

Approved: 1-2-99  
Date

## MINUTES OF THE HOUSE COMMITTEE ON TRANSPORTATION.

The meeting was called to order by Chairperson Rep. Gary Hayzlett at 1:35 p.m. on January 28, 1999 in Room 519-S of the Capitol.

All members were present except:

Committee staff present:

Bruce Kinzie, Revisor  
Hank Avila, Research  
Chris Courtright, Research  
Ellie Luthye, Committee Secretary

Conferees appearing before the committee:

Mary Turkington, Chairman, TRANSPORTATION 2000 Study Group

Others attending:

See attached list

Chairman Hayzlett called on Mary Turkington to give a report on the Transportation 2000 Study Group. She stated the group was comprised of twenty eight members who were appointed by Governor Graves in June, 1998 to assess the needs of all modes of transportation in Kansas. The group held Town Hall meetings in 12 cities with more than 2,500 persons attending.

She distributed the report of the T2000 committee. (Attachment 1) She stated throughout the state, expectations clearly indicated people were interested in a new Comprehensive Transportation Program. She concluded the recommendations the Governor offered for a Comprehensive Transportation Program provide an excellent starting point for dialogue, discussion and consideration. However, TRANSPORTATION 2000 strongly supports the belief that the most effective use of the tax dollars can be accomplished through systematic modernization of our highways and transportation infrastructures and that is why the Study Group recommends a program that would require \$4.3 billion in additional funding. (Attachment 2)

Following questions from the committee the Chair thanked Chairman Turkington for her report.

Chairman Hayzlett adjourned the meeting at 2:05 p.m.

The next meeting of the House Transportation Committee is scheduled for Tuesday, February 2, 1999 at 12:00 for a Joint Meeting of the House and Senate Committees in Room 313-S.

# HOUSE TRANSPORTATION COMMITTEE GUEST LIST

DATE: 1-28-99

NAME	REPRESENTING
Patrick Whisley	Economic Lifelines
TOM PALAIE	PMCA OF KS
STEVE KEADNICK	PMCA
Susan Duran	Issues Management Group
Christy A Caldwell	Topeka Chamber of Comm.
Natalie Bright	KCCI
Ken Balw	Economic Lifelines
Tom WHITAKER	KSMOTOR (CARRIERS ASSN)
Bill Watts	KDOT
Jamie Clover Adams	Governor's Office
Lance Latham	Economic Lifelines
RWD BUTTS	KANSAS PUBLIC TRANSIT ASSOC
Hana Faxon	Johnson County
Carmen Coulter	KS <del>Good</del> Roads
Jim M. Hoff	KS AFL-CIO

# Transportation 2000

Mary E. Turkington  
Chair

Bill Graves  
Governor

December 16, 1998

The Honorable Bill Graves  
Governor of Kansas  
Capitol Building, Room 212 S.  
Topeka, Kansas 66612

Dear Governor:

On behalf of the 28 members of the Transportation 2000 Study Group, I submit to you our recommendations for a Comprehensive Transportation Program to bring our State into the next century.

We commend you for your vision in seeking input from your fellow Kansans to identify such transportation needs. An overwhelming response from citizens throughout the State strongly endorses your belief that improvements are needed in all modes of transportation and that transportation is a priority for our future.

The members of your Transportation 2000 Study Group were honored to participate in this needs assessment. We offer every appropriate assistance as you address the recommendations of this report.

Sincerely,



Mary E. Turkington, Chair  
Transportation 2000

cc: Transportation 2000 Study Group members

House Transportation Committee  
January 28, 1999  
Attachment 1

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(Appendices under separate cover)



# Transportation 2000 Study Group Members

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## Chair

**Mary E. Turkington**, Former Executive Director of the Kansas Motor Carriers Association  
Topeka

## Members

**James M. Aubuchon**, Pittsburg City Commissioner  
Pittsburg

**Virginia B. Beamer**, Logan County Commissioner  
Oakley

**Marcia R. Bernard**, Director of Transportation, Unified Government of  
Wyandotte County/Kansas City, Kansas  
Kansas City

**Mary Birch**, President, Overland Park Chamber of Commerce  
Overland Park

**E. Dean Carlson**, Secretary of the Kansas Department of Transportation  
Topeka, Ex Officio Member

**Ann K. Charles**, Publisher, Parsons Sun  
Parsons

**Chris Cherches**, City Manager, City of Wichita  
Wichita

**Donald J. Clarkson**, Vice-President, Clarkson Construction Company  
Leawood

**Ted Dankert**, President/Owner, Dustrol, Inc.  
El Dorado

**Jim M. DeHoff**, Executive Secretary/Treasurer, Kansas AFL-CIO  
Lawrence

**John D. Fowler**, President, Kansas Chamber of Commerce and Industry  
Topeka

**Senator Greta Goodwin**, Member, Senate Transportation and Tourism Committee  
Winfield

**Gary L. Hall**, President, Kansas Farm Bureau  
Manhattan

## Transportation 2000 Study Group Members (continued)

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**Representative Gary Hayzlett**, Chairman, House Transportation Committee

Lakin

**Don A. Hill**, Chair, Highway Advisory Commission

Emporia

**Charles Johnson**, President, Cessna Aircraft Company

Andover

**Don R. Landoll**, CEO, Landoll Corporation

Marysville

**T. Nelson Mann**, Member, Greater Kansas City Chamber of Commerce Metro Transit Committee; Attorney

Leawood

**Carol S. Marinovich**, Mayor/CEO, Unified Government of

Wyandotte County/Kansas City, Kansas

Kansas City

**Representative Dennis McKinney**, Member, House Transportation Committee

Greensburg

**Ken I. Meier**, Harvey County Commissioner

Newton

**Timothy F. Rogers**, Executive Director, Salina Airport Authority

Salina

**John L. Rolfe**, Deputy Secretary, Kansas Department of Commerce and Housing

Topeka

**Orville "Butch" Spray**, President, Venture Corporation

Great Bend

**Gary Toebben**, President, Lawrence Chamber of Commerce

Lawrence

**Senator Ben E. Vidricksen**, Chairman, Senate Transportation and Tourism Committee

Salina

**Max Zimmerman**, Former Owner, Zimmerman and Company Insurance

Liberal

### Acknowledgements

The following Kansas Department of Transportation staff members provided support for the duration of the Study Group's efforts:

**Dennis R. Slimmer**

**John W. Maddox**

**William K. Yager**

# Executive Summary

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On June 12, 1998, Kansas Governor Bill Graves announced the formation of a group of Kansans to study the state's transportation needs. Transportation 2000, as the group was named, was charged with "seeking the input, advice, and dreams of Kansas citizens, communities, regions, and advocacy groups." Transportation 2000 was asked to assess the transportation progress as the state's current eight-year Kansas Comprehensive Highway Program (CHP) wraps up and to create a priority needs assessment for the future.

The Governor described Transportation 2000 as "an initiative to examine how far we have come and to investigate how far we might go."

Governor Graves asked the members of Transportation 2000 to look beyond the traditional emphasis on roads alone and to "entertain the ideas Kansans hold for airport improvement, railroad safety, mass transit, and a stronger state partnership with city and county government."

In establishing Transportation 2000 and issuing the Study Group its charge, the Governor reminded the Study Group that an awareness of, and an appreciation for, the vastness of Kansas is important. The Governor told the Study Group that, "The history of our state is full of examples of people's desire to move safely and efficiently from one place to another. From the Chisolm, Santa Fe, and Oregon trails to the Atchison-Topeka and Santa Fe Railroad; from pioneers in automobile and airplane development, such as Walter Chrysler, Clyde Cessna, Walter

Beech, and Bill Lear; to Dwight Eisenhower and the Interstate Highway System, the Kansas Turnpike and the BNSF Railroad; Kansas and Kansans have always understood the desire to travel. To this point in our history, we have made the transportation infrastructure of Kansas a priority." The Governor went on to say he does not believe that priority should change.

In holding true to the Governor's charge, Transportation 2000 held a series of 12 Town Hall meetings in all geographic regions of the state. At these meetings, individuals, businesses, and government representatives with diverse transportation interests and issues of concern were encouraged to appear and to testify. Town Hall meetings were held in Pittsburg, Garden City, Ottawa, Great Bend, Wichita, Colby, Kansas City, Salina, Marysville, Lenexa, Arkansas City, and Topeka.

The following individuals served on the Transportation 2000 Study Group: Mary Turkington, Chair, Topeka; Jim Aubuchon, Pittsburg; Virginia Beamer, Oakley; Marcia Bernard, Kansas City; Mary Birch, Overland Park; E. Dean Carlson, Secretary of Transportation, Topeka, Ex Officio Member; Ann Charles, Parsons; Chris Cherches, Wichita; Don Clarkson, Leawood; Ted Dankert, El Dorado; Jim DeHoff, Lawrence; John Fowler, Topeka; Senator Greta Goodwin, Winfield; Gary Hall, Manhattan; Representative Gary Hayzlett, Lakin; Don Hill, Emporia; Charles Johnson, Andover; Don Landoll, Marysville; T. Nelson Mann, Leawood; Carol Marinovich, Kansas City; Representative Dennis McKinney, Greensburg;

Ken Meier, Newton; Timothy Rogers, Salina; John Rolfe, Topeka; Orville "Butch" Spray, Great Bend; Gary Toebben, Lawrence; Senator Ben Vidricksen, Salina; and Max Zimmerman, Liberal.

## **Major Themes The Study Group Heard**

Testimony given at the Town Hall meetings reflected the transportation needs and concerns of legislators, local officials, chambers of commerce, private industry, school districts, organizations, associations, and individual citizens. Groups and individuals testifying represented both urban and rural areas. Presenters came from large metropolitan cities with complex manufacturing and service industries, as well as small towns and all points in between. The consistent themes presented by the majority of those giving testimony centered on the safety, economic growth, and quality of life that result from an improved multimodal transportation system.

