

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 5, 1998 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: Dean Carlson, Secretary, KDOT

Others attending: See attached list

Transportation issues in Kansas

Secretary Carlson, talked about Kansas Department Of Transportation (KDOT) organization, what they do, what they did with the comprehensive highway plan and the interim plan as well as their needs at this time (Attachment 1). He also included some "ugly road pictures." These are about six months old. There are enough ugly roads in the state that it wouldn't take long to acquire another set today. Secretary Carlson directed attention to KDOT's responsibilities that go beyond highways. There are many systems enhancement needs. Over 100 bridges in the state are more than 70 years old. As a rule, fifty years is maximum life for a bridge. Several two lane "commuter" routes are going to have to be modernized. They are developing a priority formula for the next comprehensive program. Regarding transfer of funds from KDOT, he pointed out that several other state agencies depend on Transportation funds to meet their administrative needs. The state has 137 public use general aviation airports. 55 of them are below runway standards for medevac. Approximately one-third of our runways are from poor to failed. 49% of the operating railroads in Kansas are short line. Of that some 2700 miles, at least 2,000 require some rehab to remain viable. That means speeds on them can be greater than 25 miles per hour. With the amount of grain produced in Kansas, if we did not have those railroads we would have a more serious problem with our highways. Discussed demographics and the fact that the population base is not growing as fast as number of miles traveled. Secretary Carlson advised that KDOT is really in the business of public safety and that they are doing more with less in providing Kansans the best system possible. He then discussed bridge photos included in Attachment #1; advising they are being dealt with to the best of KDOT's ability.

SB 167: Re drivers' licenses - requirements

Members discussed the proposed balloon before the committee. The first part is to comply with a request by the Division of Vehicles to indicate to clarify on application for an original Kansas license, that if you came in with a valid license from another state/country this training is not required. As this bill is written it requires any one - regardless of age - who has never before been licensed to drive, to have this training. Also included is a technical correction - boarding the people who can be instructors and reducing paperwork by including the Alcohol and Drug Abuse Services (ADSA) organization which is already set up under SRS. Members were reminded that the allowable charge is NOT TO EXCEED \$35. Training could even be provided by certified volunteers at no charge. As set out by the conferee from Florida in explaining that state's program, you need a uniform program conducted by trained instructors who have special knowledge of what alcohol does to people.

Discussed recent statistics at the national and state levels and questioned need for such training. Members explored sources of funding and possible costs to individuals. This bill will be visited again as soon as possible.

Meeting adjourned at 10:00 a.m.

The next meeting will be Monday, February 9, 1998.

SENATE TRANSPORTATION AND TOURISM
COMMITTEE GUEST LIST

DATE: FEBRUARY 5, 1998

NAME	REPRESENTING
Tom Whitaker	Ks Motor Carriers Assn
Bill Watts	KDOT
Nancy Bogina	KDOT
Dean Carlson	KDOT
Gary Carter	Vehicles
Alan Anderson	KDOR
Bruce Ford	KDOR
Morisee Moor	ABATE of KS Inc.
Mike Kelley	Ks Motor Carriers Assn
Erik Sartorius	Pete McGill Assoc.
Don Cowby	DOB
Preston Barton	DD COUNCIL
Wendy Harris	Economic Airlines
Leslie Kaufman	Ks Farm Bureau
Gene Johnson	Ks ASPADA Assn
Ron Eisenbach	Kansas Alcoholism & Drug Addiction Treatment Board

KANSAS DEPARTMENT OF TRANSPORTATION (KDOT)

Presentation to the
Senate Transportation Committee
February 5, 1998

E. Dean Carlson
Secretary of Transportation

SENATE TRANSPORTATION & TOURISM
2-5-98
ATTACHMENT I

SENATE TRANSPORTATION & TOURISM
COMMITTEE - DATE: 2-5-98
ATTACHMENT: # 1

Overview

- KDOT Organization
- KDOT Responsibilities
- Comprehensive Highway Program (CHP) and Interim Plan
- Transportation Needs

KDOT History

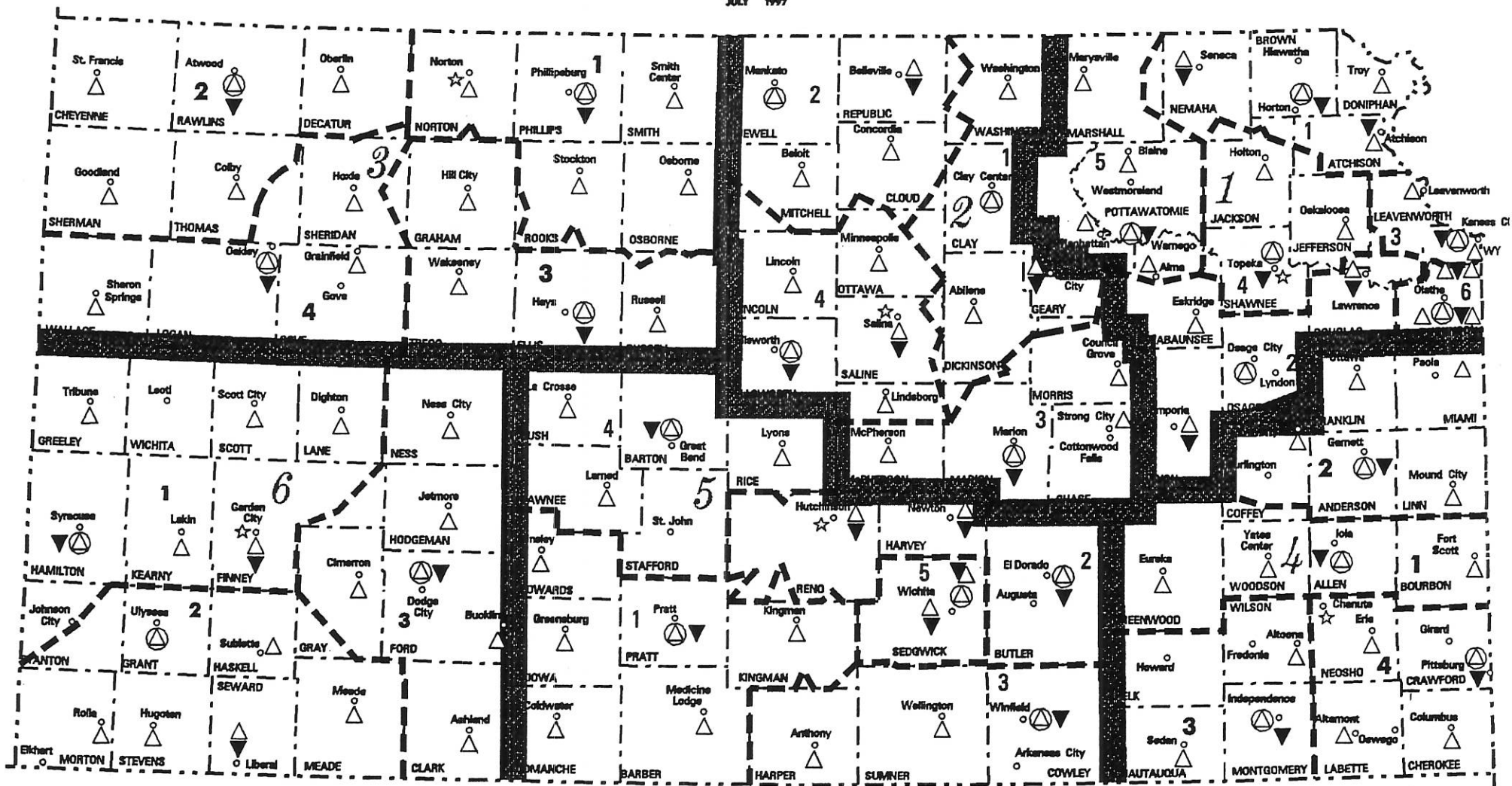
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- 1917 to 1975
Kansas Highway Commission directed by six Commissioners and a Director
- 1975 to today
Kansas Department of Transportation (KDOT) directed by a Secretary of Transportation

