

MINUTES OF THE House COMMITTEE ON Transportation

The meeting was called to order by Larry Wilbert at
Vice-Chairperson

1:30 ~~a.m.~~ p.m. on January 22, 1986 in room 519-S of the Capitol.

All members were present except: Representatives Crowell, Justice, Adam - excused.

Committee staff present:

Bruce Kinzie, Revisor of Statutes
Hank Avila, Legislative Research
Donna Mulligan, Committee Secretary

Conferees appearing before the committee:

Secretary John B. Kemp, Kansas Department of Transportation
Mr. Ernie Mosher, League of Kansas Municipalities

The meeting was called to order by Vice-Chairman Larry Wilbert. The first order of business was a hearing on HB-2667 concerning money paid to cities for maintenance of city connecting links.

Secretary John B. Kemp, of the Kansas Department of Transportation, addressed the Committee concerning HB-2667. (See Attachment 1)

Secretary Kemp explained the term "connecting links" first came into use in 1927 to describe city streets which were either a part of the state highway system or connected to the system. He said the concept of connecting links has remained essentially unchanged, being that maintenance of those city streets which carry both statewide and local traffic should be the joint responsibility of the city and the state. He added that since 1927, the state has provided funding for those city streets classed as connecting links.

Secretary Kemp clarified that under present statutory definition, connecting links are city streets which: 1) connect a state highway through a city; 2) connect a state highway to a connecting link of another state highway; 3) is a state highway which terminates within a city; 4) connects a state highway with a road or highway under the jurisdiction of the Kansas Turnpike Authority; or 5) begins and ends within a city's limits and is an interstate highway.

He further reported connecting link assistance from the state for city maintained connecting links at the present, can be in the form of 1) annual city connecting links maintenance payments of \$1,250 per lane mile, 2) KLINK funding for heavy maintenance, and 3) funding through the Geometrics Improvement Program. He added that all funds are State Highway Fund monies.

Secretary Kemp said HB-2667 increases the state payment to cities for maintenance of city maintained connecting links to \$1,500 per lane mile for Fiscal Year 1987 and \$1,750 per lane mile annually for Fiscal Year 1968 and all years thereafter, resulting in the payment of \$300,000 additional K-Funds in Fiscal Year 1987 and \$600,000 additional K-Funds in Fiscal Year 1988. He concluded his remarks by saying that while the long term impact of HB-2667 would be to divert K-Funds from other highway uses, he is not opposed to the bill.

CONTINUATION SHEET

MINUTES OF THE House COMMITTEE ON Transportation,
room 519-S, Statehouse, at 1:30 ~~am~~/p.m. on January 22, 1986

Committee discussion followed, and Representative Erne requested figures from KDOT concerning their estimate of the cost per mile of what they maintain. Secretary Kemp advised he would have the figures compiled. Mr. Ed DeSoignie of the Kansas Department of Transportation advised the Committee KDOT is in the process of preparing a report on the connecting links issue.

Mr. Hank Avila was called upon to review Proposal No. 63--Funding of City Connecting links which was studied by the 1985 Special Interim Committee on Transportation. He reported that highway maintenance costs have increased by 47.2 percent since 1979, the first full year in which state aid for maintenance of connecting links was paid at the rate of \$1,250 per lane mile. He said the Interim Committee therefore recommended this aid be increased to \$1,500 per lane mile in FY-1987 and \$1,750 per lane mile in FY-1988 and to continue at that level. He noted that if fully implemented, this would result in a 40 percent increase in such aid over the present level, or an increase of about \$275,000 in FY-1987 and another \$275,000 in FY-1988.

Mr. Ernie Mosher, League of Kansas Municipalities, spoke in support of HB-2667. (See Attachment 2)

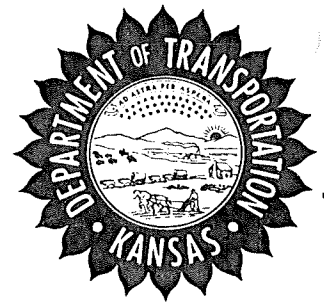
Mr. Dennis M. Shockley, City of Kansas City, Kansas, was unable to attend the hearing of January 22, 1986 on HB-2667, therefore, a copy of his letter and written testimony in support of this bill was distributed to each Committee member. (See Attachment 3).