During the course of the Town Hall meetings, requests were made for improvement to four modes of transportation including highways, aviation, public transit, and rail. While many of the presenters focused on highways, the needs of other modes of transportation were also expressed by a large number of citizens and officials. Members of the public clearly stated that they want and expect a Comprehensive Transportation Program (CTP) that addresses aviation, public transit, and rail needs as well as highways.

In addition to statewide concerns, numerous presenters testified about the needs of cities and counties for increased funding to assist in the maintenance and reconstruction of roads, streets, and bridges under local government jurisdiction.

The Study Group heard the vital role transportation plays in tourism and the growing importance of tourism to the Kansas economy.

More than 2,500 people attended the 12 Town Hall meetings and more than 500 people presented testimony. The Study Group heard time after time the strong endorsement of the CHP and praise for the Kansas Department of Transportation's successful administration of that program. Many of the presenters indicated that the success of that program in improving the transportation system showed what could be accomplished.

## **Conclusions Drawn By The Transportation 2000 Study Group**

During the months of October and November, the Transportation 2000 Study Group met and deliberated. The following are the major conclusions drawn by the Study Group.

### **Kansas Needs A New Transportation Program**

Kansas has a large transportation infrastructure. Kansas ranks fourth in the nation in the number of public road miles, third in the number of bridges, fourth in miles of rail line, and eighteenth in number of airports. Vast needs exist in all areas of transportation.

As the CHP has drawn to a close, roadway construction work has continued but at a reduced level. The state cannot even maintain this reduced level in the long term. In order to build on and protect the investment made in roadways by the CHP, Kansas must continue to invest in its infrastructure.

The 2,500 people who attended the Town Hall meetings underscored the concern that Kansans have for investing in transportation. The more than 500 people who testified at the Town Hall meetings cited needs in all modes of transportation and in all regions of the state. Citizens in attendance at the Town Hall meetings made it clear that they strongly supported the CHP and want to build on it.

## **Existing Resources Will Not Be Adequate**

The CHP was funded with revenue from a combination of motor fuels tax, vehicle registration fees, and sales tax, supplemented by federal-aid and local funds in some categories. Bonds in the amount of \$890 million were also authorized. While revenue sources continue beyond Fiscal Year (FY) 1997, cash flow projections based on an extended Interim Plan (matches federal-aid, provides for Substantial Maintenance, and agency operations) show that after FY 2002 available resources drop below anticipated expenditures.

Recent reauthorization of federal surface transportation legislation, the Transportation Equity Act for the 21st Century (TEA-21), did provide for additional transportation funding, but the majority of these increased funds have either been programmed for already announced projects, shared with local units of government, or Congressionally earmarked for specific purposes.

Much of the State Highway Fund's revenue is not sensitive to inflation and remains basically flat over time. In addition, the \$890 million in bond sales used to finance the CHP is not available after FY 1997. The loss of future bond proceeds, coupled with the onset of an annual \$85 million bond debt service after FY 1997, impacts the amount of revenue available for construction improvements after FY 1997.

Costs, unlike revenues, do increase with inflation, and over time the state's "buying power" is eroded. Further, the existing program provides minimal funding for public transit, and no funding for rail or aviation needs. Both KDOT and local governments continue to struggle with the problem of increasing costs and flat revenues in their efforts to maintain and improve roads, streets, and bridges.

## **All Modes Of Transportation Should Be Funded**

Throughout the Town Hall meetings, the Transportation 2000 Study Group heard about needs in aviation, public transit, rail, highways, and local jurisdictions. The Study Group concluded that there is a state interest in maintaining adequate aviation and rail systems as well as highways and public transit.

### **Recommended Program**

The Study Group recommends an eight-year Comprehensive Transportation Program that requires \$4.3 billion in addition to current revenue. The Study Group believes a program of this magnitude is necessary to maintain the state's investment in its transportation infrastructure and address the critical needs expressed by the public in the Town Hall meetings. Figure 1 summarizes the total program recommendation.

### **Recommended Highway Components**

The Transportation 2000 Study Group recognized that to be effective and to properly maintain a State Highway System, any transportation program must include a preservation component, a modernization component, and a system enhancement component. The Study Group recommends that a Comprehensive Transportation Program should include funding for all three components.

- The Preservation Program should be funded at an annual average level of \$194 million for construction.
- The Modernization Program should be funded at an annual average level of \$376 million for construction.
- The System Enhancement Program should be funded at a level of \$2 billion in total for the life of the program.

- A minimum of \$3 million per county should be spent during the life of the program. The Study Group also urges that reasonable and prudent efforts be taken to address needs for engineering and safety enforcement at all levels.

### Local Governments Will Require Additional Resources As Well

The 635 incorporated cities in Kansas have jurisdiction over 12,788 miles of road and 879 bridges. The 105 counties have jurisdiction over 109,562 miles of roadway and 19,644 bridges. More than 50 percent of the local city and county bridges are more than 40 years old. Ninety percent of the roads and 80 percent of the bridges in the state are the direct responsibility of cities and counties. The sheer size of the system makes maintaining the local transportation network an overwhelming task.

The Study Group makes the following recommendations:

- The mainstay of the state-local financial partnership is the Special City and County Highway Fund (SCCHF). It is financed primarily by 40.5 percent of the net motor fuels tax revenue. Funding to the SCCHF should be increased by an amount which is proportional to the increase in the core KDOT programs (approximately \$182 million).
- The “cap” which has been placed on the Motor Carrier Property Tax transfer to the SCCHF, reducing the amount of funds which are transferred to local governments, should be removed.
- City Connecting Link maintenance payments should be increased from \$2,000 per lane-mile per year to \$3,000 per lane-mile per year to reflect inflation.
- Funding for the Local Partnership Program set-asides should be increased to \$4.5 million annually for the KLINK Resurfacing Program, increased from \$5 million to \$8 million annually for the Geometric Improvement Program, and increased

<b>T2000 Recommendation</b>	
Expenditures	Annual Average (\$ Millions)
Maintenance:	
Routine Maintenance	\$119
Substantial Maintenance	194
Construction:	
Major Modification & Priority Bridge	376
System Enhancement	167
CE/PE/ROW/Utilities (Includes engineering for Substantial Maintenance)	190
Modes:	
Aviation	3
Public Transit (Includes both State & Federal Funds)	14
Rail (Includes both State & Federal Funds)	6
Local:	
Special City and County Highway Fund	182
Local Federal Aid Projects (Includes Local Match)	80
Local Partnership (Included in Substantial Maintenance and Major Modification)	---
KLINK Maintenance Payments	3
Management and Other	80
Transfers Out	53
Debt Service	85
	<b>\$1,552</b>
Available Resources	<b>1,017</b>
Shortfall	<b>\$535</b>

**\$535 per year for 8-year program = \$4,280**

11/98

Figure 1



funding from \$3 million to \$6 million annually for the Economic Development Program.

- KDOT's long-standing policy of sharing a significant portion of federal-aid highway funds with local units of government should be continued.

## **Recommendations for Aviation**

The Transportation 2000 Study Group recommends that the state fund a Kansas Airport Improvement Program for public-use airports. The aviation component of a transportation program should be funded at an annual level of \$3 million. The program should provide for runways, taxiways and ramps, lighting improvements, and for the addition of navigation and weather equipment.

Projects for the program are to be solicited annually from local governments. A selection committee using an objective priority rating system would evaluate the project applications and there would be a sliding scale for state/sponsor match depending on applicant population. The Study Group understood that this size of program would provide for the funding of approximately 11 projects per year.

It was further recommended that a state-funded aviation program should give smaller communities an opportunity to participate and should have guidelines that are flexible and workable. In addition, funds should be allowed to carry over if necessary from year to year.

A state-funded aviation program would allow for expanded opportunities to obtain federal aviation discretionary funds.

## **Recommendations for Public Transit**

The Study Group recommends that state funding for public transit providers increase from \$1 million per year to \$8.8 million per year to enhance service, to

extend hours of daily and weekend operations, and to address other unmet needs. Public transit providers include members of Coordinated Transit Districts and Urbanized Area Transit Authorities.

The state funding should be flexible, allowing for capital and operating expenditures in rural and urban areas and for the carry over of funds from year to year if necessary, although expeditious use of funds will continue to be encouraged.

As state funds are increased, the local matching percentage share for operating costs will be reduced.

If other urbanized areas in the state institute fixed-route transit systems, the amount of state funding for public transit should be revisited by the Legislature.

If other agencies providing transportation services believe they are in need of more money for transportation, that issue should be addressed separately from this funding and through their respective budgets.

Increases in state funding for public transit must not be used as a substitute for local money now spent on transit. The goal is increased service not decreased local effort.

The Study Group supports efforts to develop commuter rail in the Kansas City area. Efforts to continue cooperative planning between local officials and the Burlington Northern Santa Fe Railroad should be encouraged. In addition, efforts to obtain federal funding through the annual appropriations process should be continued.

## **Recommendations for Rail**

The rail component of a transportation program should consist of an annual revolving loan program. It should be capitalized with state funds of up to \$5 million per

year for eight years with matching funds requirements and oversight to be determined by the Secretary of Transportation.

A state-funded rail program would assist Kansas shortline railroads with track rehabilitation. The program would supplement the current revolving loan program which originated with previously programmed federal dollars. It is the Study Group's desire that the program would be available to address, over time, the needs of as many Kansas shortlines as possible. The Study Group recognizes the importance of shortline railroads in the transportation of agricultural and other products and the cost to highway maintenance by failing to support shortline railroads.