KANSAS

DISTRICT AND AREA BOUNDARIES

JULY 1997



DISTRICT HEADQUARTERS
 AREA OFFICE
 SUB-AREA OFFICE
 CONSTRUCTION OFFICE

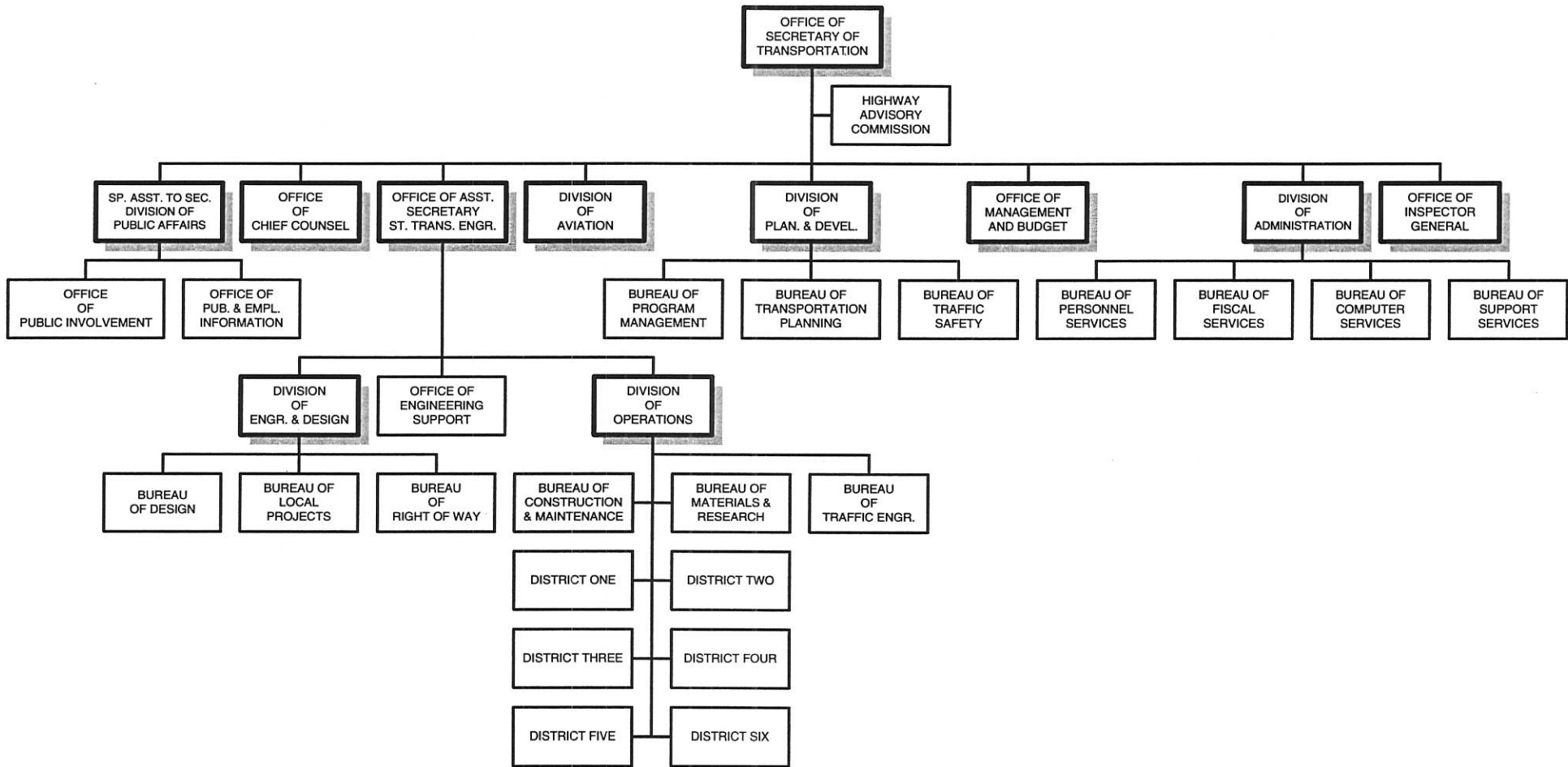


DISTRICT BOUNDARY
 AREA BOUNDARY

SCALE IN MILES
 0 5 10 15 20
 PREPARED BY THE
 KANSAS DEPARTMENT OF TRANSPORTATION
 BUREAU OF TRANSPORTATION PLANNING
 IN COOPERATION WITH THE
 U.S. DEPARTMENT OF TRANSPORTATION
 FEDERAL HIGHWAY ADMINISTRATION
 OFFICE#97.D014

ORGANIZATIONAL CHART KANSAS DEPARTMENT OF TRANSPORTATION

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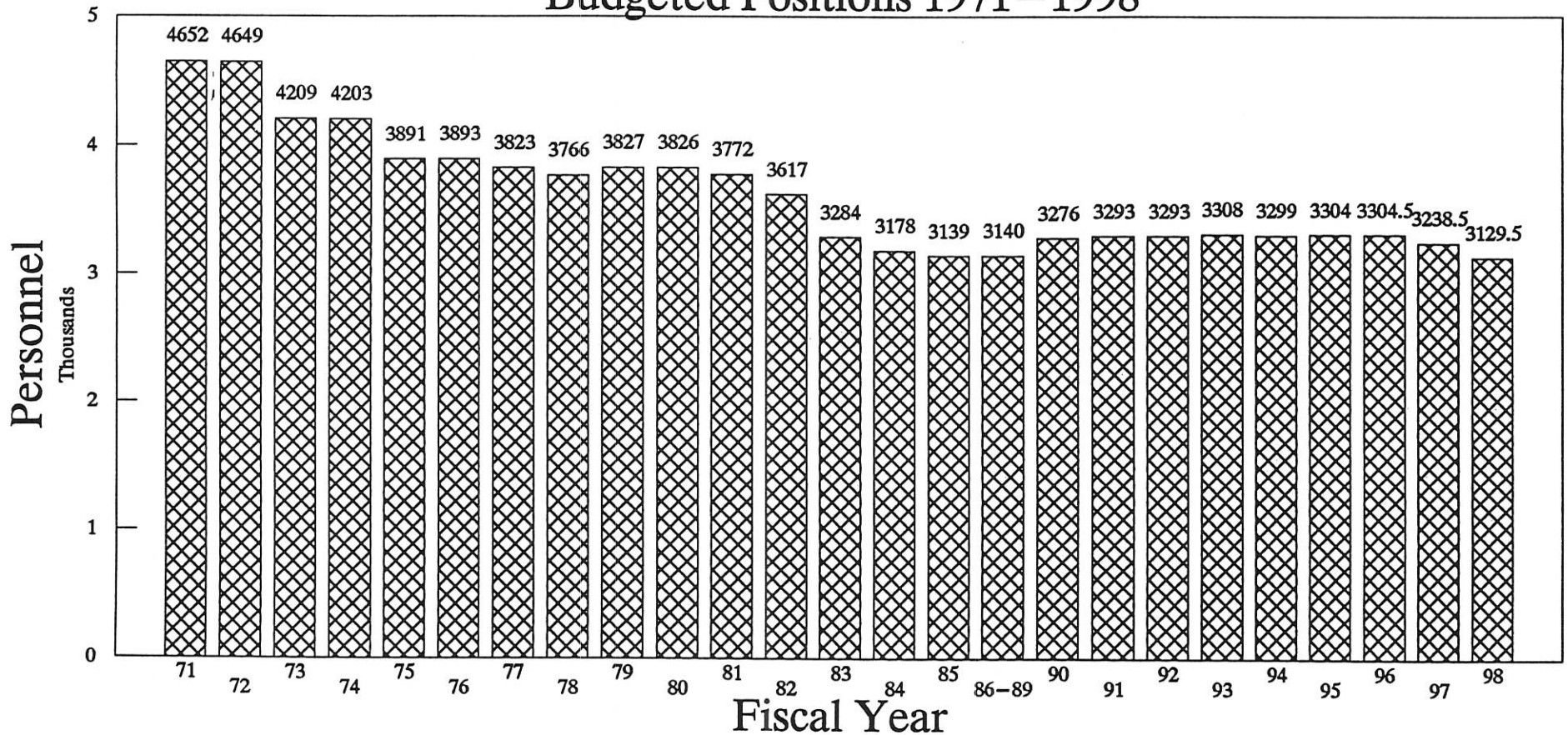


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Kansas Department of Transportation

