

MINUTES OF THE SENATE COMMITTEE ON TRANSPORTATION AND TOURISM

The meeting was called to order by Chairman Ben Vidricksen at 9:05 a.m. on February 4, 1997 in Room 254-E of the Capitol.

All members were present except:

Committee staff present: Hank Avila, Legislative Research Department
Bruce Kinzie, Revisor of Statutes
Marian Holeman, Committee Secretary

Conferees appearing before the committee: E. Dean Carlson

Others attending: See attached list

Chairman Vidricksen welcomed all the Kansas Farm Bureau visitors and thanked them for the Bureau's endorsement of the Kansas Highway Program.

KANSAS DEPARTMENT OF TRANSPORTATION

Kansas Department of Transportation Secretary, E. Dean Carlson appeared before the committee to orient new members on the history, responsibilities and programs of the Department and to bring everyone up to date on current status of their programs (Attachment 1). Secretary Carlson pointed out that they now have the lowest number of staff in the history of the Department. The acquisition of good equipment has enable them to operate with fewer staff. He reminded members that his Department is also involved in aviation, public transit and rail issues in the State.

When questioned about the general overall policy regarding land acquisition related to highway right of ways. Secretary Carlson explained that in terms of meeting federal requirements, maintenance purposes and future expansion, it is typically less expensive to acquire all the anticipated required land in an initial purchase rather than trying to go back and acquire land for future expansion of the highway system. He further explained that at the end of the comprehensive highway construction program they will return unneeded right of way land. This can be done without legislative action. Another expressed issue of concern related to local highway projects and cases where a state highway has been abandoned or where local roads have been used for detours. He advised that in these cases his Department always returns the roads in good shape, but after that maintenance is up to the local entity. There is a legislative limit on the miles of highway in the state system. The three states of Texas, California, and Oklahoma have more miles of road than Kansas. Texas has about 55 persons; California has about 289 persons driving and paying taxes per mile of public road. Kansas has 19 persons per mile of public road. Kansas ranks fourth in the nation in the number of public road miles. The majority of the road milage in the state falls under city/county jurisdiction and this can create severe support problems for local jurisdictions. The special city/county fund receives 40% of the fuel tax monies and this goes back to local communities to help in maintenance of their roads.

Discussed the interstate system and toll roads. Explained that no state funds are used on the toll road and further that even though gasoline/fuel taxes are generated on the toll road they do not go back to the toll road. Discussed financing of the comprehensive highway program including the bond issues. The 1/4 cent sales tax revenue fund is the one revenue source that has kept up with inflation and that is one reason why this must be an important part of any new highway program. Secretary Carlson expressed his personal satisfaction that they are within 2% of where they said they would be on their programs and they expect to complete projects on time and on budget.

The meeting adjourned at 10:10 a.m.

The next meeting is scheduled for Wednesday, February 5, 1997.

SENATE TRANSPORTATION AND TOURISM
COMMITTEE GUEST LIST

DATE: FEBRUARY 4, 1997

NAME	REPRESENTING
ER "Woody" Moses	Ks. Agg. Prod. Assn
Patrick Heasley	Econ. Services
Ueki Harding	Dot A - Personnel Services
Tom Whitaker	Ks Motor Carriers Assn
Mike Kelley	Kansas Motor Carriers Assn
Nancy Bogina	KDOT
Secretary Dean Carlson	KDOT
Bill Watts	KDOT
Clyde N. Young	Harvey Co. Farm Bureau
Marlene Clark	Cherokee Co Farm Bureau
David Clark	Cherokee Co Farm Bureau
Allan Thompson	Jeff. Co Farm Bureau
Daryle Bate	Jeff Co Farm Bureau
Signe Barnes	Wess Co Farm Bureau
Denise Buntman	Chase County Farm Bureau
Melinda Barrett	Chase County Farm Bureau
Kim Boone	Greenwood Co. F.B.
David Reising	Russell Co Farm Bureau
JEFF VARNER	BUTLER Co FARM BUREAU

Cont'd.