# Introduction

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- ◆ *The formation of Transportation 2000 was announced by Governor Bill Graves on June 12, 1998.*
- ◆ *Governor Graves charged the group with conducting a transportation priority needs assessment and with exploring the needs of highways, aviation, public transportation, rail, and local government.*
- ◆ *Transportation 2000 held 12 Town Hall meetings throughout the state. More than 2,500 people attended these meetings and more than 500 people testified.*

On June 12, 1998, Kansas Governor Bill Graves announced the formation of a group of Kansans to study the state's transportation needs. The group was named Transportation 2000 and was charged with "seeking the input, advice, and dreams of Kansas citizens, communities, regions, and advocacy groups." Transportation 2000 was asked to assess transportation progress to date as the state's eight-year Kansas Comprehensive Highway Program (CHP) wraps up and to create a priority needs assessment. The Governor described Transportation 2000 as "an initiative to examine how far we have come and to investigate how far we might go."

In establishing Transportation 2000 and issuing the Study Group its charge, the Governor reminded the Study Group that an awareness of, and an appreciation for, the vastness of Kansas is important. The

Governor told the Study Group that, "The history of our state is full of examples of people's desire to move safely and efficiently from one place to another. From the Chisolm, Santa Fe, and Oregon trails to the Atchison-Topeka and Santa Fe Railroad; from pioneers in automobile and airplane development, such as Walter Chrysler, Clyde Cessna, Walter Beech, and Bill Lear; to Dwight Eisenhower and the Interstate Highway System, the Kansas Turnpike and the BNSF Railroad; Kansas and Kansans have always understood the desire to travel. To this point in our history, we have made the transportation infrastructure of Kansas a priority." The Governor went on to say he does not believe that priority should change.

Governor Graves asked the members of Transportation 2000 to look beyond the traditional emphasis on roads alone and to "entertain the ideas Kansans hold for airport improvement, railroad safety, mass transit, and a stronger state partnership with city and county government."

In holding true to the charge that Governor Graves gave the Transportation 2000 Study Group, 12 Town Hall meetings were scheduled throughout the state. Individuals, businesses, and government representatives with diverse transportation interests and issues of concern were encouraged to appear and testify before Transportation 2000 at these meetings. Public meetings were held in Pittsburg, Garden City, Ottawa, Great Bend, Wichita, Colby, Kansas City, Salina, Marysville, Lenexa, Arkansas City, and Topeka. More than 2,500 people attended the 12

meetings. More than 500 people presented testimony.

To prepare for the 12 Town Hall meetings, the Transportation 2000 Study Group also heard from the Kansas Department of Transportation (KDOT). KDOT presented information to the Study Group on transportation issues in Kansas so that the Study Group would be well informed for its public meetings. These presentations included background information on rail, public transit, aviation, federal funding, local jurisdiction issues, the State Highway Improvement Program, transportation funding in Kansas, a review of the report "Economic Impacts of the Kansas Comprehensive Highway Program," Corridor Management, Intelligent Transportation Systems, and making individuals with disabilities full partners in transportation. The Study Group also was provided multiple transportation-related documents for its review.

At the conclusion of the Town Hall meetings, Transportation 2000 members met again in Topeka. The Study Group was presented information that assessed the current condition of the state's transportation system, looked at possible approaches to a future transportation program, and reviewed current funding.

Based upon all of this input, the Transportation 2000 Study Group deliberated, drew conclusions, and made recommendations. The rest of this report summarizes major themes heard by the Study Group, outlines its deliberations, documents their conclusions, and lists their recommendations.

# Major Themes

## The Transportation 2000 Study Group Heard

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- ◆ *Testimony given reflected transportation concerns of people from all walks of life and all regions of the state.*
- ◆ *Those testifying were pleased with the Comprehensive Highway Program (CHP) and wanted to build on its success.*
- ◆ *The public was clear that it wanted improvements for highways, aviation, public transit, and rail.*

Testimony given at the Town Hall meetings reflected the transportation needs and concerns of legislators, local officials, chambers of commerce, private industry, school districts, organizations, associations, and individual citizens. Those groups and individuals giving testimony geographically represented both urban and rural areas. Presenters came from large metropolitan cities with complex manufacturing and service industries as well as small towns and all points in between.

At every Town Hall meeting it was evident that those groups and individuals in attendance were very pleased with the results of the 1989 Comprehensive Highway Program and felt that it is important to build on the success of that program with a new Comprehensive Transportation Program (CTP). The consistent themes presented by the majority of those giving testimony centered on the safety, economic growth, and quality of life that results from an improved multimodal transportation system.

The Study Group heard the vital role transportation plays in tourism and the growing importance of tourism to the Kansas economy.

During the course of the Town Hall meetings, requests were made for improvement to several modes of transportation including highways, aviation, public transit, and rail. While many of the presenters focused on highways, a large number of citizens and officials expressed the needs of other modes of transportation. The public clearly stated that it wants and expects a CTP that addresses aviation, public transit, and rail needs as well as highways.

### Highways

- ◆ *Safety and economic growth were major themes.*
- ◆ *Many requests were to upgrade existing two-lane corridors to four lanes and to provide shoulder improvements.*
- ◆ *A major link was seen between economic growth and highway improvements.*

Safety and economic growth were the main themes that were most often associated with highway needs and concerns at all 12 of the Transportation 2000 Town Hall meetings. Many of the presenters spoke about the need to increase the traffic-carrying capacity of particular highways to improve safety, while others spoke about the need to enhance or maintain the growth of an area by improving highway access to a city or region.

Regarding safety, the recurring improvement requests included upgrading existing two-lane corridors to four lanes, providing shoulders, adding turn lanes, improving line-of-sight, and adding passing lanes. Many presenters spoke of the need to make travel safer on Kansas highways for students, business-people, farmers, truck drivers, and the traveling public. Several people testified about personal experiences involving fatalities, injury accidents, and near misses on highways they said are unsafe due to increased traffic, narrow lanes, or inadequate shoulders.

Numerous requests were made for four-lane improvements of existing two-lane highways in areas where accidents and fatalities had increased significantly in recent years. For these locations it was stated that the highway simply was not capable of safely carrying the increased amount of traffic now using the route.

Many people testified about the lack of shoulders on highways. They said the lack of shoulders on many roads creates problems when passing or meeting wide loads such as farm equipment. They also stated their concern about safety when traveling on roads with narrow shoulders because there is no place to pull over and stop in case of car trouble or an emergency. Many presenters also stated their concerns about school bus safety on roads with inadequate shoulders, particularly where numerous stops for children are required.

The Study Group also heard testimony that spoke about the link between economic growth and the need for highway improvements. Presenters spoke about both the need to improve access to local businesses and to improve connections between regional centers of commerce and population.

Testimony was given describing improvements that would significantly improve business and industry access to markets. It was often explained that these improvements would contribute to lower

shipping costs and thus increase the ability of existing businesses to compete as well as encourage new businesses to relocate to a community. Many people spoke about the increased amount of commercial truck traffic on specific corridors due to the growth in business, manufacturing, and agribusiness sectors of the Kansas economy. Presenters also pointed out that improved safety would result from such improvements.

The need to improve existing highways connecting regional centers of commerce to four-lane status, as well as the construction or completion of bypasses, was of major importance to both large cities in urban areas and smaller communities along a corridor.

### **Local Jurisdiction**

- ◆ *Local governments simply do not have enough resources to plan, design, maintain, or replace their roads and bridges.*
- ◆ *Lack of rail service is putting an extra burden on local roads.*
- ◆ *Funding for road maintenance and repair is limited in many counties due to the lid on property taxes.*

In addition to statewide concerns, numerous presenters testified about the needs of cities and counties for increased funding to assist in the maintenance and reconstruction of roads, streets, and bridges under local government jurisdiction.

Several city officials spoke about the need for increased assistance in maintaining and improving state highway connecting links within the city limits. These presenters often mentioned that costs to maintain and improve these routes had increased due to inflation.

Numerous presenters indicated that increased truck traffic often resulting from rail line abandonments had severely impacted the cost to maintain many local roads.

Many county officials said that funding for road maintenance and repair is limited due to the property tax lid. A number of these officials said they had not been successful in getting the lid lifted locally and therefore had very limited spending authority to address transportation needs.

A number of county officials said that financial assistance was needed to obtain engineering services. Most of these presenters stated that a qualified county engineer would greatly benefit their road and bridge program. However, they said that little or no funds are available for that purpose.

## **Aviation**

- ◆ *State funding is needed to improve runways and taxiways, install runway lighting, and for navigational and weather equipment.*
- ◆ *Airports are important links for passenger and freight transportation, medical services, and economic growth.*

It became clear during the course of the Transportation 2000 Town Hall meetings that many public-use airports across Kansas have critical needs that could have an impact on pilot and passenger safety. It was stated that while some public-use airports are in good condition, many are in need of rehabilitation. At virtually every Town Hall meeting, testimony was given outlining the need for state funding to assist with improvements to runways and taxiways, as well as the need to install runway lighting, navigational instrumentation, and weather equipment. Several presenters stated that Kansas was the only state that does not currently provide state funding for airport improvements.

City and county officials, airport managers, associations, and private pilots stressed that public-use airports across Kansas must be improved. They pointed out that these facilities are important links for routine and emergency medical services, particularly in smaller rural communities. Testimony was given detailing instances in which medical Life Flight aircraft and visiting doctors could not land at some airports because of deteriorated runway conditions or inadequate runway length.

Several presenters also indicated that an adequate airport is a key ingredient for economic growth in smaller communities. They stated that to keep and attract major businesses a community must have an airport that can safely accommodate various size aircraft for business trips by owners, employees, and clients.