Budgeted Positions 1971–1998

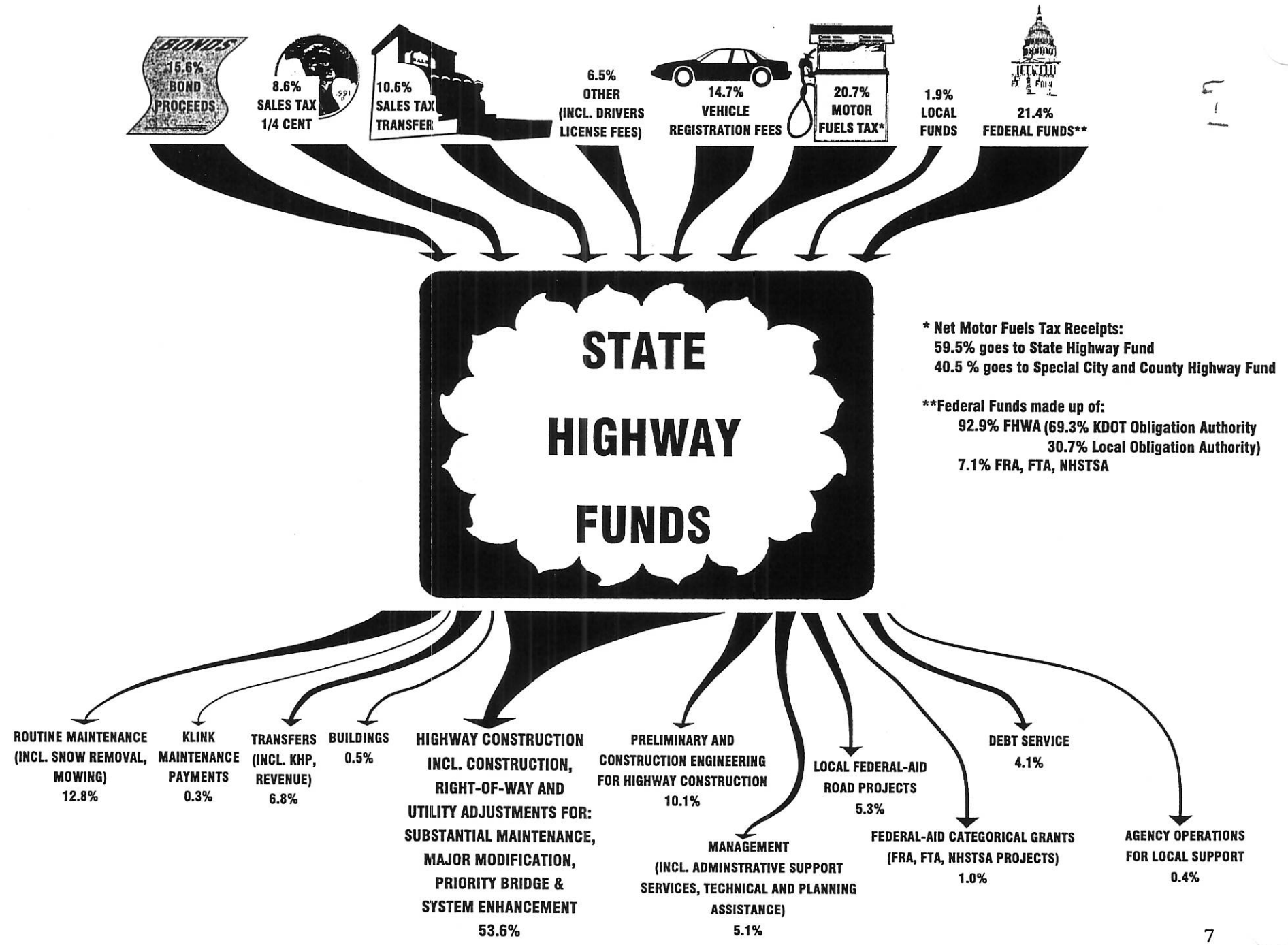
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The Kansas Department of Transportation's budgeted positions have declined by a total of 1348 between FY 1971 and FY 1996. 452 positions of this total reduction were the result of transfers to other state agencies, and the remaining reduction of 896 budgeted positions reflects the net organizational changes of the Department during this period of time. Beginning in FY 1996 a half time intermittent position is counted.

Based on agreement with the Governor, KDOT reduced FTE by 2% during FY 1996 and by an additional 3% during FY 1997.

KANSAS DEPARTMENT OF TRANSPORTATION FUND SOURCES AND DISPOSITION FY 1990 - 1997



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KDOT Responsibilities

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- Aviation

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. Kansas is the only state that does not allocate state funds for aviation.

- Public Transit

KDOT administers federal funds from the Federal Transit Administration and state funds for transit services. State financial aid was made available as a result of Kansas' Comprehensive Highway Program at \$390,000 annually starting in FY 1990. This amount was increased by the Legislature to \$1 million annually starting in FY 1995.

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KDOT Responsibilities

- Rail

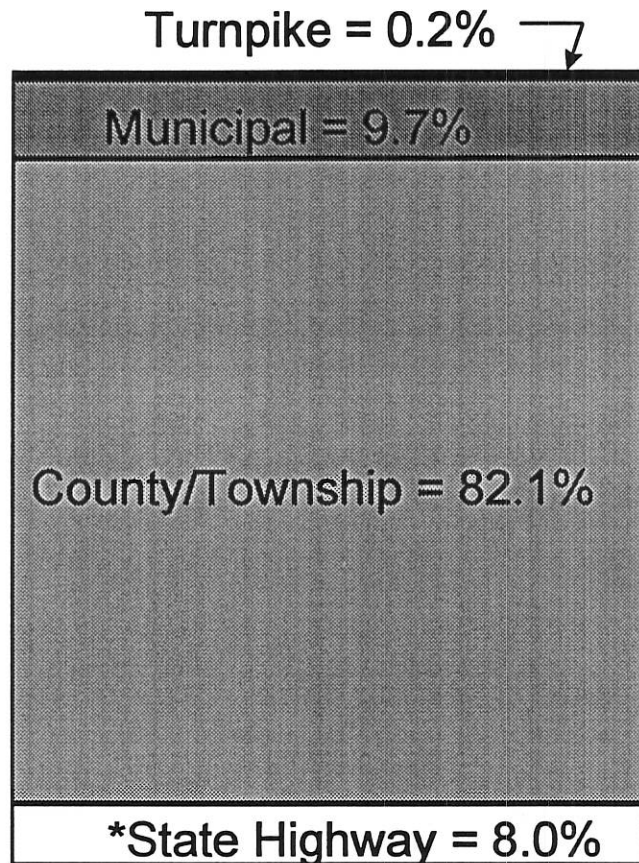
KDOT administers federal funds provided in previous years through a revolving loan program. (The Federal Local Rail Freight Assistance Program administered by the Federal Railroad Administration was not authorized after FFY 1995.) KDOT provides policy guidance, research, and analysis on rail issues such as abandonments and mergers. No state funds are allocated for rail transportation.

KDOT Responsibilities

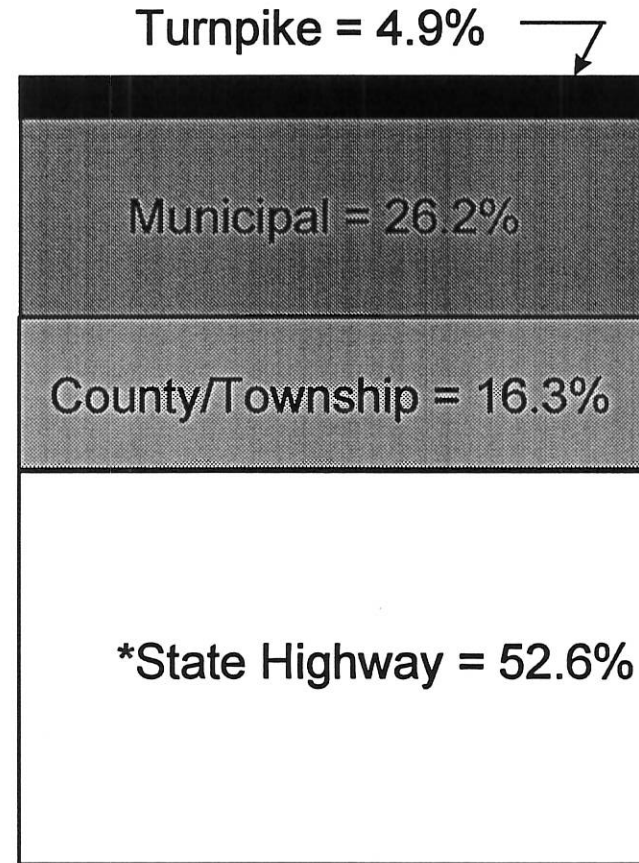
State Highway System

- The State Highway System consists of 9,600 miles and includes Interstate, US numbered routes, and Kansas route-numbered highways. KDOT has jurisdictional responsibility over all these miles.
- KDOT is not generally responsible for “City Connecting Links” but does have some oversight responsibility. City Connecting Links (831 miles) are those portions of a state route that pass through a city. Normally a city is responsible for maintaining the connecting link. KDOT reimburses the city for maintenance based on a lane-mile rate established by law. The Secretary may enter into an agreement to maintain the connecting link in lieu of payments. KDOT maintains all City Connecting Links which have full access control such as the Interstate.

Kansas Public Road Miles Percent by Jurisdiction



133,000 Total
Centerline Miles**



70,898,000 Total Daily
Vehicle Miles Traveled

KDOT Responsibilities

State Highway System

1-12-

- “Routine Maintenance” which includes such things as snow removal, mowing, and pothole patching
- Construction Projects
 - Preliminary Engineering: project design and plan development
 - Right-of-Way: purchasing land for projects
 - Utilities: utilities are moved to accommodate the project
 - Construction: contracts are let to construction and the lowest bid from a qualified company is awarded the contract
 - Construction Engineering: includes oversight of project construction

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KDOT Responsibilities

Off the State Highway System

- KDOT passes through federal funds that are used by local units of government for various types of transportation improvements. These would include projects on city and county roads that are under local jurisdiction.
- KDOT provides administrative and technical support to local units of government.
- Kansas provides direct state funding to cities and counties for road construction and maintenance through the Special City and County Highway Fund (SCCHF). The SCCHF is administered by the State Treasurer's Office and its major source of revenue is the state motor fuels tax.

