)	.101
Volume/capacity	.091
Commercial Traffic	.065
Rideability	.088
Pavement Structural Evaluation	.208
Observed Condition	.104
Number of Substandard Horizontal Curves/Mile	.099
	<u>T.000</u>

THE OFFICE OF PROJECT SELECTION IS IN THE PROCESS OF DEVELOPING CRITERIA TO COMBINE THE VARIOUS CONTROL SECTIONS INTO PROJECTS AND TO FORMULATE SETS OF POSSIBLE ACTIONS, OR SCOPES, FOR EACH OF THOSE PROJECTS. THE PRIORITIZATION/OPTIMIZATION TASK FORCE, IN CONJUNCTION WITH WOODWARD-CLYDE, IS DEVELOPING THE OPTIMIZATION SYSTEM CAPABLE OF SELECTING THE BEST GROUP OF PROJECTS (TO INCLUDE THE BEST SCOPE FOR EACH PROJECT) FOR A GIVEN PERIOD BASED UPON AVAILABLE STATE AND FEDERAL FUNDING. IN EFFECT, THE SYSTEM SHOULD DELIVER TO US A SET OF PROJECTS WHICH WILL GO THE FARTHEST IN USING AVAILABLE FUNDS TO HAVE THE GREATEST IMPACT ON THE SYSTEM. IT IS THIS SYSTEM WHICH WILL BE USED TO DEVELOP THE PROGRAM IN THE FUTURE.

YOU CAN SEE THAT THE FACTORS ARE EXPLICITLY LISTED. THE CONSENSUS PROCESS USED PREVIOUSLY MAY HAVE IMPLICITLY CONTAINED THE SAME FACTORS. THE DIFFERENCE IS THAT CONSENSUS WAS USED IN THE EARLIER PROCESS TO PICK PROJECTS WHILE IN THIS PROCESS IT IS USED TO DETERMINE THE FACTOR. FOR EXAMPLE, WE NOW KNOW THAT CONSIDERATION WILL BE GIVEN TO THE AMOUNT OF TRUCK (COMMERCIAL) TRAFFIC IN EVERY CASE, JUST AS THE FORECAST TRUCK LOADINGS ARE EXPLICITLY USED TO PREDICT PAVEMENT DETERIORATION IN THE PAVEMENT MANAGEMENT SYSTEM.

OF COURSE, NOT ALL PROJECTS WILL IMMEDIATELY FIT INTO THE PRIORITIZATION/OPTIMIZATION AND PAVEMENT MANAGEMENT SYSTEMS. PROJECTS ARE CURRENTLY DEVELOPED ON THE BASIS OF DATA ON EXISTING CONTROL SECTIONS AND BRIDGES CONTAINED IN THE KANSAS DATA BASE. WHILE THIS IS A TRULY REMARKABLE DATA BASE IN THAT IT CONTAINS EXCELLENT DATA ON EVERY PORTION OF THE SYSTEM AND CAN BE USED TO DEFINE EXACTLY WHAT NEEDS TO BE CORRECTED ON THAT SYSTEM, IT DOES ADDRESS ONLY WHAT IS ACTUALLY OUT THERE. IT WILL NOT TELL US, FOR EXAMPLE, WHERE THERE SHOULD BE A ROAD WHERE THERE IS NOT ONE CURRENTLY. THE SYSTEM ALSO WILL NOT IDENTIFY THE NEED FOR NEW INTERCHANGES, BRIDGE PAINTING, LIGHTING PROJECTS, AND A NUMBER OF OTHERS. MOST OF THESE TYPES OF PROJECTS GET INTO THE PROGRAM AS A RESULT OF SOMEONE WITH KNOWLEDGE OF THE DEFICIENCY MAKING AN INPUT TO POLICYMAKERS WHO THEN MAKE A DETERMINATION TO DEAL WITH THE DEFICIENCY. WE ARE WORKING ON SYSTEMS AND PROCEDURES TO DEAL WITH ALL OF THESE TYPES OF PROJECTS IN A SYSTEMATIC WAY. CURRENTLY, THESE ITEMS CONSIST OF PROBABLY LESS THAN FIVE PERCENT OF THE TOTAL PROGRAM.