## **Public Transit**

- ◆ *Increased funding is needed for operating expenses and capital expenditures.*
- ◆ *Public transit needs in both rural and urban areas are for adequate, timely, accessible, and affordable transportation for all citizens.*
- ◆ *Expanded service on evenings and weekends and paratransit service is clearly needed.*

Testimony at every Town Hall meeting detailing the ever-increasing demands for public transit throughout the state stressed the need for increased state funding for both operating expenses and capital expenditures for public transit. In general, the public transit needs in both rural and urban areas are for adequate, timely, accessible, and affordable transportation for all citizens. Groups representing elderly, disabled, working poor, and nondriving citizens spoke about the need for improved transportation services. Testimony was given calling for improvements to



transportation services to get people to and from work, to medical appointments, and social activities.

A variety of public transit providers explained that increased state funding is needed to address increasing operating expenses, as well as to replace high-mileage vehicles that have reached the end of their functional life. Several presenters provided information on the number of vehicle-miles driven and the passengers who were served to demonstrate the importance of these services.

Several people spoke about the need to improve coordination of services between jurisdictions. Some presenters gave examples of difficult and time-consuming trips involving multiple jurisdictions and providers. They explained that improved coordination between jurisdictions was needed to serve customers traveling from one jurisdiction to another.

They also requested that funding and regulations be made more flexible and that providers be encouraged to be more efficient using existing resources. Several urban providers asked that state funding be allowed for operating expenses and that funds be allowed to carry over from one year to the next if necessary.

Presenters from rural areas noted the importance of transportation to get people to medical services that had increasingly relocated to regional medical centers. Urban residents also spoke about the need for increased public transit to access medical services. People from all areas spoke about the need to provide improved access to jobs, shopping, and social events.

Testimony was also heard highlighting the heavy reliance on public transit by individuals with disabilities, the elderly, and the poor. Presenters said people use these services to meet a variety of daily activities and needs, including medical appointments, employment, shopping, and social activities. Representatives of transition councils pointed out how public transit helps young people with disabilities enter the workforce. For these

groups, public transit is a means to an improved quality of life. It was explained that in many cases, public transportation offers individuals the opportunity to remain independent and live at home.

A number of groups and individuals representing the disabled spoke about the need to improve the accessibility of public transit vehicles for disabled passengers. They said that intercity bus services need to comply with all appropriate laws, particularly Americans with Disabilities Act (ADA) requirements.

However, given the many requests for increased funding and services there was also testimony expressing the need to be realistic in the goals and objectives of the program. The view was stated that many improvements to public transit are needed, but the state and providers need to work closely with transit users to make sure their goals and objectives are real and attainable.

Overall, the Study Group heard a clear message calling for expanded services and extended hours of operation.

The Study Group also heard testimony about the efforts to develop commuter rail service in Kansas City. This effort would utilize an existing freight rail line to provide passenger service along the I-35 corridor in Johnson and Wyandotte counties. Presenters indicated that a great deal of planning had already taken place and efforts were continuing to cooperate with the Burlington Northern Santa Fe Railroad to explore the viability of this project. In addition, this project has been identified in the federal Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21).

## Rail

- ◆ *Testimony indicated that assistance was needed for track rehabilitation for shortline railroads.*
- ◆ *Shortline railroads are important to rural communities.*
- ◆ *Increasing traffic on high-density rail lines is a serious safety and mobility problem which must be addressed.*

Testimony given by shortline railroad owners and operators at several Transportation 2000 Town Hall meetings highlighted the deteriorating conditions of shortline railroad tracks and the need for a state loan or grant program for track rehabilitation. This need was also strongly supported by local officials who are concerned about the possible loss of rail service and the likely increase in heavy truck traffic on local roads to carry the products currently handled by rail. Several communities where rail lines had been abandoned spoke about the resulting increased amount of truck traffic and maintenance expenses on local roads and streets.

A number of individuals said assistance should be given to provide additional grain hopper cars, particularly during harvests. Other presenters said that Class I railroad companies should be encouraged to turn around the existing grain hopper cars more quickly and make them available to shortline operators.

An additional rail need in the state is providing grade separation structures between high-density rail lines and roads and highways. The mergers of the Burlington Northern and the Atchison, Topeka, and Santa Fe into the Burlington Northern and Santa Fe (BNSF) and the Union Pacific and Southern Pacific into the Union Pacific (UP) have brought attention to this need. Rail traffic has been consolidated on fewer miles of track with rail traffic densities increasing due

to shipments of Wyoming coal, containerized cargo, and unit grain trains. Train lengths are also increasing due to the use of distributed power; in some instances train lengths are as great as two miles.

This increased rail traffic and longer trains on fewer miles of track have created rail crossings that are blocked more frequently and for longer periods of time. This increased blockage has separated communities, delayed traffic for excessive periods of time, and disrupted emergency services.

Several presenters also spoke about the need to improve the safety of rail highway grade crossings with flashing lights and signals. Presenters were generally concerned about the safety of these crossings and the need for adequate markings and protection.

## Summary

- ◆ *The public provided an overwhelming response to the request for input regarding transportation needs. More than 2,500 people attended the 12 Town Hall meetings and more than 500 presentations were made.*
- ◆ *Many attendees at the Town Hall meetings expressed strong endorsement of the CHP and praised KDOT's successful administration of that program.*
- ◆ *A great deal of coordination and cooperation among local units of government and community groups had taken place prior to the Town Hall meetings.*
- ◆ *Many presenters indicated that their requests had been pared down to reflect true needs.*

Statewide, the public provided an overwhelming response to the Study Group's request for input regarding transportation needs. More than 2,500 people attended the 12 Town Hall meetings held throughout the state during the summer. More than 500 presentations were made. In addition, the Study Group received nearly 100 letters or e-mails providing input on transportation needs.

It was apparent from the quality and content of the presentations by many local units of government that a great deal of coordination and cooperation had taken place prior to the Town Hall meetings. Several presentations featured input by city, county, and legislative officials who had met and decided on appropriate priorities for their area. This coordination and cooperation improved the quality of the information provided. It is also likely that these various jurisdictions will continue to work together on other issues as well as transportation.

The vast majority of testimony was presented in a positive manner to identify problems and suggest solutions and only a very few complaints were heard. People described their needs in an effort to obtain real improvement to the transportation system.

The requests presented total far more than any past or present program. However, the citizens and officials making those requests characterized them as "needs" not "wants." Many of the presenters indicated that their lists had been pared down to reflect true priorities. The fact that these requests far exceed past or present programs should not reduce the impact or importance of these programs, nor should it diminish the importance of the expressed needs. The amount of the requests was instead seen as the pent-up demand for improved transportation and the recognition that improvements such as those produced by the CHP should be expanded.

The Study Group also heard a great deal of appreciation for its efforts. Local officials and

citizens were genuinely pleased that Study Group members took the time to come to their communities to listen to their needs. Several presenters complimented the Study Group for its diligence in carrying out these duties.

Finally, the Study Group heard time after time the strong endorsement of the CHP and praise for KDOT's successful administration of that program. Many of the presenters indicated that the success of that program in improving the transportation system showed what could be accomplished. In general, citizens strongly support the CHP and want to build on it.



# Existing Conditions

## Overview

- ◆ *Kansas has a large transportation infrastructure with a small population base to support it.*
- ◆ *Vehicle miles of travel are increasing faster than population, licensed drivers, or registered vehicles.*
- ◆ *Kansas ranks fourth in public road miles, third in number of bridges, fourth in miles of rail line, eighteenth in number of airports, but thirty-second in population in the U.S.*

**A**ny examination of condition and extent of the transportation system in Kansas quickly reaches the conclusion that Kansas has a large transportation infrastructure with a small population base to support it. Figure 2 compares Kansas with other states. Kansas ranks fourth in terms of public road miles, third in number of bridges, fourth in miles of rail line, eighteenth in number of airports, thirteenth in land area, but thirty-second in population.

The magnitude of the Kansas road network is due to the state's large geographical size and to the lack of natural barriers such as mountain ranges or major rivers that impede the building of roads. The state

<u>State</u>	<u>Public Road Miles Ranking</u>	<u>Miles</u>	<u>Population</u>	<u>People Per Mile</u>
Texas	1	296,259	19,163,000	65
California	2	170,506	32,609,000	191
Illinois	3	137,577	11,847,000	86
Kansas	4	133,386	2,572,000	19

1996 Data

Figure 2

developed from an agricultural base that saw a family farm on every 80 or 160 acres which in turn dictated the need for a road every mile.

Transportation in Kansas also is affected by a number of demographic trends that began to emerge in the last 20 years and will likely continue. Between 1980 and 1990, the percentage increase of the U.S. population was far outpaced by both the percentage increase in the number of licensed drivers and the percentage increase in the number of registered vehicles. As shown in Figure 3, the trend in Kansas was very similar.

During the latest ten-year period in Kansas, while posting a 4.8 percent increase in population, the number of licensed drivers in the state increased by 8.3 percent. By 1993, the number of registered vehicles in Kansas totaled 2,198,648, exceeding the number of licensed drivers (1,718,717) in the state by nearly one-half million. Expanding even faster than the growth rate in registered vehicles is the increase in the number of miles traveled in Kansas. The total number of miles traveled grew nearly 30

percent from 1970 to 1980 and 32 percent from 1980 to 1990. In Kansas, more vehicles are on the road, people are driving more, and projections show these trends will continue.