The meeting was adjourned at 2:15 p.m.


Rex Crowell, Chairman

KANSAS DEPARTMENT OF TRANSPORTATION

STATE OFFICE BUILDING—TOPEKA, KANSAS 66612—1568



JOHN B. KEMP, Secretary of Transportation

JOHN CARLIN, Governor

MEMORANDUM TO: HOUSE COMMITTEE ON TRANSPORTATION
FROM: JOHN B. KEMP, P.E.
SECRETARY OF TRANSPORTATION
REGARDING: HOUSE BILL 2667
DATE: JANUARY 22, 1986

THANK YOU MR. CHAIRMAN, MEMBERS OF THE COMMITTEE.

THE TERM "CONNECTING LINKS" FIRST CAME INTO USE IN 1927 TO DESCRIBE CITY STREETS WHICH WERE EITHER A PART OF THE STATE HIGHWAY SYSTEM OR CONNECTED THE SYSTEM. THIS VERY BASIC CONCEPT OF CONNECTING LINKS HAS REMAINED ESSENTIALLY UNCHANGED OVER TIME; THAT IS, THAT THE MAINTENANCE OF THOSE CITY STREETS WHICH CARRY BOTH STATEWIDE AND LOCAL TRAFFIC SHOULD BE THE JOINT RESPONSIBILITY OF THE CITY AND THE STATE. THE STATE DOES HAVE FULL RESPONSIBILITY FOR MAINTENANCE OF INTERSTATE AND FULLY CONTROLLED ACCESS HIGHWAYS WITHIN CITY LIMITS SINCE ACCESS AND THEREFORE LOCAL TRAFFIC USAGE IS LIMITED. SINCE 1927, THE STATE HAS PROVIDED FUNDING FOR THOSE CITY STREETS CLASSED AS CONNECTING LINKS.

UNDER PRESENT STATUTORY DEFINITION CONNECTING LINKS ARE CITY STREETS WHICH,

- + CONNECT A STATE HIGHWAY THROUGH A CITY,
- + CONNECT A STATE HIGHWAY TO A CONNECTING LINK OF ANOTHER STATE HIGHWAY,
- + IS A STATE HIGHWAY WHICH TERMINATES WITHIN A CITY,
- + CONNECTS A STATE HIGHWAY WITH A ROAD OR HIGHWAY UNDER THE JURISDICTION OF THE KANSAS TURNPIKE AUTHORITY, OR
- + BEGINS AND ENDS WITHIN A CITY'S LIMITS AND IS AN INTERSTATE HIGHWAY.

THE SECRETARY OF TRANSPORTATION IS AUTHORIZED BY STATUTE (K.S.A. 68-406) TO DESIGNATE CITY STREETS MEETING THE ABOVE CRITERIA AS CITY CONNECTING LINKS. ROUTES WITH SUCH DESIGNATION ARE MAINTAINED EITHER BY THE CITY OR BY THE STATE WITH THE CONSENT OF THE GOVERNING BODY OF THE CITY.

H. Transp. 1/22/86
Attachment 1

CONNECTING LINK ASSISTANCE FROM THE STATE FOR CITY MAINTAINED CONNECTING LINKS, AT PRESENT, CAN BE IN THE FORM OF 1) ANNUAL CITY CONNECTING LINKS MAINTENANCE PAYMENTS OF \$1,250 PER LANE MILE, 2) KLINK FUNDING FOR HEAVY MAINTENANCE, AND 3) FUNDING THROUGH THE GEOMETRICS IMPROVEMENT PROGRAM. ALL FUNDS ARE STATE HIGHWAY FUND MONIES.

CITY MAINTENANCE OF CONNECTING LINKS

THE SECRETARY OF TRANSPORTATION IS REQUIRED BY STATUTE (K.S.A. 68-416) TO ANNUALLY APPORTION AND DISTRIBUTE QUARTERLY TO CITIES MAINTAINING CONNECTING LINKS \$1,250 PER LANE MILE. THE TABLE BELOW SHOWS A TEN YEAR HISTORY OF CITY CONNECTING LINK PAYMENTS TO CITIES:

TABLE 1
CITY CONNECTING LINK PAYMENTS
FY 1986-1977

FISCAL YEAR	TOTAL ALL CITIES	1ST CLASS CITIES	2ND CLASS CITIES	3RD CLASS CITIES
1986(EST.)	\$1,400,000	--	--	--
1985	1,353,782	698,243	556,519	99,020
1984	1,354,945	698,666	556,992	99,287
1983	1,345,710	683,672	560,989	101,049
1982	1,346,058	681,177	559,771	105,109
1981	1,383,845	677,135	587,445	119,264
1980	1,369,774	735,499	516,706	117,569
1979 ^{A/}	1,293,941	686,856	497,482	109,603
1978 ^{A/}	785,773	394,607	324,639	66,527
1977 ^{A/}	796,111	399,716	324,864	71,531

^{A/} PAYMENT RATE AT \$750 PER LANE MILE

CITIES RECEIVING SUCH PAYMENTS ARE RESPONSIBLE FOR ALL MAINTENANCE OF THE CONNECTING LINK EXCEPT ROUTE MARKERS. SUCH MAINTENANCE COVERS THE FOLLOWING RESPONSIBILITIES:

- + SURFACE MAINTENANCE - SEALING CRACKS, FILLING CHUCK HOLES, MINOR PATCHING
- + BRIDGE MAINTENANCE - SPOT PAINTING, FLUSHING DRAINS, MINOR DECK PATCHING, MINOR HANDRAIL REPAIR.

- + SHOULDERS - GRADING
- + SNOW AND ICE REMOVAL
- + TRAFFIC SIGNING
- + STRIPING

KLINK PROGRAM

SURFACE PRESERVATION OF A CONNECTING LINK IS ADDRESSED THROUGH THE KLINK PROGRAM. KLINK IS A PROGRAM OF RESURFACING TYPE PROJECTS INTENDED TO PRESERVE THE FUNCTION OF THE SURFACE ON CITY CONNECTING LINKS. THE PROGRAM IS COMPARABLE TO THE DEPARTMENT'S 1R PROGRAM ON STATE HIGHWAYS. CITY OFFICIALS PRESENT RESURFACING REQUESTS TO THE DEPARTMENT INDICATING PROJECT LOCATION AND ESTIMATES OF COSTS FOR CONSTRUCTION AND CONSTRUCTION ENGINEERING. REQUESTS ARE PRIORITIZED BY THE DEPARTMENT ON THE BASIS OF RELATIVE NEED. KDOT PARTICIPATES IN THOSE PROJECTS FOR THE COST OF CONSTRUCTION AND CONSTRUCTION ENGINEERING AT THE RATE OF 50 PERCENT NOT TO EXCEED \$100,000 OF STATE FUNDS. THE CITY IS RESPONSIBLE FOR LETTING THE CONTRACT FOR BIDS AND SUPERVISING CONSTRUCTION. THE TABLE BELOW SHOWS A HISTORY OF KLINK FUNDING SINCE THE PROGRAM'S INCEPTION.

TABLE 2
KLINK FUNDING
FY 1988 - 1980

FISCAL YEAR	FUNDING	No. OF FUNDED PROJECTS
1988 & 1987	PROPOSED \$1.6 M ANNUALLY	UNKNOWN
1986	\$1,501,984	18
1985	1,526,500	22
1984	1,418,793	22
1983	693,000	11
1982	A/	A/
1981	492,427	9
1980	1,904,363	22

A/ FUNDS UNAVAILABLE

GEOMETRIC IMPROVEMENT PROGRAM

IN 1984, KDOT ANNOUNCED A PROGRAM FOR GEOMETRIC IMPROVEMENTS OF CONNECTING LINKS TO BEGIN IN FY 1987. FOR THAT YEAR WE DEDICATED \$2.6 MILLION TO THE PROGRAM. THE PROGRAM IS COMPARABLE TO THE DEPARTMENT'S 3R PROGRAM OF ROAD RECONSTRUCTION. THE PROGRAM IS INTENDED TO IMPROVE THE GEOMETRICS OF CITY CONNECTING LINKS. SUCH GEOMETRICS MAY INCLUDE CHANNELIZATION OF TRAFFIC, PAVEMENT WIDTH, SHOULDERS, CURVATURE AND HIGHWAY APPURTENANCES. ALL CITIES WITH CITY CONNECTING LINKS ARE ELIGIBLE AND ALL CITY CONNECTING LINK SEGMENTS EXCEPT THOSE ON THE INTERSTATE SYSTEM AND FULL CONTROL ACCESS SECTIONS OF THE FREEWAY SYSTEM. KDOT WILL PARTICIPATE IN THOSE COSTS RELATED TO THE MOVEMENT OF TRAFFIC BUT DOES NOT PARTICIPATE IN THE FOLLOWING:

- (1) STORM SEWER COSTS RESULTING FROM DRAINAGE OF MORE THAN ONE BLOCK FROM THE PROPOSED IMPROVEMENT.
- (2) CONSTRUCTION COSTS BEYOND THE CURB RETURNS OR TOUCHDOWN POINT IF GRADE CHANGE IS NOT A RESULT OF THE PROJECT.
- (3) EXTRA LANES FOR PARKING.
- (4) OTHER SIMILAR BETTERMENTS.

I HAVE ASKED THE HIGHWAY ADVISORY COMMISSION TO ASSIST ME BY EVALUATING THE REQUESTS RECEIVED, ARRANGING THEM IN A PRIORITY ORDER AND RECOMMENDING PROJECTS FOR INCLUSION IN OUR PROGRAM. THOSE PROJECTS SELECTED WILL RECEIVE KDOT PARTICIPATION FROM 75% TO 100% OF THE PROJECT COST WITH MAXIMUM PARTICIPATION FOR EACH PROJECT OF FROM \$200,000 TO \$300,000 DEPENDING ON THE SIZE OF THE CITY.

CONCLUDING REMARKS

EACH OF THE DESCRIBED PROGRAMS: (1) CONNECTING LINKS MAINTENANCE PAYMENTS TO CITIES, (2) THE KLINK SURFACE PRESERVATION PROGRAM, AND (3) THE GEOMETRIC IMPROVEMENTS MODERNIZATION PROGRAM, REPRESENT A RESPONSE TO A DIFFERENT NEED ON CONNECTING LINKS.

THE DEPARTMENT'S POLICY ON WHETHER IT WILL MAINTAIN A CONNECTING LINK OR PAY \$1,250 PER LANE MILE TO ASSIST THE CITY IN THE MAINTENANCE OF THE CONNECTING LINKS IS BASED ON THE ABILITY OR INABILITY OF THE CITY TO MAINTAIN THE ROUTE. THE DEPARTMENT IS RECEPTIVE TO MAINTAINING

CONNECTING LINKS IN VERY SMALL CITIES -- GENERALLY CITIES OF THE THIRD CLASS OR CITIES HAVING A POPULATION UNDER 2,000 PERSONS. SMALL CITIES, GENERALLY CITIES OF THE SECOND CLASS OR CITIES HAVING A POPULATION OF 2,000 TO 5,000 ARE EVALUATED ON THE BASIS OF:

- + THE RATIO OF MILES OF OTHER PAVED STREETS IN THE CITY TO THE CONNECTING LINK.
- + THE TYPE OF CITY MAINTENANCE ORGANIZATION.
- + THE TYPE, CONDITION AND LOCATION OF CITY CONNECTING LINKS.

CITIES OF THE FIRST CLASS OR CITIES WITH A POPULATION OF 5,000 OR MORE ARE EXPECTED TO MAINTAIN THEIR CONNECTING LINKS, EXCEPT FOR INTERSTATE AND FULLY CONTROLLED ACCESS HIGHWAYS.

WHEN THE DEPARTMENT ENTERS INTO AN AGREEMENT WITH A CITY FOR STATE MAINTENANCE OF A CONNECTING LINK, THE DEPARTMENT ASSUMES ALL MAINTENANCE OBLIGATION EXCEPT:

- + INSTALLATION AND MAINTENANCE OF PARKING METERS AND PAVEMENT MARKINGS FOR PARKING LANES;
- + MAINTENANCE OF SIDEWALKS, EXCEPT ON STRUCTURES;
- + INSTALLATION AND MAINTENANCE OF STREET LIGHTING SYSTEMS;
- + MAINTENANCE OF AUTOMATED TRAFFIC CONTROL DEVICES;
- + ENCLOSED LENGTHS OF STORM SEWERS WHICH PARALLEL THE STREET OR HIGHWAY; AND
- + SNOW REMOVAL WHERE PARKING IS PERMITTED.