KANSAS DEPARTMENT OF TRANSPORTATION
A STATEMENT TO THE KANSAS HIGHWAY ADVISORY COMMISSION
CONCERNING THE HIGHWAY PROGRAM

JUNE 10, 1983
TOPEKA, KANSAS

BY
JOHN B. KEMP
SECRETARY OF TRANSPORTATION

INTRODUCTION

For the past several years, I have had the unhappy task of informing Kansans that the roads they drove over then and today may be the best they will ever be. Our road systems at the state, county and city levels have been deteriorating at a faster rate than they were being refurbished or replaced --and at the federal, state and local level we faced a critical shortage of funding for our road and bridge needs. We were truly at a crossroads this past year and I had asked repeatedly -- is this the end of serviceable roads, streets and highways in Kansas?

I am very gratified that the answer to that question is that this is not the end of serviceable roads in Kansas; this is the beginning of a new program to preserve and improve our highways.

The Kansas Legislature and Governor have provided a highway funding program which, coupled with the recent Federal Surface Transportation Assistance Act (nickel gas tax increase), will provide Kansas with a billion dollars of preservation work and improvements over the next five years.

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FUNDING PACKAGE

The highway funding package, passed by the 1983 Legislature and signed by Governor Carlin in May, was a compromise measure with features of both the Governor's proposal to transfer user-related sales tax revenues from the general fund to the highway fund and the legislative leadership's proposal for an indexed gasoline gallonage tax. The result is a more stable funding mechanism -- one less susceptible to the loss of buying power resulting from inflation and declining gasoline consumption.

The funding package also includes the transfer of \$65 million from the state freeway fund to the state highway fund over a three year period. This allows us to begin statewide projects immediately while still completing the scheduled freeway projects. Finally, the support of the highway patrol will be transferred to the state general fund starting in fiscal year 1985.

This is an excellent piece of legislation which will support a long-range program for the preservation and improvement of our state highway system. Without indexing of the gasoline tax, KDOT will receive an average of about 54 million additional dollars a year over the next five years as a result of this legislation. We hope that motor fuel prices have stabilized, but if inflation increases the price of gasoline enough to trigger a one cent per gallon increase in fiscal year 1986, KDOT would receive an additional \$9 million; the cities and counties would receive \$5 million more. We will also receive an average of \$114 million per year in federal funds, which is about \$50 million more per year than we had been receiving.

MULTI-YEAR PROGRAM

The combination of these funds will allow us to begin addressing our needs throughout our whole system. We have developed a balanced program that fully utilizes all the federal-aid highway funds available to us. It emphasizes the preservation of the network of roadways and bridges we now have, completion of the Interstate system and the state's freeway program, and initiating of the rehabilitation of the current road network to be responsive to the demands for service, safety and capacity.

We have developed a firm program of projects for fiscal years 1984 & 1985 which will total \$450 million. A tentative program for fiscal years 86 through 88 will allow an additional \$600 million of improvements to be made.

Surface Preservation

As I have stressed many times, we must preserve our huge investment in our roads. To help accomplish this, we have implemented a surfacing program which will cover approximately 1,000 miles a year with seals and overlays up to 1 1/2". This will maintain the riding surface on the 1,000 miles in most need each year. On about 25% of these miles, we will also do some contract maintenance work on the existing shoulders of the roadway to stabilize them. This work will assist our maintenance forces and address an important safety concern by preventing dangerous drop offs.

Rehabilitation and Reconstruction

We must also rehabilitate some segments of our highways with overlays of more than 1 1/2" to keep them in condition to handle the traffic they bear. This rehabilitation will include some shoulder work and widening. In FY 84 & 85 we will rehabilitate 114 miles of highways, with an additional 214 miles tentatively scheduled for the following 3 years. Major reconstruction of some of our highways is also necessary where there are dangerous hills and curves, narrow shoulders and high volumes of traffic. Our five year program will reconstruct approximately 200 miles of our interstate, freeway and other highway segments.

New Construction

There will also be a limited amount of new construction to complete the gaps on the Interstate System, the scheduled projects from the freeway fund and several other new alignments which have significant potential for economic development. The Department plans to compete aggressively for interstate discretionary funds to complete the Interstate system. This would allow us to spend a \$20 million per year interstate allocation on other parts of our statewide highway system.

Bridges

We plan to continue our heavy emphasis on repairing, rehabilitating and replacing bridges on our highway system. A significant portion of our program will address these needs on nearly 300 bridges over the next five years. KDOT's bridge program has earned a reputation for innovation. We plan to continue our leadership in rehabilitating the bridges in our system.