Additional KDOT Responsibilities

- Planning
- Traffic engineering
- Technical and applied research
- Education programs such as the Kansas Alcohol Safety Action Program and the Work Zone Drivers' Education Program
- Transportation Enhancement Program

CHP FY 1990-1997

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- Significant deterioration of Kansas highways in late 1980s
- Several legislative attempts culminating in 1989 House Bill 2014, signed into law by Governor Mike Hayden
- Eight-year Comprehensive Highway Program
- Construction cost of \$3.15 billion funded by \$2.65 billion in new revenue in addition to existing revenues

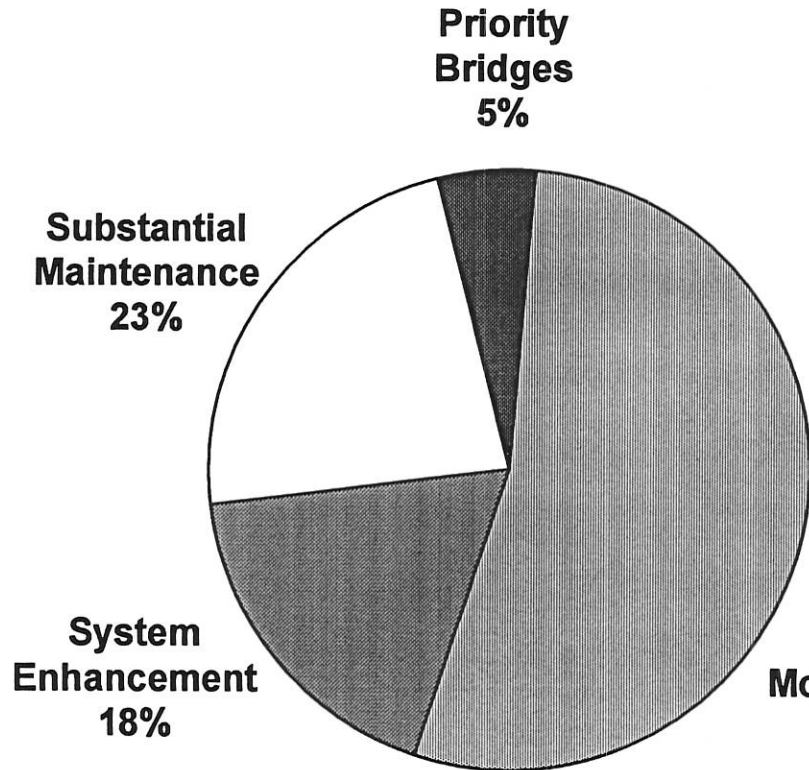
Interim Plan FY 1998 - 2001

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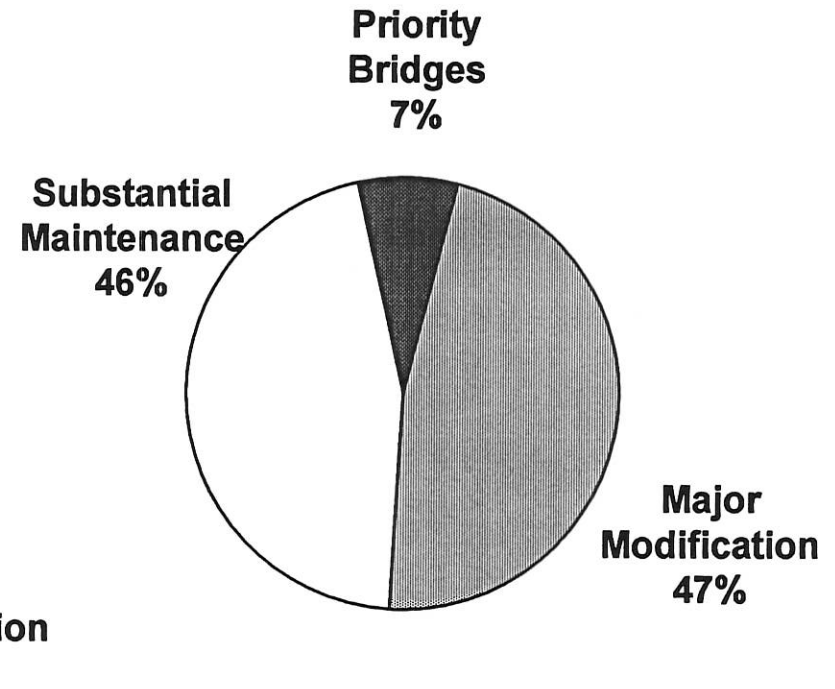
- \$1.47 Billion Construction Cost
- Emphasis on preserving existing system with Substantial Maintenance Program
- Match-Federal-Aid-Only Major Modification and Priority Bridge Programs
- Plan Production Program
 - Lead time required for project development
 - Preliminary Engineering activities only with no scheduled construction

Comparison of Construction Program Program Category Percent by Estimated Construction Cost

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FY 1990 - 1997 CHP



FY 1998 - 2001 Interim

Comparison of Construction Program Annual Average Number of Miles and Bridges

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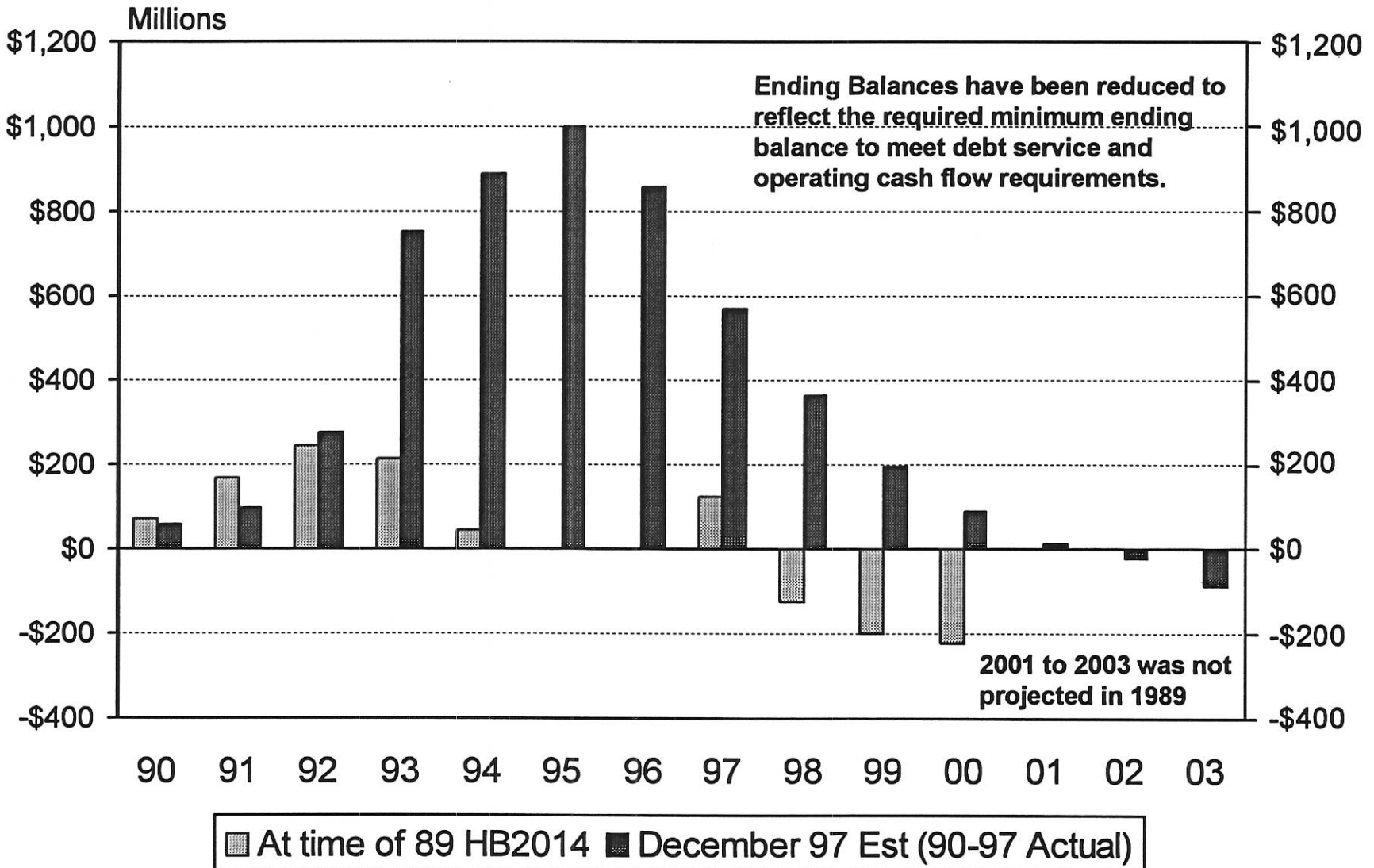
	Pre-CHP FY 1988-1989	CHP FY 1990-1997	Post-CHP FY 1998-2001
<u>Major Mod./Interstate</u>			
Miles of Roadway	12	17	18
No. Associated Br.	24	21	26
<u>Major Mod./Non-Interstate</u>			
Miles of Roadway	33	205	51
No. Associated Br.	16	50	22
<u>Priority Bridges</u>	17	24	28

CHP and Interim Plan

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- All CHP projects let to construction FY 1997
- When CHP was established in 1989, cash flow projections anticipated no projects after FY 1997 without jeopardizing maintenance or ability to match federal-aid funds
- Current cash flow projections allow limited number of projects to be funded after FY 1997

State Highway Fund Ending Cash Balance



Assumes continued matching of Federal-aid, Substantial Maintenance, & Agency Operations beyond FY 1997.
 Sales Tax Transfer is assumed to be capped in FY 1999 and beyond.