### State Highway System

- ◆ *The State Highway System is approximately 9,600 miles. It represents only 8 percent of public road miles but carries over 50 percent of the state's total travel.*
- ◆ *The CHP got transportation on the right track, but it did not address all of the needs. Only 16 percent of the State Highway System miles were addressed.*
- ◆ *At the turn of the century, State Highway System deficiencies will include more than 2,000 miles of deficient shoulders, more than 7,000 miles of pavement, and 303 bridges beyond their life expectancy.*

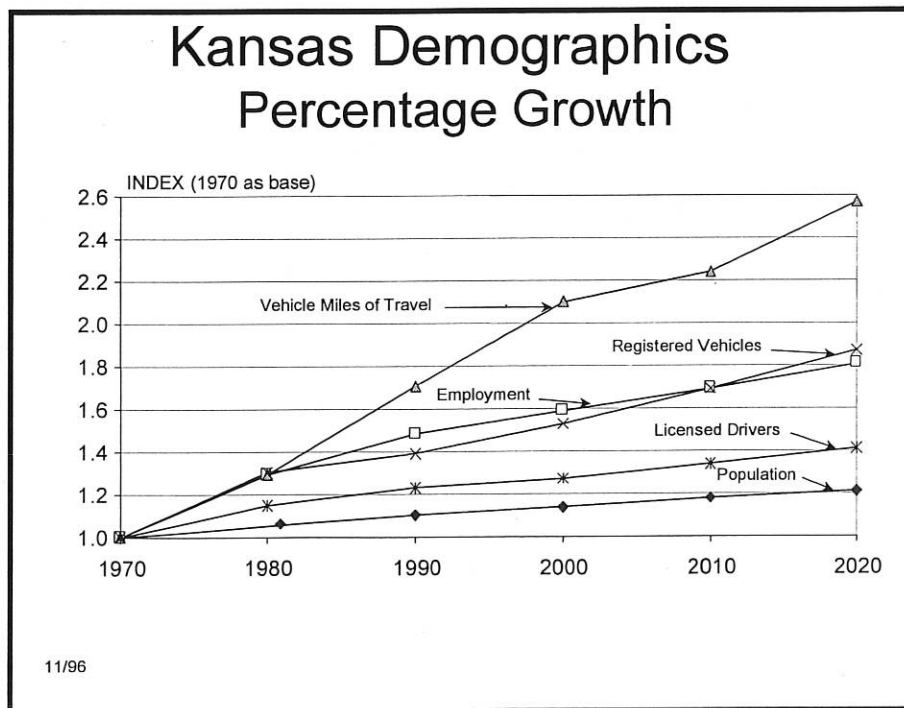


Figure 3

The rural State Highway System consists of approximately 9,600 miles and includes the Interstate, US route-numbered highways, and Kansas (K) route-numbered highways. The Kansas Department of Transportation (KDOT) has jurisdictional responsibility over all of these miles. No portion of the Kansas Turnpike is considered part of the State Highway System.

Figure 4 shows that while the State Highway System represents only 8 percent of the total number of public road miles, it carries over 50 percent of the state's total travel. Travel on the State Highway System has continued to grow over the years and that growth shows no sign of abatement. Between 1970 and 1997, the population of the state grew at one-half percent annually, while travel on the State Highway System grew six times as rapidly, averaging 2.5 percent annually.

In the 1980s, Kansas had fallen woefully behind in highway construction and maintenance, and the consequence was significant deterioration of Kansas roads. Due to the minimal number of State

Highway System miles being reconstructed each year, communities all across Kansas felt short-changed (see Figure 5) and that their transportation needs were being ignored.

Concerns about Kansas' highway adequacy in the 1980s generated several legislative attempts to pass a new highway program. These efforts culminated in 1989 with the passage of House Bill 2014, which was signed into law by Governor Mike Hayden and was named the Kansas Comprehensive Highway Program (CHP).

The eight-year CHP had a construction cost of \$3.13 billion and was funded by \$2.65 billion in new revenue in addition to existing revenues. The CHP was designed to: increase Substantial Maintenance to a level arresting and reversing the decline in road surface and bridge conditions; address the top 16 percent of existing highway system miles (approximately 1,600 miles); as determined by KDOT's prioritization method; increase Priority Bridge projects 20 percent over the program period; and spend \$600 million on System Enhancement projects.

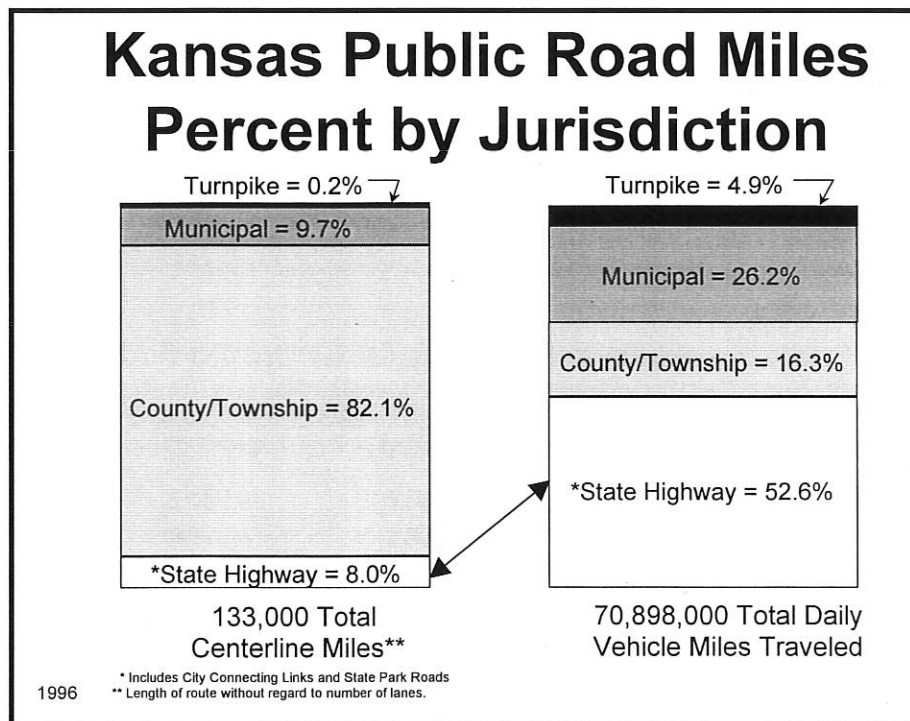


Figure 4

KDOT has met all of these goals. Since the beginning of the CHP, the overall surface condition of the State Highway System has increased from approximately 64 percent of the system miles being rated “good” and 7 percent being rated “deteriorated,” to more than 75 percent and less than 5 percent respectively, as measured by KDOT’s Pavement Management System. More than 1,600 miles of the highway system have been reconstructed during the CHP. At the time House Bill 2014 was passed, it was estimated that 170 bridges needed to be repaired or replaced to meet the 20 percent increase requirement for Priority Bridges. KDOT completed 188 Priority Bridges by the end of the CHP. The System Enhancement total program cost is approximately \$838 million of which the construction costs total \$571 million.

As a part of the CHP, House Bill 2014 also directed an increase in support to local governments through: an approximate 55 percent increase in the Special City and County Highway Fund; an increase in City Connecting Link maintenance payments; a minimum of \$2.5 million to be expended by KDOT in each

county over the life of the program; prevailing wages to be paid on all projects; and a limited amount of dedicated state funds to improve the mobility of elderly and disabled citizens and the general public.

In addition to these objectives, the CHP maximized the state’s use of funds available from the federal government and increased the state’s participation in partnerships with cities and counties. The last projects under the CHP were let to construction in FY 1997.

As important as the CHP was in getting transportation on the right track in Kansas, it did not address all of the needs. The CHP was funded at a level necessary to address 16 percent of the miles on the State Highway System. This did not address all of the existing needs. Also, during the decade since passage of the CHP, new needs have developed.

Roadway conditions are affected by age, deterioration, and travel demand. According to KDOT data, the following deficiencies will exist on the State Highway System at the turn of the century:

Comparison of Construction Program Annual Average Number of Miles and Bridges*		
	Pre-CHP FY 1988-1989	CHP FY 1990-1997
<u>Major Mod./Interstate</u>		
Miles of Roadway	12	17
No. Associated Br.	24	21
<u>Major Mod./Non-Interstate</u>		
Miles of Roadway	33	205
No. Associated Br.	16	50
<u>Priority Bridges</u>	17	24

5/97

\*State Highway System includes more than 9,600 miles of roadway and 4,000 bridges

Figure 5

### Shoulders

- Deficient Shoulder Width – 2,195 miles
- Deficient Shoulder Type – 3,726 miles

### Beyond Calculated Life Expectancy

- Non-Interstate Pavement – 7,213 miles
- Interstate Pavement – 188 miles
- Span Bridges – 303

### Bridge Needs

- Significantly Deficient Conditions – 257
- Critically Deficient Width – 344

These numbers reflect modernization and maintenance needs only and do not take into consideration the kind of system expansion needs that were so comprehensively and eloquently requested by Kansas citizens at the Transportation 2000 Town Hall meetings held around the state.

## Funding

- ◆ *State Highway Fund revenue sources include motor fuels tax, vehicle registration fees, sales tax, and federal aid.*
- ◆ *KDOT can continue to fund a limited number of contract maintenance and construction projects only through FY 2002, and not at the level of the CHP. No System Enhancement projects are included.*

State sources of highway funds include motor fuels tax, sales tax, vehicle registration fees, and a number of miscellaneous fees. In addition, the 1989 Legislature authorized up to \$890 million in revenue bond sales through FY 1997. All of the bonds have been sold. The State also receives federal funds for highway improvements. The federal government annually apportions or divides the federal-aid highway funds authorized by Congress among the states. The current act guiding federal