SENATE TRANSPORTATION AND TOURISM
COMMITTEE GUEST LIST

DATE: FEBRUARY 4, 1997 - page 2

NAME	REPRESENTING
ALAN EATON	FORD COUNTY FARM BUREAU
Darrel Adams	Ford County Farm Bureau



KANSAS DEPARTMENT OF TRANSPORTATION

E. Dean Carlson
Secretary of Transportation

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Topeka 66612-1568
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Bill Graves
Governor of Kansas

**TESTIMONY BEFORE
SENATE TRANSPORTATION AND TOURISM COMMITTEE
FEBRUARY 4, 1997**

**I. BACKGROUND/ORGANIZATION OF THE KANSAS DEPARTMENT OF
TRANSPORTATION:**

>> From 1917 until 1975, KDOT was called the Kansas Highway Commission.

>>The State Highway Commission was replaced by a cabinet-level department called the Kansas Department of Transportation in 1975.

>> Prior to 1975, the Kansas Highway Commission's top position was that of Director. The position "Secretary of Transportation" was created in 1975 as well.

>> KDOT is broken down into six geographic districts across the state. One - Northeast, Two - North Central, Three - Northwest, Four - Southeast, Five - South Central, and Six - Southwest. There are three metro areas as well...Kansas City, Wichita and Topeka.

>>District - Area - Subarea

SENATE TRANSPORTATION & TOURISM
-2/4/97
ATTACHMENT #1

>>District Engineer - Area Engineer - Subarea Supervisor

>> At Headquarters in Topeka, there are a total of six Divisions and 19 Bureaus or Offices. (KDOT Organization Chart provided).

>> Personnel: Historically, KDOT has reduced the number of positions often during the 1970s, 80s and 90s.

>In FY 1971, KDOT had 4,652 FTE positions.

>By FY 1985, that number had been pared to 3,139 FTEs.

>KDOT added positions during the CHP, and topped out at 3,308 in FY 1993.

>But by FY 1998, KDOT will return to its pre-CHP work force number of approximately 3,141. KDOT will have experienced an overall reduction of 1,511 FTE positions between FY 1971 and the end of FY 1997.

II. WHAT KDOT DOES:

The work that KDOT administers covers highways, but the Department is also involved in aviation, public transit, and rail issues.

Aviation: Currently, federal funds administered by the Federal Aviation Administration go directly to local governments and are the only nonlocal financing available in Kansas for airport development.

Rail: In an effort to reduce rail line abandonment and improve rail service, the Federal Local Rail Freight Assistance Program (administered by the Federal Railroad Administration) provides grants to local governments, railroad companies, and others. This program was not reauthorized for FFY 1996 and 1997. However, KDOT is continuing to administer funds from previous years through a revolving loan program.

Public Transit: Kansas gets federal funds for transit services through the Federal Transit Administration. The main transit programs provide funding for transport of people with disabilities, older adults, and the general public. As part of the CHP, state financial aid is provided for public transportation for people with disabilities, older adults, and the general public in rural areas of the state.

Highways: Maintenance and construction of the State Highway System.

- > "Routine Maintenance," which includes snow removal, mowing, and the patching of potholes. These jobs are done by KDOT employees.
- > Much of the major design work is contracted with design consultant firms.
- > All of the construction work is done by contractors who bid on projects.

>Highway construction on the State Highway System - the process:

- Preliminary Engineering: project design and plan development;
- Purchasing land for projects (known as right-of-way acquisition);
- KDOT also makes sure that utilities are moved to accommodate projects;
- Letting of contracts to construction, selecting the lowest bid from a qualified company;
- Construction Engineering: oversight of project construction, making sure the contractor follows the letter of the contract.

- KDOT also participates in road projects NOT on the State Highway System, through federal aid distributed by the Department to local units of government.
 - The Department distributes federal funding that is used by local units of government in programming their own, local projects. These would include projects on city and county roads that are under local jurisdiction.
 - In addition to distributing these funds, KDOT provides administrative and technical support to local governments.
- The State of Kansas also provides direct funding to cities and counties for highway and road construction and maintenance. This funding is distributed through the Special City and County Highway Fund. The major source of revenue for this fund is state motor fuels tax.