Connecting Links

The sections of roadway within cities that carry the U.S. or state marking are called "connecting links." By law the state pays the cities \$1,250 per lane mile per year for connecting link maintenance. In the past we had set aside \$800,000 per year to assist cities with the heavier type of overlay or pavement recycling improvements. We are doubling that amount to provide \$1,600,000 for that purpose each year. We'll match the city funds dollar for dollar up to a maximum of \$100,000 of KDOT funds for major street surface preservation work.

OTHER KDOT ACTIVITIES

In addition to the supervision of our billion dollar contract construction program, our KDOT field forces will be performing much necessary work to keep our system safe and sound -- patching potholes, mowing the right of way, placing and replacing signs, painting centerline and lane line stripes on the pavement, plowing snow in the winter, etc.

Our Engineering and Design Division will be developing the plans for most of the projects and buying the right of way. We will employ consultants to prepare the designs for some of the more complex projects.

Our Planning and Development Division will be collecting and analyzing the data upon which we make our decisions and develop our program. This division is in the process of developing a project prioritization and optimization system, a pavement management system and a highway cost allocation study.

Our Administration Division will be facilitating the process which keeps an organization of 3,000 people on the move. One of the goals of this division is the improvement of our accounting, fiscal and management information systems. They also will be looking at ways in making us more productive through greater use of computers.

Our Inspector General and his staff will review department programs, procedures and controls to assure that integrity prevails in the conduct of our business. Our Chief Counsel and his staff will be giving us legal advice and will handle litigation.

We are well on the way to reducing our forces by 480 positions. We embarked on this program in fiscal year 1982 on the basis of an in-house manpower study and a reorganization of the department. We are on schedule and expect to reach the goal of 480 fewer positions by the end of fiscal year 1985.

The Kansas Department of Transportation is a highly professional organization. We have great technical and administrative expertise. We have dedicated people. We welcome the challenge to translate the new funding package into better highways, and we'll continue our search for ways to become more and more efficient and productive.

KANSAS DEPARTMENT OF TRANSPORTATION

PROGRAM SUMMARY

JUNE 10, 1983

	<u>Miles of Roadway and Number of Bridges</u>				<u>Programmed Amounts (\$1,000)</u>			
	<u>FY 1984</u>	<u>FY 1985</u>	<u>Possible</u>		<u>FY 1984</u>	<u>FY 1985</u>	<u>FY 1986-88</u>	<u>Total</u>
			<u>FY 1986-88</u>	<u>FY 1984-88</u>				
<u>SURFACE PRESERVATION</u>	997.2	896.6	2,767.0	4,661.0	\$ 26,024	\$ 30,570	\$106,670	\$163,264
<u>REHABILITATION</u>								
Bridge Replacement	30	21	58	109	17,195	31,617	35,095	83,907
Bridge Rehab & Repair	26	33	118	177	11,104	8,839	41,319	61,262
Overlays more than 1 1/2" (may include shoulder & widening)	65.3	49.1	214.2	328.6	27,528	15,132	99,905	142,565
Interstate Reconstruction	1.8	0	12.6	14.4	16,204	22,788	97,829	136,821
Freeway Reconstruction	10.7	0	32.0	42.7	6,825	0	22,365	29,190
Other Reconstruction	6.8	58.2	72.6	137.6	7,798	32,354	50,629	90,781
<u>NEW CONSTRUCTION</u>								
Interstate	2.8*	0*	0*	2.8*	30,366	10,414	37,916	78,696
Freeway	0*	1.5*	24.0*	25.5*	46,266	9,840	52,780	88,886
Other	<u>28.5*</u>	<u>5.7*</u>	<u>26.2*</u>	<u>60.4</u>	<u>33,699</u>	<u>14,307</u>	<u>23,948</u>	<u>71,954</u>
Subtotal Roadway	<u>1,100.8</u>	<u>1,069.5</u>	<u>3,236.9</u>	<u>5,407.2</u>	<u>194,710</u>	<u>135,405</u>	<u>472,042</u>	<u>802,157</u>
Subtotal Bridge	56	54	176	286	<u>28,299</u>	<u>40,456</u>	<u>76,414</u>	<u>145,169</u>
Subtotal Other (KLINK, R/W, Utilities (PE & CE))					<u>30,297</u>	<u>20,562</u>	<u>69,478</u>	<u>120,337</u>
TOTAL					<u>\$253,306</u>	<u>\$196,423</u>	<u>\$617,934</u>	<u>\$1,067,663</u>

*Includes only miles of grading