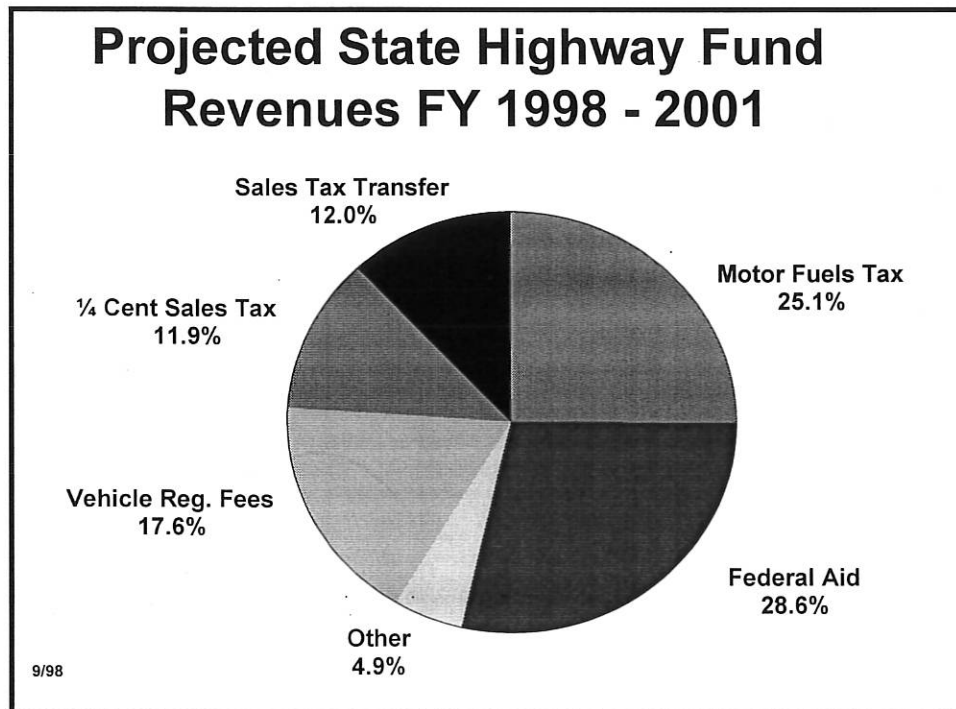


Figure 6

transportation fund distribution is the Transportation Equity Act for the 21st Century (TEA-21).

Figure 6 shows the sources and percentages of funds making up State Highway Fund revenues projected for FY 1998 - 2001.

When the CHP was passed in 1989, cash flow projections anticipated that funds would be insufficient to fund additional projects beyond FY 1997. However, subsequent cash flow projections have allowed KDOT to continue to fund construction projects. Current analysis indicates that construction project lettings are possible through FY 2002, but not at the level of the CHP. It has been possible to fund a construction program beyond FY 1997 because ending cash balances are higher today than estimated in 1989. The higher cash balances are due to:

- Early bond sales with favorable interest rates
- Greater-than-anticipated federal-aid funds
- Low inflation
- Competitive bid lettings

## Local Jurisdiction

- ◆ *The 635 incorporated cities have jurisdiction over 12,788 miles of roadway and 879 bridges.*
- ◆ *The 105 counties have jurisdiction over 109,562 miles of roadway and 19,644 bridges.*
- ◆ *More than 50 percent of local city and county bridges are more than 40 years old.*
- ◆ *The local needs are substantial and the resources are limited.*

Cities and counties across the state have an enormous task in maintaining and upgrading their roads and

bridges. The 635 incorporated cities in Kansas have jurisdiction over 12,788 miles of road and 879 bridges. The 105 counties have jurisdiction over 109,562 miles of roadway and 19,644 bridges. Ninety percent of the roads and 80 percent of the bridges in the state are the direct responsibility of cities and counties. The sheer size of the system makes maintaining the local network an overwhelming task.

More than 50 percent of local city and county bridges are more than 40 years old. More local bridges (3,573) were built in the 1930s than in any other decade. Because of these factors, bridge maintenance and the funding to provide that maintenance is a constant challenge facing local officials.

Local governments receive both federal and state funds to assist with roadway and bridge needs, and these funds total 22 percent of KDOT's annual expenditures. KDOT passes a portion of federal funds to local units of government based on a long-standing policy of sharing federal-aid. The Special City and County Highway Fund (SCCHF) is credited with 40.5 percent of the net state motor fuels tax revenues. SCCHF monies are then distributed to both cities and counties based upon formulas established by state statute.

KDOT also reimburses cities for maintenance of City Connecting Links on a lane-mile rate of \$2,000 per lane-mile per year. City Connecting Links are state highways that pass through cities. The Secretary of Transportation may enter into agreements to maintain City Connecting Links in lieu of payment. KDOT maintains all City Connecting Links having full access control such as the Interstate.

Additionally, KDOT administers the Local Partnership Program providing state funds to selected communities for economic development, geometric improvements on City Connecting Links, and for resurfacing on City Connecting Links.



Still, the needs are substantial and the resources are limited when coupled with the size of the system.

## Aviation

- ◆ *Kansas has 132 public-use, general-aviation airports.*
- ◆ *Kansas is the only state that provides no financial assistance for airport maintenance or improvement.*
- ◆ *Only 25 of the 132 public-use, general-aviation airports received federal funding for capital improvements in the past ten years.*
- ◆ *Kansas State University's Civil Engineering Department found overall that the current condition of the general-use airport network in Kansas is 48 on a scale of 1 to 100 (with 100 being "best").*

Airports play an important role in the state's

transportation system by providing a fast means of conveyance for essential services and activities. Kansas has 147 public-use airports; 132 are public-use, general-aviation airports (see Figure 7). These airports are important for the economic activity they generate as well as their role in medical services, both as a means of flying medical professionals into communities as well as providing a means of emergency evacuations. Airports are also important in agriculture, providing for aerial applications of chemicals. Airports also provide access to charter and private air travel and link communities to the national air transportation system. While a good airport cannot guarantee the desired quality of life amenities or guarantee economic growth, a good airport is essential if either is to occur.

The Kansas airport system contributes significantly to the state's economic vitality and tax revenues. Leigh Fisher and Associates of San Francisco summarized the 1997 total economic impact of the Kansas airport system was \$2.3 billion not including the state's aircraft/airframe industry. A

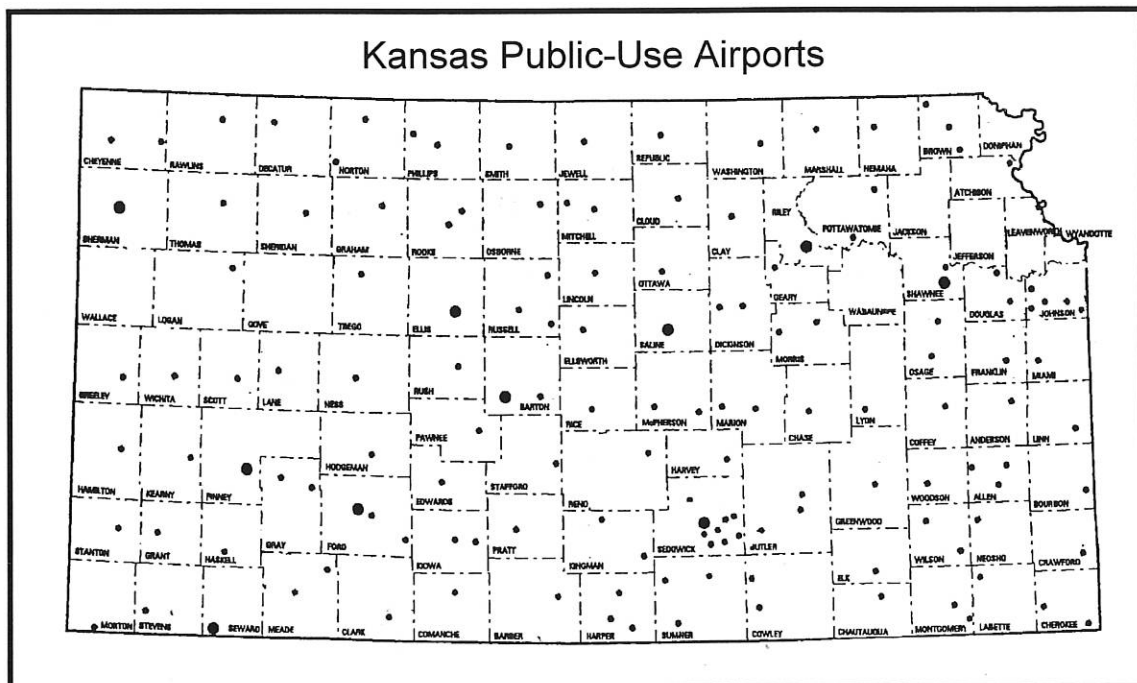


Figure 7

KDOT-sponsored study by Kansas State University's Department of Economics in 1998 reported that the 1997 aviation-related sales tax revenues on goods and services to aircraft owners/operators was between \$3.2 million and \$4.2 million.

As shown in Figure 8, Kansas is the only state in the nation which provides no financial assistance for airport maintenance and improvement. In Kansas, the only nonlocal assistance for airport improvement is provided by the federal government through the Federal Aviation Administration's (FAA) Airport Improvement Program (AIP). Only 25 of the 132 public-use, general-aviation airports received federal funding for capital improvements in the past ten years.

The small number of general-aviation airports receiving grants is attributable to the FAA's priority system and the scope of projects that it funds. The FAA's airport improvement policy focuses on major rehabilitation and does not fund maintenance. The funds available for general-aviation airports have also

declined steadily due to reductions in the AIP funding and because of policy decisions favoring larger airports.

In the 1960s, 70s, and 80s, the federal government assisted many Kansas communities with runway projects. Until recently, these runways served the communities well, and there was no urgent need to appropriate transportation funds for airport improvements. However, time, environmental distresses and weather extremes have had an impact, and many general-aviation airports in Kansas are in need of major maintenance and rehabilitation. The Kansas Aviation System Plan identifies a ten-year need of \$108 million for airport improvements to meet the FAA's standard. With an anticipated federal grant level of approximately \$2.5 million per year for general-aviation airports, a significant shortfall exists.