IT HAS BEEN OUR EXPERIENCE THAT WHEN A CONNECTING LINK SURFACE IS IN GOOD CONDITION, THE CITIES ARE AGREEABLE TO THEIR MAINTENANCE OF IT AND TO ACCEPT THE STATE'S \$1,250/LANE MILE/YR. PAYMENT. HOWEVER, WHEN THAT SAME CONNECTING LINK SURFACE IS BADLY DETERIORATED, CITIES FREQUENTLY ASK THAT WE MAINTAIN IT WITH THEIR FOREGOING THE \$1,250/LANE MILE/YR. PAYMENT. OUR "KLINK" PROGRAM WAS DESIGNED TO ADDRESS THIS

PROBLEM. LIKewise, AS THE COMBINATION OF LOCAL AND THROUGH TRAFFIC BUILDS THERE ARE SITUATIONS WHERE SOME GEOMETRIC IMPROVEMENTS ARE WARRANTED AND OUR GEOMETRIC IMPROVEMENTS OF CONNECTING LINKS PROGRAM IS GEARED TO ADDRESSING THAT NEED.

WE THINK THESE PROGRAMS ARE SUPPORTIVE OF THE CONNECTING LINK NEEDS. WE RECOGNIZE THAT THERE HAS NOT BEEN AN ADJUSTMENT IN THE MAINTENANCE PAYMENTS AMOUNT OF \$1,250/LANE MILE PER YEAR, AND I WOULD NOT OBJECT TO A MODEST INCREASE IN THAT PAYMENT AMOUNT. HOWEVER, I DO NOT RECOMMEND ANY CHANGES IN THE OVERALL ADMINISTRATION OF THE CONNECTING LINK PROGRAM.

HOUSE BILL 2667 INCREASES THE STATE PAYMENT TO CITIES FOR MAINTENANCE OF CITY MAINTAINED CONNECTING LINKS TO \$1,500 PER LANE MILE ANNUALLY FOR FISCAL YEAR 1987 AND \$1,750 PER LANE MILE ANNUALLY FOR FISCAL YEAR 1988 AND ALL YEARS THEREAFTER. THE BILL WILL RESULT IN THE PAYMENT OF \$300,000 ADDITIONAL K-FUNDS IN FISCAL YEAR 1987 AND \$600,000 ADDITIONAL K-FUNDS IN FISCAL YEAR 1988.

WHILE THE LONG TERM IMPACT OF H.B. 2667 WOULD BE TO DIVERT K-FUNDS FROM OTHER HIGHWAY USES, I AM NOT OPPOSED TO THE BILL.

THANK YOU MR. CHAIRMAN. THAT CONCLUDES MY PREPARED REMARKS.



League of Kansas Municipalities

PUBLISHERS OF KANSAS GOVERNMENT JOURNAL/112 WEST SEVENTH ST., TOPEKA, KANSAS 66603/AREA 913-354-9565

TO: The House Committee on Transportation
FROM: E.A. Mosher, Executive Director, League of Kansas Municipalities
DATE: January 22, 1986
SUBJECT: HB 2667--Funding of City Connecting Links

My name is E.A. Mosher, Executive Director of the League of Kansas Municipalities, appearing in support of HB 2667. This position stems from a city convention-adopted Statement of Municipal Policy section which provides: "State payments to cities for the maintenance of state highway connecting links within cities should be increased by \$500 per lane mile. However, the principal need is for substantially increased state contributions to the cost of construction and reconstruction of streets which are a part of the state highway system."

As background information I would note that in most Kansas cities, in number but not population, state highways are a responsibility of KDOT, in the same manner as in unincorporated areas. In 99 cities, generally the larger cities, these state routes are designated by the Secretary of KDOT as "connecting links," and are maintained by the city under agreement with KDOT. As of June 1985, these 99 cities maintained 1,085.8 lane miles, equivalent to 43 percent of the total of 2,547 lane miles of state routes within cities. Cities currently receive \$1,250 per lane mile for the maintenance of these state highway connecting links, at an estimated state cost of \$1.4 million in FY 1986. The amount of the maintenance payment has varied since the program was established in 1927, and was last changed in 1978 to the present \$1,250 per lane mile rate.

While the total of connecting link lane miles has tended to increase in the past, until recent years, the number of cities involved has decreased. In FY 1961, there were 145 cities involved, instead of the present 99. There were 59 cities of the third class with connecting links in 1961, compared with the present 28.