III: WHERE KDOT DOES IT, WHERE KDOT DOESN'T:

>>There are over 133,000 miles of public roads in Kansas.

>>The state ranks fourth in the nation in the number of public road miles. The majority of that road mileage falls under city/county jurisdiction.

>> There are approximately 122,600 miles of public roads that are not on the State Highway System. Cities and counties have jurisdiction over this mileage. These roads accommodate 44 percent of total travel.

>>The State Highway System consists of 9,600 miles and includes Interstate, U.S. numbered routes, and Kansas route-numbered highways. KDOT has jurisdictional responsibility over all these miles.

>>The State Highway System and City Connecting Links (which are those portions of a state route passing through a city) make up less than 8 percent of total road mileage, but accommodate over 50 percent of the traffic in Kansas. (KDOT provides some funding to the cities to maintain the portion of the state route passing through a city).

>>The Interstate System in Kansas comprises less than 1 percent of the road mileage total in the state, but it carries more than 21 percent of the travel. Heavy commercial vehicles make up about 20 percent of the traffic on rural Interstate highways.

KDOT's Route Classification System/Priority Formulas:

- **The Department needs to ensure that limited resources are directed to the state's highest priority corridors; that is, make sure that the largest percentage possible of the traveling public drives on highways appropriate for the length/purpose of the trip, by making sure that those priority routes are well maintained and upgraded as necessary.**

- **The Route Classification System works with KDOT's Priority Formulas to rank roads and bridges by priority of need for improvement. The Route Classification System and Priority Formulas help determine future construction projects. The Route Classification System helps direct resources for maintenance.**

KDOT staff developed this route classification system to classify all state highway routes into five levels:

>> Class "A" - The Interstate System, including the Kansas Turnpike.

>> Class "B" - Routes that serve as the most important statewide and long distance corridors for travel. A significant number of out-of-state travelers use class B routes. Trips on the routes are typically very long.

>>Class "C" - These routes are defined as "arterials." C routes are closely integrated with A and B routes. Major locations not served by A or B route are connected by a C route.

>> Class "D" - These routes provide access to arterials and serve small urban areas not on A, B, or C routes. These routes are very important for intercounty movement.

>> Class "E" - These routes are primarily used for local service only, and primarily serve rural residents in providing access with other routes or small towns in the area.

The Priority Formulas were developed in the 1980s and address non-interstate roadway, Interstate and bridge needs.

IV. THE COMPREHENSIVE HIGHWAY PROGRAM, 1989-1997

>> Late 1980s: the condition of Kansas highways had deteriorated significantly.

>> After several legislative attempts in preceding years, the 1989 Kansas Legislature passed House Bill 2014, which was signed into law by Governor Hayden.

>> The law created what has come to be known as the "Comprehensive Highway Program," or "CHP."

>The CHP includes \$2.65 billion of new revenue to fund the Program, that, combined with the addition of already existing revenues, amounted to a total of \$3.34 billion. The CHP helps protect Kansas investment in the State Highway System by maintaining road riding surfaces at an adequate level, rebuilding portions of the highway system, and making selected improvements to meet needs for vehicle traffic, safety, and economic development.

>> The current CHP is the biggest public works program in the state's history in terms of scope and cost.

>> There are four main components of the Comprehensive Highway Program: System Enhancements, Major Modification, Substantial Maintenance, and Priority Bridge.

- The System Enhancement component contains 33 projects that either have been completed, are in the process of being constructed, or will soon be let to construction. Some examples of System Enhancement projects include the I-70/I-470 work here in Topeka, bypasses built in Liberal, Winfield, Dodge City, and on K-96 in Wichita, and the new Quivira overpass over I-35 in Lenexa.

- The Major Modification component contains projects designed to preserve and improve the service and safety of the existing highway system. For instance, this type of project might be a reconstruction or rehabilitation of pavement, widening of driving lanes on a highway, adding shoulders, or eliminating steep hills or curves. The Major Modification component also contains two local partnership programs (Economic Development and Geometric Improvements), in which localities can apply for and receive funding for special projects.