An analysis of all of the state's public-use airports was conducted to determine basic service needs. The range of needs varied from airports with excellent facilities needing no improvements to those with

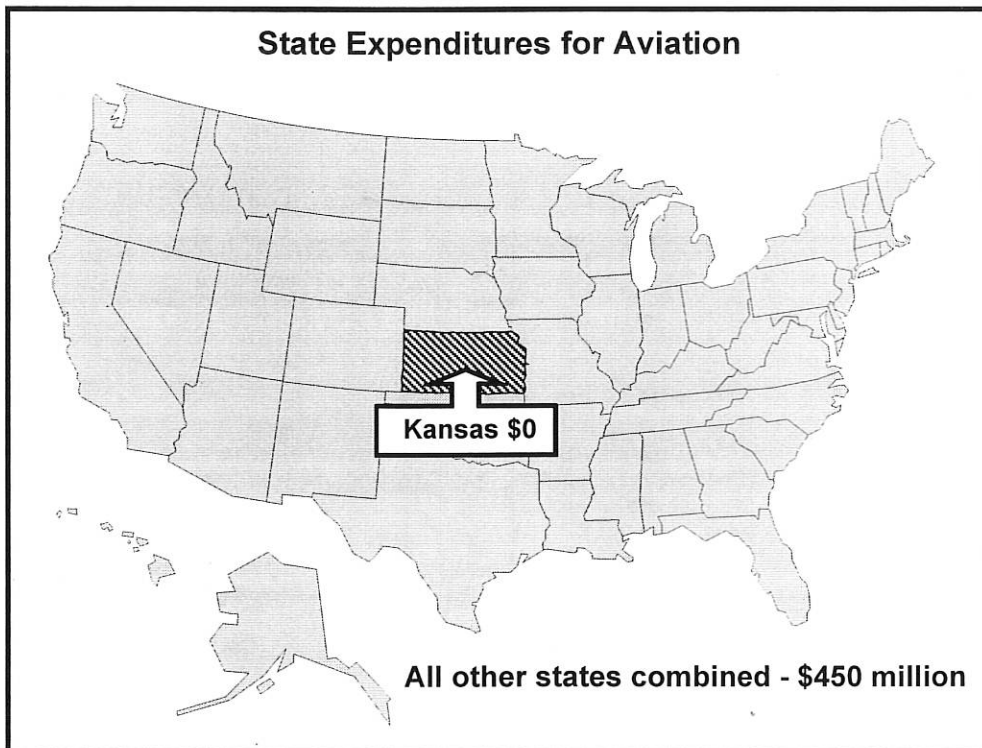


Figure 8



runways that have totally failed and are unusable. A study by Kansas State University's Civil Engineering Department found that the overall, current condition of the general-use airport network in Kansas is 48 overall on a scale of 1 to 100 (with 100 being "best"), meaning that on average, airport conditions in Kansas are only fair. Underscoring this conclusion is the recent announcement by the state's largest provider of air ambulance services that it has been forced to restrict operations at eight Kansas airports. These airports meet the provider's hard-surface and length requirements, but deterioration of the runways poses a significant threat of damage to the aircraft.

### Public Transit

- ◆ Four urbanized area transit systems provide fixed-route bus service and paratransit service to both the general public and the elderly and disabled.
- ◆ 109 providers of rural public transportation services serve both the general public and the elderly and disabled.

- ◆ 57 providers serve primarily elderly or disabled persons in both rural and urbanized areas.
- ◆ As disabled persons continue to move into the work force and live independent lives, and as the population continues to age, public transit needs will continue to grow.

Nearly 170 operators throughout the state offer bus and transportation service. In Kansas, fixed-route bus and paratransit transportation service is provided by four Urbanized Area Transit Authorities: the Topeka Metropolitan Transit Authority; Wichita Metropolitan Transit Authority; Johnson County Transit; and the Unified Government of Wyandotte County/Kansas City, Kansas Transit. Across the state, 109 operators provide rural, public transportation, and 57 operators provide services primarily to the elderly and to persons with disabilities (see Figure 9). The four urbanized transit providers have a ridership of nearly five million per year. The rural public transportation

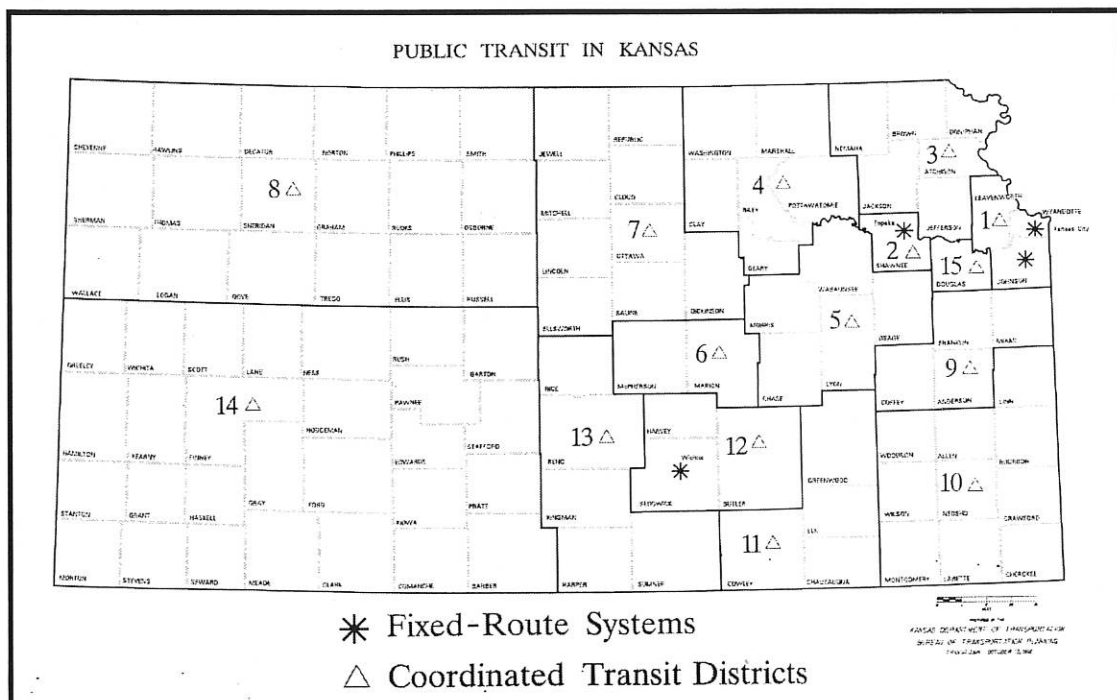


Figure 9

providers travel more than three million miles per year and transport one million riders while the providers of elderly and disabled services average more than 2.5 million miles per year of travel with a ridership exceeding one million.

Still, the service available in the state is limited and little intercity service exists. As the population continues to age and disabled citizens move into productive jobs in the workplace, public transit needs will grow. "Welfare to Work" programs will continue to place increased demands on public transit.

Recent population figures show the increase of the state's elderly population. In 1990, 42,171 people in the state were at least 85 years of age. By 1997 that sector of the population had grown to 48,703 — a 15.4 percent increase.

Public transit is funded with federal, state, and local funds. Recent federal transportation legislation did provide an increase in federal funds, but public transit needs cannot be addressed without an increase in funding.

## Rail

- ◆ *Kansas is fourth among the 50 states in total railroad miles.*
- ◆ *Kansas has 18 shortline railroads operating 2,724 miles of track in 71 Kansas counties.*
- ◆ *Approximately 2,000 miles of shortline track needs rehabilitation.*
- ◆ *No state funds are currently available to assist shortline railroads.*

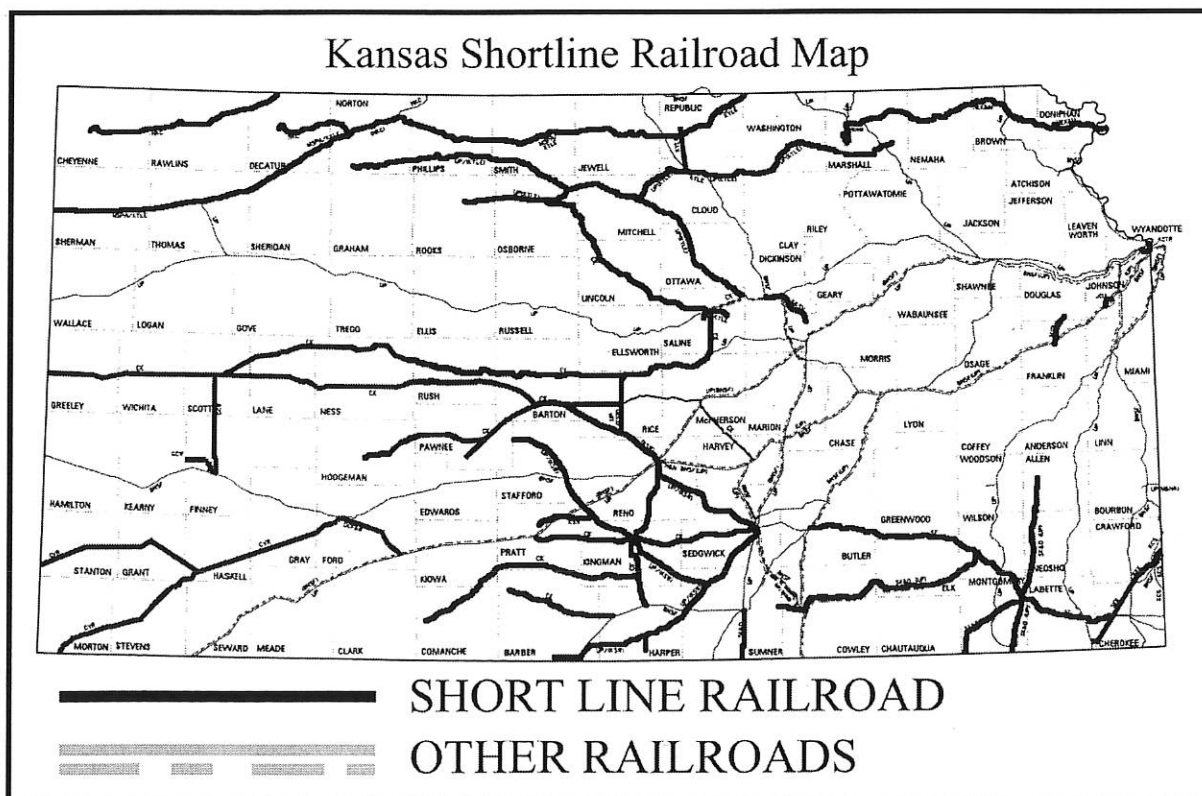


Figure 10

At one time Kansas had more than 9,000 miles of rail trackage covering every county in the state. Railroad mileage was at its maximum in 1917 when 9,363 miles were recorded. Due to initial over-expansion, subsequent bankruptcies, mergers, other competition, and general changes in economic conditions, more than 3,300 miles have been abandoned.