The determination of whether a certain state highway within a city is maintained by the state or maintained as a connecting link has not been without friction. I would interpret KDOT policies and practices, over the years, as refusing state assumption in larger cities, encouraging state take-over in small cities, with a willingness to negotiate, without real enthusiasm, as to those cities ranging from a couple of thousand to several thousand population. The issue has not been just maintenance responsibilities. Some cities have especially wanted the state to take over a highway where major construction and reconstruction is required. These are the same kind of facilities that KDOT has not wanted to take over. KDOT cannot unilaterally require a city to maintain an existing state highway. In contrast, a city cannot force KDOT

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H. Transp. 1/22/86

Attachment 2

to take over a connecting link.

For your convenience, there is quoted below the conclusions and recommendations of the interim Special Committee on Transportation:

The Committee observes that highway maintenance costs have increased by 47.2 percent since 1979--the first full year in which state aid for maintenance of connecting links was paid at the rate of \$1,250 per lane mile. As a result, the Committee believes there is merit in proposing some increase in this program. The committee, therefore, recommends legislation to increase this aid to \$1,500 per lane mile in FY 1987 and \$1,750 per lane mile in FY 1988 and to continue at that level. When fully implemented, this will result in a 40 percent increase in such aid over the present level--or an increase of about \$275,000 in FY 1987 and another \$275,000 in FY 1988.

The Committee also recommends that the Secretary of Transportation conduct a review of all existing city connecting links and determine which presently designated city connecting links should be removed from the program and what additional links, if any, should be added. Upon completion of this review, the Secretary should report the results thereof to the House Committee on Transportation and the Senate Committee on Transportation and Utilities.

In conclusion, we want to reiterate our support for HB 2667. The increase, over a two-year period, of about \$550,000, will help. As you know, it is a relatively small amount in comparison to the highway improvement needs of cities. We urge you to favorably report the bill, but continue efforts to find ways to more adequately meet the highway finance needs of the state as a whole, as well as cities.



CITY OF KANSAS CITY, KANSAS



DENNIS M. SHOCKLEY
FEDERAL AND STATE AFFAIRS

ONE CIVIC CENTER PLAZA
KANSAS CITY, KANSAS 66101
(913) 573-5017

January 21, 1986

Representative Rex Crowell, Chairman
House Transportation Committee
Statehouse
Topeka, KS 66612

Dear Representative Crowell:

Enclosed please find my City's position on HB 2667. I am unable to attend and speak at the hearing on Wednesday, January 22, 1986, so I wish this to be a part of the record as our official testimony and position on this bill. My City did testify during the interim study.

This position was adopted at a regular City Council meeting by a unanimous vote of the Governing Body.

Sincerely,


Dennis M. Shockley
Federal & State Affairs

DMS:pjm

Enclosure

cc: Rep. Herman Dillon

H. Transp. 1/22/86
Attachment 3

OBJECTIVE #7:

Support legislation to increase state payments for city maintenance of state highway connecting links.

OVERVIEW:

In 1978, HB 2586 set the amount of \$1,250 per lane mile for state payments to cities for the maintenance of state highway connecting links within such cities. KSA Supp. 68-416 has not been amended from that amount in eight years. In other words, we have been frozen in these payments. Kansas City, Kansas received \$158,550 in 1985. Obviously, flat payments with no index for inflation have actually resulted in a net revenue loss for the City over the last several years. The per lane mile rate needs to be increased to more adequately reflect the actual cost. Special payments are also needed for the maintenance of bridges on such connecting links.

During the 1985 Legislative Session, two bills were introduced which would have increased state payments for connecting links; HB 2294 and HB 2308. Neither bill left committee and the topic became the subject of a 1985 interim legislative study. The interim committee prefiled HB 2667 which would raise connecting link payments to \$1,750 per lane mile over a two-year period. The City of Kansas City, Kansas has approximately 127 lane miles of connecting links, thus, if HB 2667 passes in its present form, Kansas City, Kansas would realize an increase in state payments of approximately \$31,000 the first year and \$63,000 every year thereafter. While the City certainly supports the interim committee bill, we also understand the problem is a larger one than can be addressed by this bill. The principal need is for substantially increased state contributions to the cost of construction and reconstruction of streets which are a part of the state highway system.

COMMENTS:

Urge passage of HB 2667.