- The Substantial Maintenance component provides funding to help preserve the “as built” condition of our highways to the best extent possible. This maintenance funding includes money for pavement and resurfacing programs, bridge and culvert repair programs, painting of bridges, and safety, signing, and emergency work as needed. From 1990 to June 30, 1996 KDOT had repaired or resurfaced more than 8,700 miles of roadway. About 430 bridges had been repaired or resurfaced.

- The Priority Bridge component provides funding to replace or rehabilitate bridges that are in the worst condition. Typically these spans have significantly deteriorated, and may even be “cribbed,” meaning that wood or steel support beams are needed to hold the bridge in place. Increases in traffic volume and vehicle weights also put more load-carrying stress on some of our older bridges. These spans would also be candidates for replacement or rehab.

V. PAYING FOR THE WORK:

>> All transportation work, including work done in the Comprehensive Highway Program, is paid for by the State Highway Fund, which is funded through a combination of state tax revenue, fee revenue, bond proceeds (for the CHP), and federal and local funds. This is how it breaks down over the life of the CHP, from FY 1990 through 1997:

>> Sales tax (¼ cent): approximately 8.5 percent of State Highway Fund revenue comes from the addition of one-quarter of one cent to the total sales tax levied in Kansas. This was part of the legislation creating the Comprehensive Highway Program. The revenue is pledged to retiring bonded indebtedness as required.

>> Sales tax transfer: approximately 10.5 percent of State Highway Fund revenue comes from sales tax transfer money, which is money transferred from the state's general fund. The CHP increased the amount of sales tax transfer money that goes into the State Highway Fund.

>> Motor Fuels tax: about 20.5 percent of State Highway Fund revenue comes from motor fuels tax revenue. As a result of the CHP legislation, the motor fuels tax was increased seven cents per gallon. Note: not all motor fuels tax revenue goes to state highway fund; 40.5 percent goes to the Special City and County Highway Fund.

>> Vehicle Registration fees: approximately 14.6 percent of State Highway Fund revenue comes from the registration fees. Registration fees are not the same as the “tax” owners pay for their vehicles. As a result of the CHP legislation, car registration fees were increased about 50 percent, while truck registration fees went up about 33 percent.

>> “Other” Revenue: about 6.3 percent of State Highway Fund revenue comes from other sources, including drivers’ license fees, mineral royalties, and sign board permit fees.

>> Bond Proceeds: about 15.6 percent of State Highway Fund revenue comes from bond proceeds. The 1989 Legislature authorized 890 million dollars in bonds sales through FY 1997. To date, all bonds have been sold and all proceeds encumbered to individual projects.

>> Federal Funds: about 22 percent of State Highway Fund revenue comes from federal funding. Included is funding that is distributed to local governments for their local projects and federal funds for rail, transit, and safety programs.

- In FFY 1997, KDOT received approximately \$247.5 million total in Federal Aid Transportation funding.
- Approximately \$233 million, or 94 percent, goes to highway-related projects.

- Approximately \$14.4 million, or 6 percent, goes to public transit, rail, and safety projects - and some of the Public Transportation money is shared with Kansas City, Missouri.

- Included in the federal funding is money that must be set aside for special programs, including the Transportation Enhancement program, safety programs, and Surface Transportation Program (STP) funding for Metropolitan areas.

>> Local Funds: about 2 percent of the highway fund revenue comes from local funding. This money is what locals provide as their share for certain system enhancement projects and KDOT's Local Partnership Program.