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Interim Plan Funding

- 1989 CHP tax increases do not “sunset”
- Ending cash balances are higher than 1989 estimates
 - early bond sales with favorable interest rates
 - greater-than-anticipated Federal-aid funds
 - low inflation of construction costs
- Modest Interim Plan can be funded after CHP
- FY 1998-2001 Interim Plan is a four-year plan instead of five years as in the past; will be a three-year plan when it is updated this summer

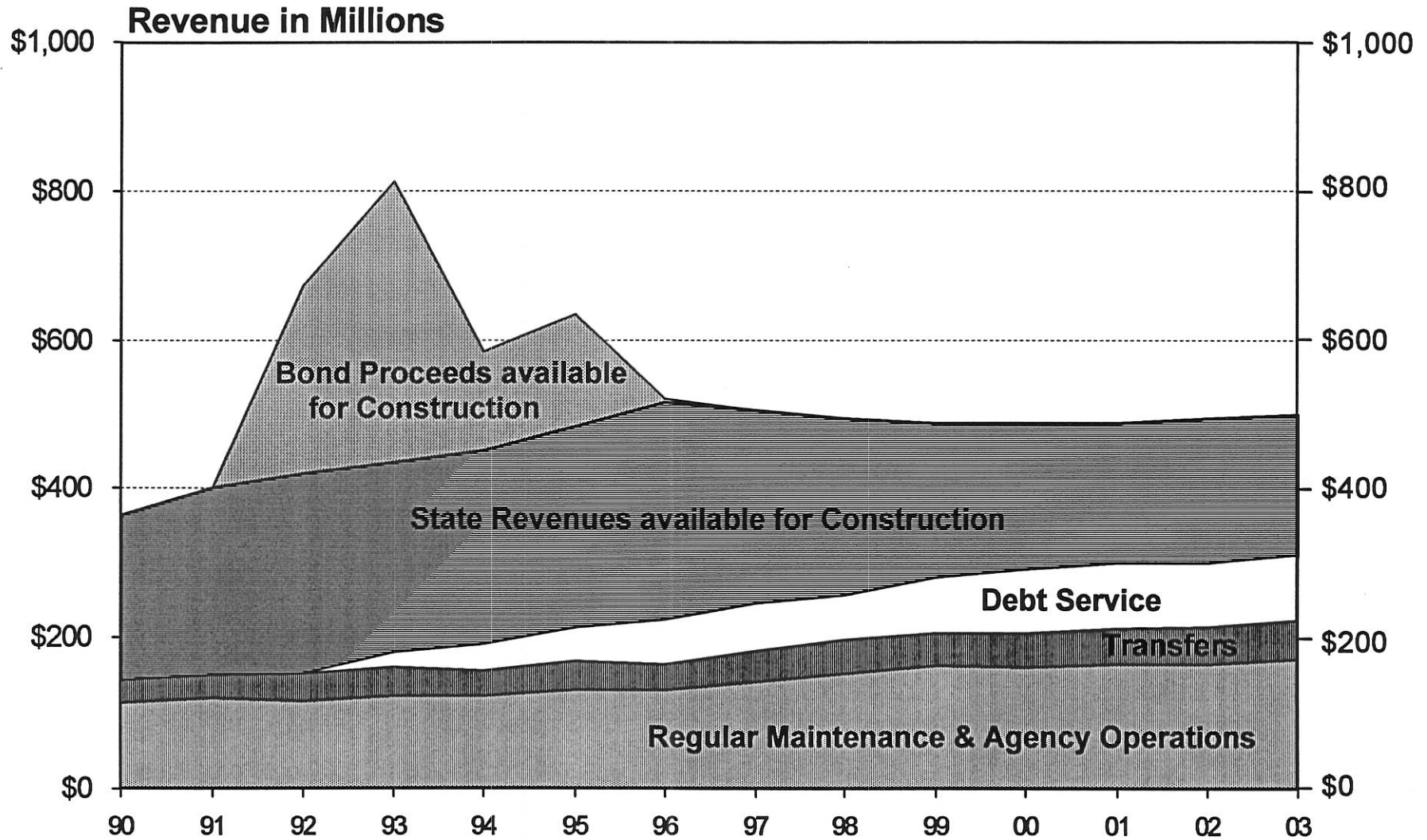
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State Highway Fund

Source of State Revenues FY 1998 - 2001

- Motor Fuels Tax (36%): 1989 CHP increased state gas tax from 11 to 18 cents per gallon, diesel from 13 to 20
- Vehicle Registration Fees (26%): 1989 CHP increased car registration fees 50% and trucks 33%
- Sales Tax - 1/4 cent (17%) and transfer (17%): 1989 CHP increased sales tax 1/4 cent (pledged) and sales tax transfer; sales tax transfer has been reduced or capped since FY 1991
- Other Fees (4%): Drivers' license fees, mineral royalties, special permits, etc.
- Bonds (0%): For the 1989 CHP, \$890 million in bonds were authorized and sold; debt service = \$86 million annually ending September 1, 2014

Availability of State Revenues for Construction



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Transportation Needs

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- CHP did not address all needs and was not intended to
- Interim Plan is constrained by funding
- Increasing impact of deferred preservation and modernization activities

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Deficiencies on the State System after CHP

- Deficient Shoulder Width - 1,935 miles
- Deficient Shoulder Type - 3,795 miles
- Beyond Calculated Life Expectancy
 - Non-Interstate Pavement - 7,615 miles
 - Interstate Pavement - 300 miles
 - Span Bridges - 410
- Bridge Needs
 - Significantly Deficient Conditions - 350
 - Critically Deficient Width - 410

Non-State Highway System Needs

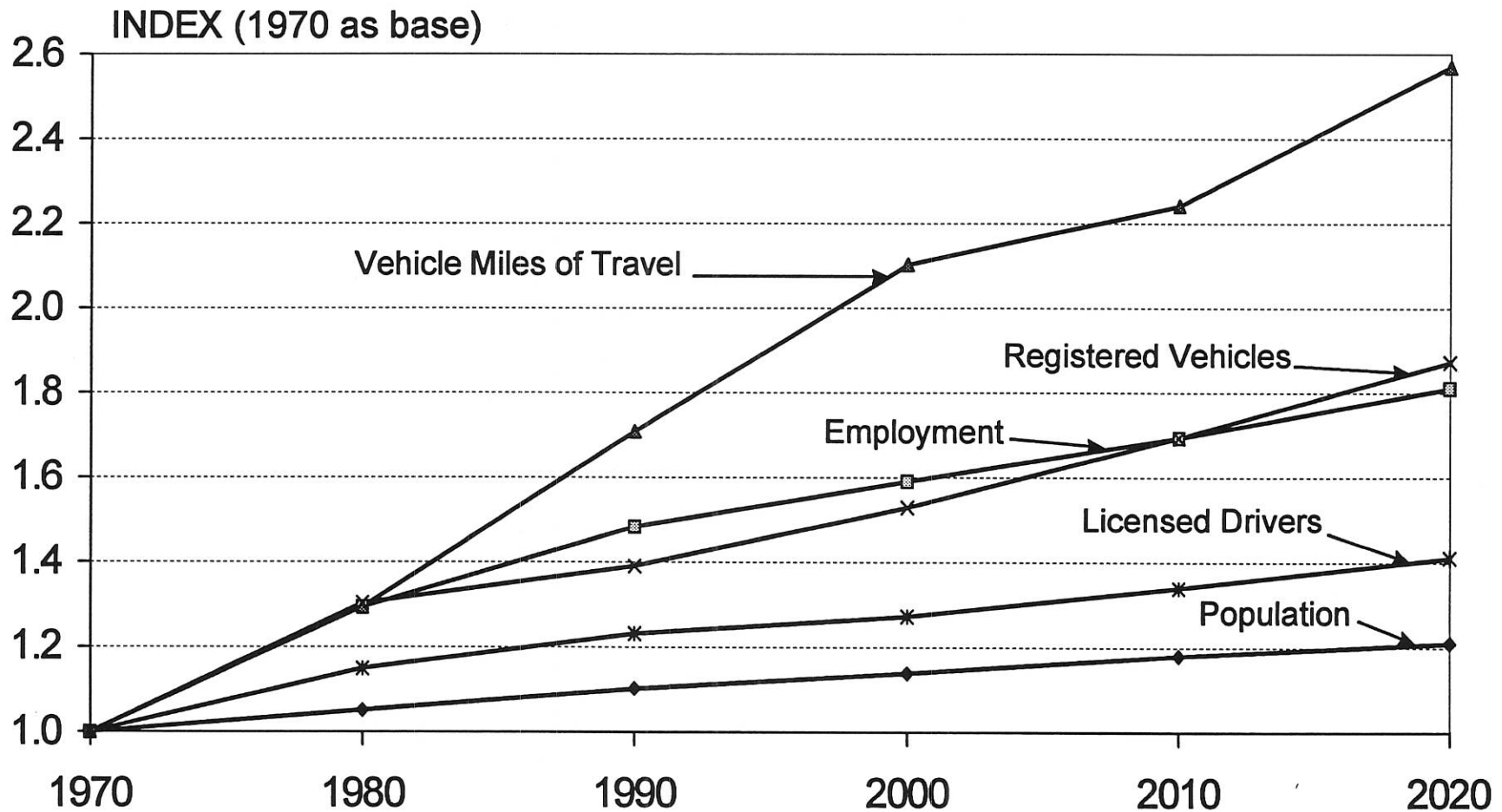
- Aviation
- Public Transit
- Rail
- Local Roads and Bridges

Comparison of Public Road Miles & Population

<u>State</u>	<u>Public Road Miles Ranking</u>	<u>Miles</u>	<u>1990 Population</u>	<u>People Per Mile</u>
Texas	1	296,186	16,986,510	57
California	2	170,389	29,760,021	175
Illinois	3	137,413	11,430,602	83
Kansas	4	133,323	2,477,574	19

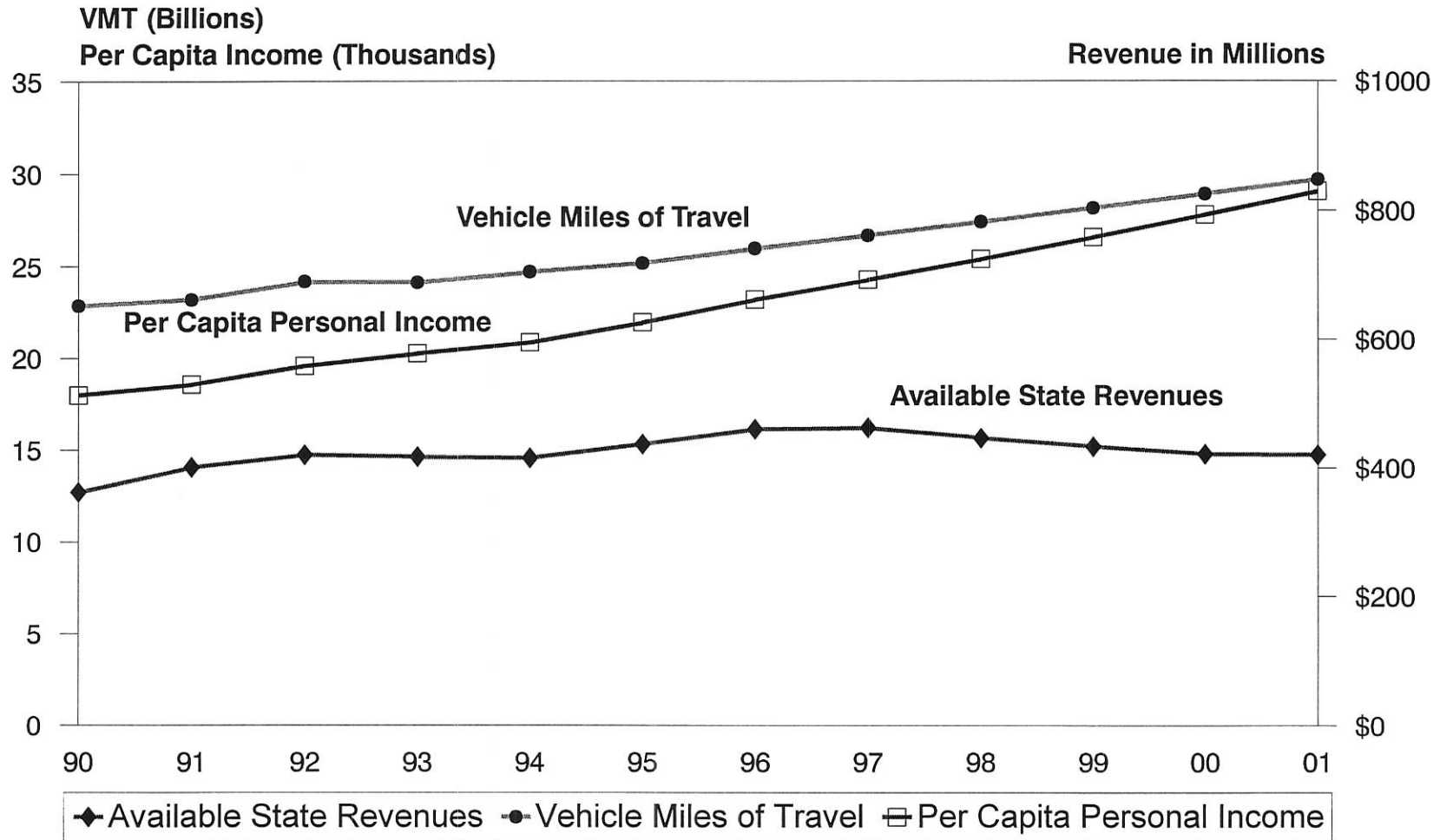
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Kansas Demographics Percentage Growth



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State Revenues Compared to Income and Travel



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State Revenues have been reduced by the amount of the Debt Service Payments and do not include Bond Proceeds. Projections of Personal Income and VMT uses a 10 year average growth rate.

Summary

- KDOT is meeting challenge of “doing more with less”
- CHP successfully completed, on time and within budget
- CHP did not address all needs and was not intended to
- Interim Plan focuses on preserving existing system as much as possible, but constrained by funding
- Transportation needs continue to accrue

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Road and Bridge Pictures

1. Example of a 1920s truck
2. Example of a 1920s truck
3. Example of a 1990s truck
4. Example of a 1990s truck
5. I-35 east of Emporia, view from side road over
6. I-35 east of Emporia, example of patching
7. I-70 in Saline County, Mulberry Creek bridge, view of top side
8. I-70 in Saline County, Mulberry Creek bridge, cracked pier
9. US-54 Verdigris River bridge in southeast Kansas, bridge rail
10. Bridge on K-128 in north central Kansas, timber deck and rusted web
11. Cribbing underneath bridge in northwest Kansas
12. K-47 in southeast Kansas, example of no shoulders and inadequate right-of-way
13. K-47 in southeast Kansas, example of no shoulders with culvert
14. US-160 in southeast Kansas, example of poor horizontal and vertical alignment
15. US-160 in southeast Kansas, example of accident
16. Bridge in southeast Kansas, view of hole from underside of the deck
17. Bridge in southeast Kansas, view of plates on bridge covering holes in deck
18. US-50 in southwest Kansas, example of truck traffic
19. Example of "rutting" on highway in southwest Kansas
20. Bridge on K-25 south of Ulysses
21. Bridge on K-25 south of Ulysses, view of cribbing underneath bridge
22. Bridge on K-25 south of Ulysses, view of cribbing underneath bridge