VI. THE FUTURE:

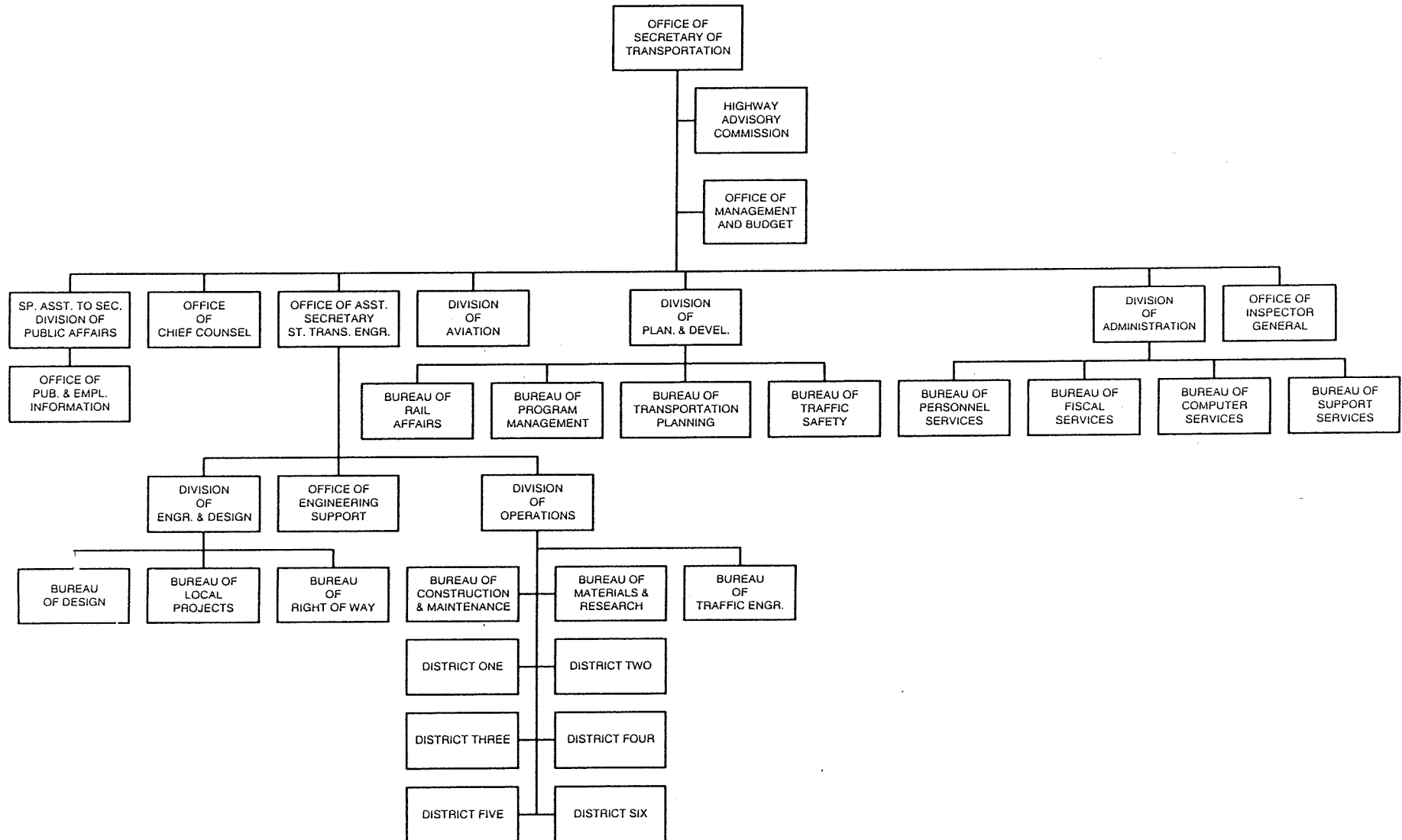
>> After the Comprehensive Highway Program ends on June 30, 1997, KDOT will continue to fund and administer interim projects that primarily seek to maintain the State Highway System at its current level for a limited time.

>> Projects scheduled for FY 1998 - FY 2001 would cost an estimated \$1.3 billion. But roughly \$800 million of that total is in jeopardy if Congress does not reauthorize a transportation program.

>> KDOT has enough funding to undertake programmed projects through FY 2001. With no additional state funding, KDOT would be unable to maintain the same level of effort and would need to restrict construction and/or substantial maintenance projects.

>> KDOT wants to be able to match federal aid in the future...but according to current cash flow projections, without additional state funding, KDOT would have to reduce substantial maintenance projects to match federal aid.

ORGANIZATIONAL CHART KANSAS DEPARTMENT OF TRANSPORTATION



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