February 5, 1998 Kansas Department of Transportation

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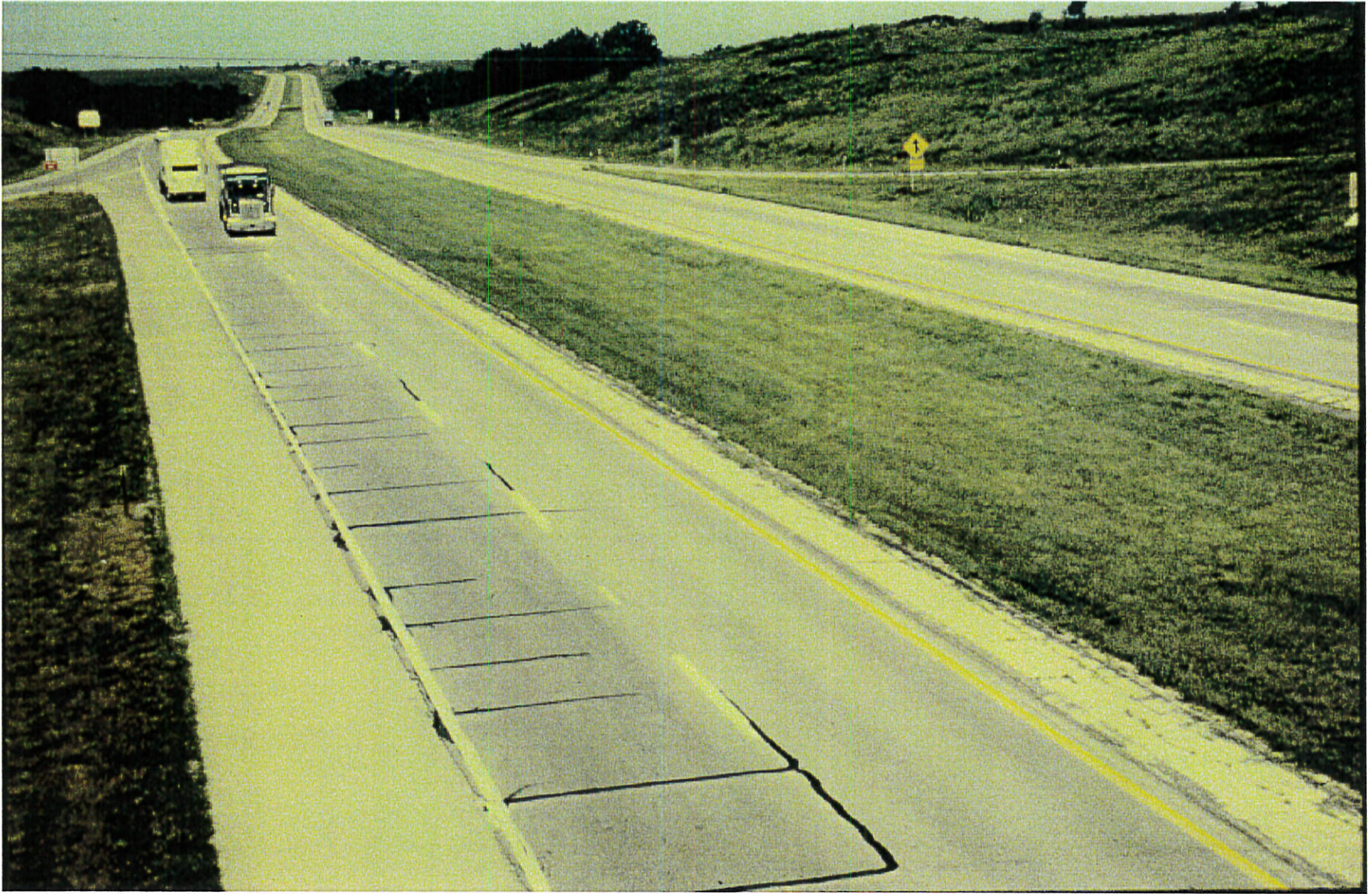
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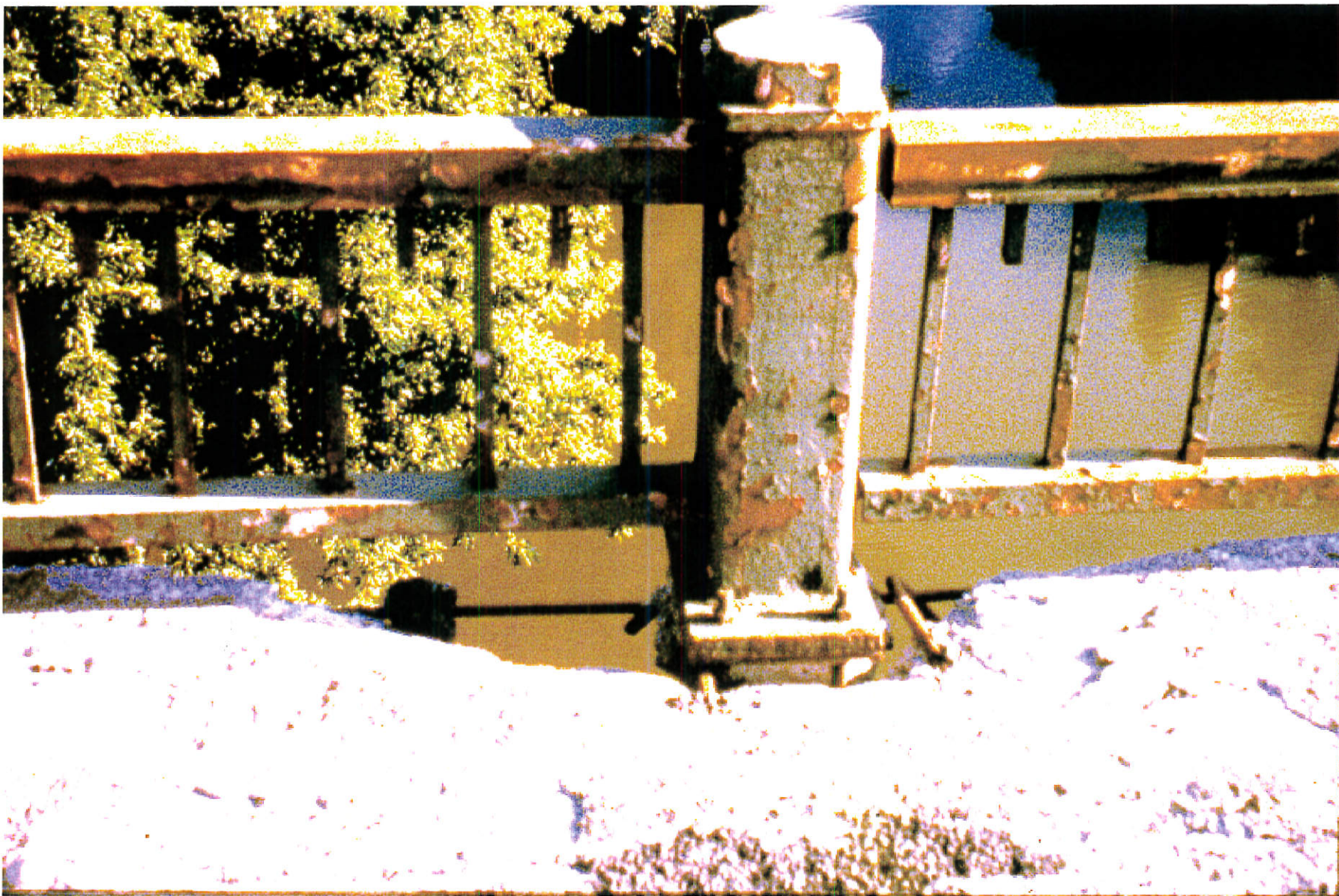


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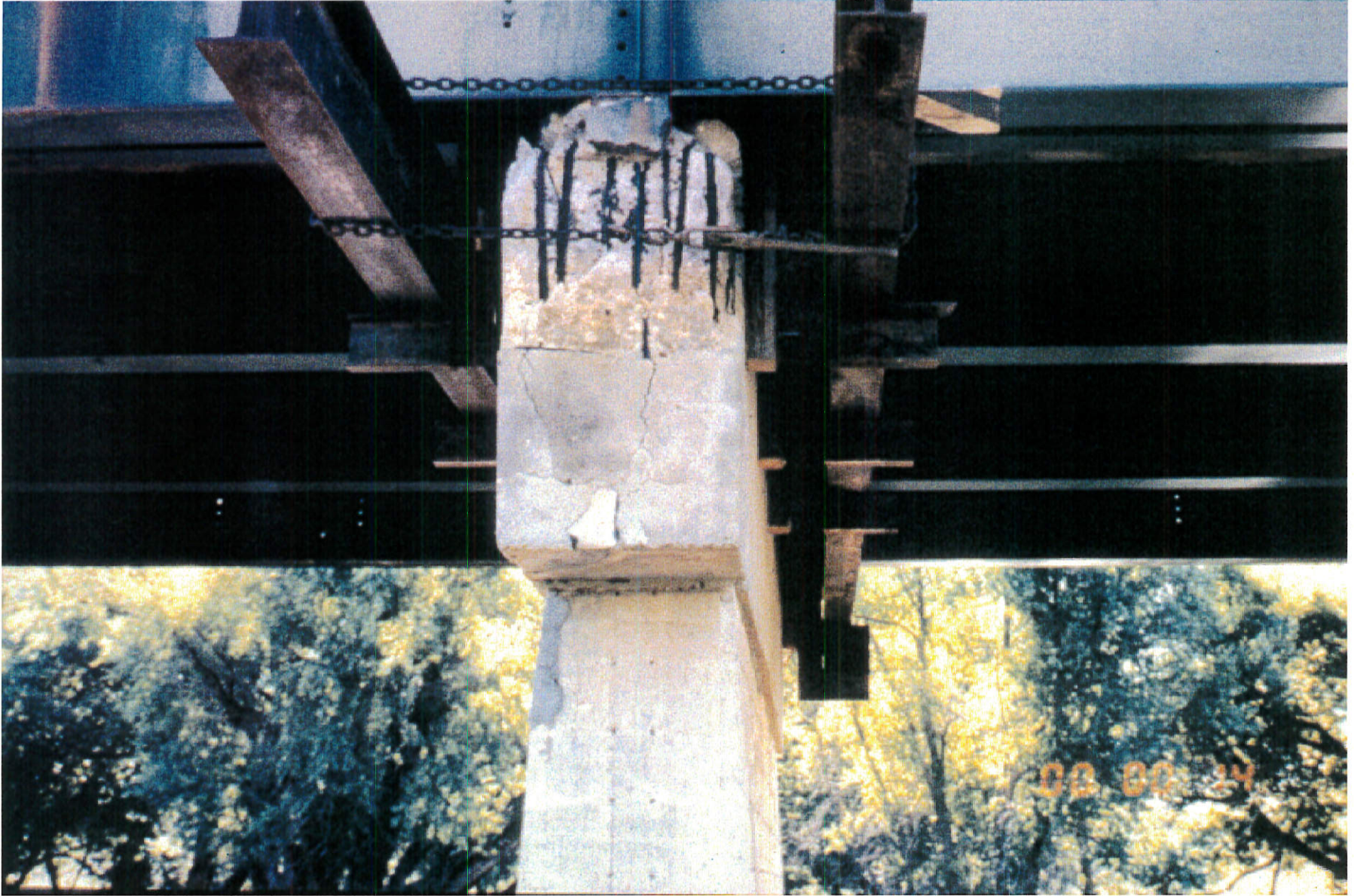
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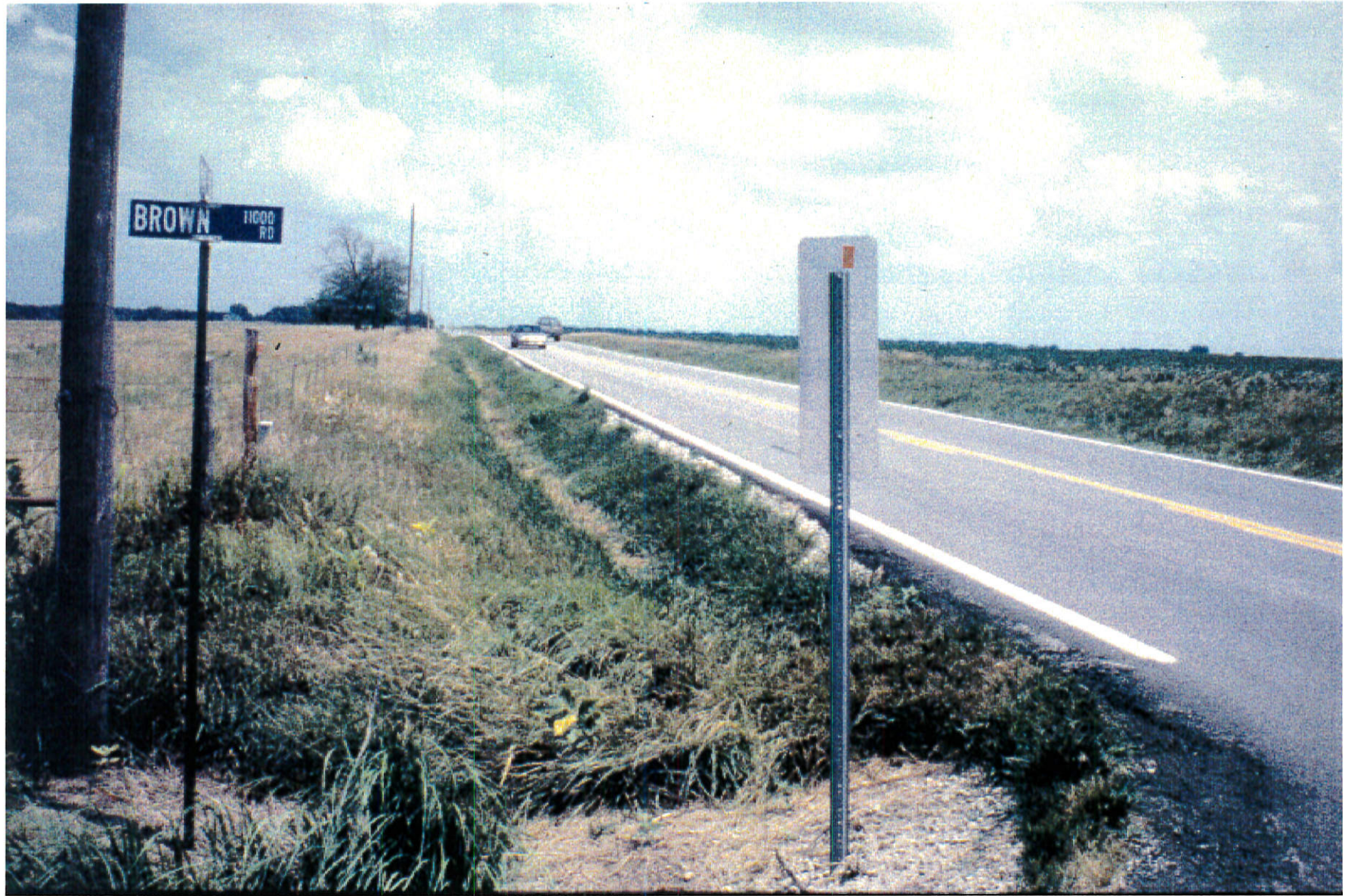


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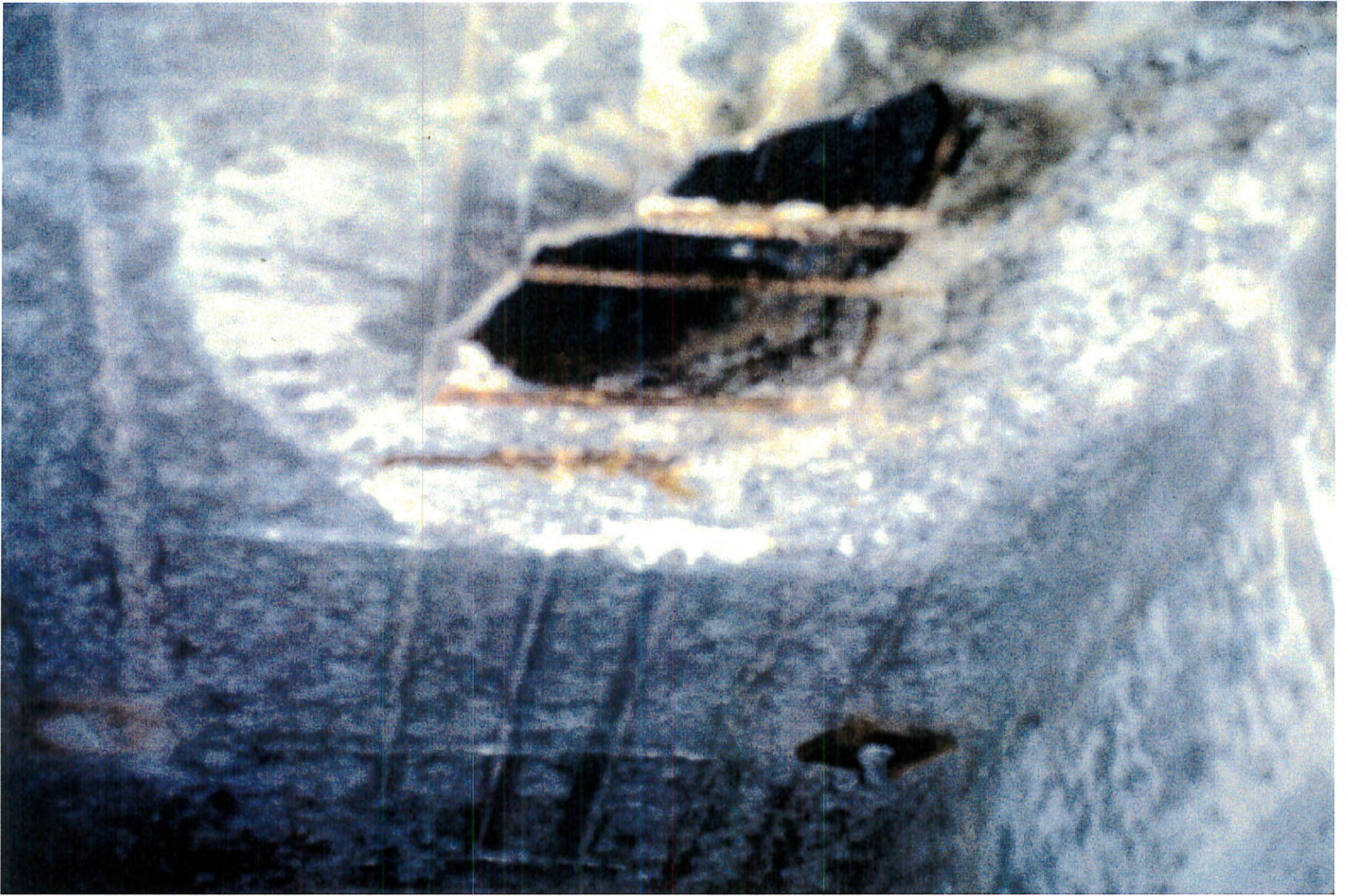
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