The decline in miles of rail line did not happen overnight but rather was a process that took place over many years. The greatest number of miles of track abandoned occurred during the decades of the 1930s and the 1980s. In recent years, the number of abandonments has decreased, reflecting a trend of major carriers to sell or lease marginally profitable and nonprofitable lines to shortline carriers rather than abandon the lines.

Today, two types of rail carriers - Class I and Class III - operate 5,580 miles of railroad track in the state. Kansas ranks fourth among the 50 states in total railroad miles. Class I rail companies are the major, main, and branch line carriers with revenues of \$250 million or more per year. Class III carriers, also known as shortlines, have average revenues of less than \$20 million per year over a period of three years. Currently, 18 shortline railroads operate 2,724 miles of track in 71 Kansas counties (shown on Figure 10). Shortlines predominantly haul grain and represent more than 50 percent of the state's total railroad mileage. They connect many Kansas communities to the national rail system and provide freight shippers with choices in transportation.

Shortline railroad operators have advantages and disadvantages. Perhaps the biggest advantage is their ability to tailor service to individual shipper's needs. Wage rates are usually lower and labor utilization is more flexible, even though shortlines tend to be more labor intensive.

Shortline railroads share numerous disadvantages. The rail lines acquired by shortlines have usually experienced neglected maintenance under previous owners. Rehabilitation needs include tie replacement and ballast and track maintenance. Shortline carriers are also likely to be more vulnerable to changing economic conditions than Class I carriers. It is estimated that 2,000 miles of shortlines need rehabilitation to remain viable.

No state funds are currently available to assist shortline railroads with their maintenance and rehabilitation needs. Funds available under the Federal Local Rail Freight Assistance Program have been preserved in a revolving loan program administered by KDOT. This program provides low-interest loans to qualifying shortline railroads in Kansas, but the size of the current revolving loan program limits its effectiveness.

# Transportation 2000 Study Group Considerations

- ◆ *A comprehensive approach to developing a transportation program includes highway preservation, modernization, and expansion; support for all transportation modes; and funding for local jurisdictions.*

In discussing the development of a Comprehensive Transportation Program, the Study Group was presented with a view of the “Building Blocks” that make up a comprehensive approach to developing a transportation program. Underlying the development of any state transportation program are the ongoing activities and

responsibilities of KDOT. These include routine maintenance, agency operations, transfers, and debt service. The other major components included in a comprehensive approach include highway preservation, modernization, and expansion components; a modal component; and a local jurisdiction component.

Figure 11 illustrates the “Building Blocks” of a Comprehensive Transportation Program.

The following is a discussion of the Study Group’s considerations.

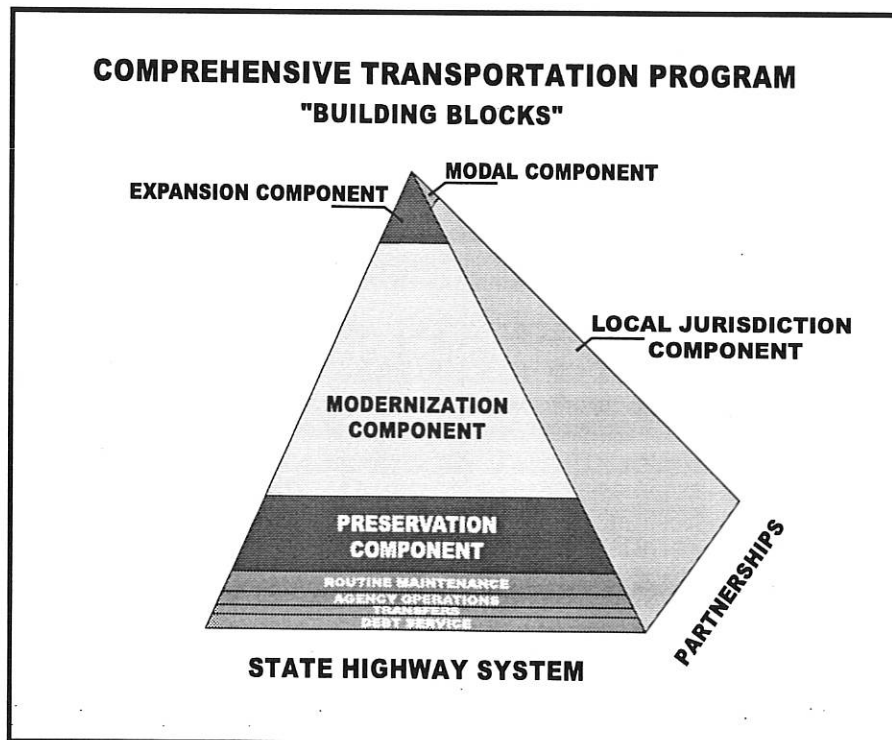


Figure 11

## Review of Current Expenditures And Revenues

- ◆ *State Highway Fund ending year cash balances are higher than estimated at the time the CHP passed, allowing for a modest Interim plan beyond the CHP.*
- ◆ *After FY 2002 available resources drop below expenditures. Programmatic changes will have to be made immediately in the absence of additional funds.*
- ◆ *TEA-21 did increase federal funds to Kansas. However, the majority of these funds had already been anticipated and incorporated into the Interim Plan. In addition, much of that funding is earmarked for specific projects or purposes.*
- ◆ *State Highway Fund revenues are not sensitive to inflation but expenditures are, thus eroding the state's "buying power."*

## Background

The CHP was funded with revenue from a combination of motor fuels tax, vehicle registration fees, and sales tax, supplemented by federal-aid and local funds in some categories. Bonds in the amount of \$890 million were also authorized. The CHP provided that all projects were to be let to construction contract by the end of FY 1997. Adequate funding was included for their actual construction along with funding to pay the debt service on authorized bonds. At the time the CHP was established, Substantial Maintenance and agency operations were only funded through FY 1997.

Cash flow projections based on the latest revenue and expenditure data show that the State Highway Fund ending year cash balances are higher than originally estimated. This is primarily due to early bond sales timed to take advantage of lower-than-anticipated interest rates, greater-than-anticipated federal-aid, competitive bid lettings, and low

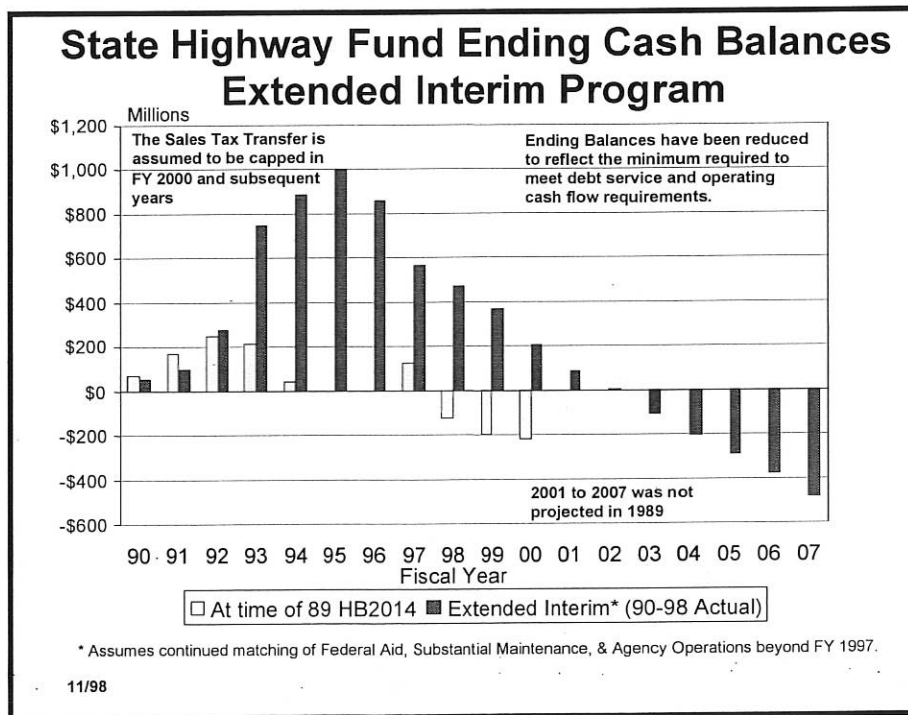


Figure 12

## Comparison of ISTEА and TEА-21 Showing Annual Average Federal Funds

(\$ Millions)	ISTEA FFY 1992-1997	TEA-21 FFY 1998-2003	ISTEA FFY 1992-1997 (Constant 2003 \$)
Total Authorized	\$ 211	\$ 306	\$ 266
Less: Demonstration Projects	<u>13</u>	<u>19</u>	<u>16</u>
Net Authorized	\$ 198	\$ 287	\$ 250
Less: Pass-Through to Cities and Counties	43	63	54
Safety Set-Aside	10	14	13
Transportation Enhancement Set-Aside	5	9	6
Planning Set-Aside	<u>4</u>	<u>7</u>	<u>5</u>
Authorized Federal Funds for State Construction	\$ 136	\$ 194	\$ 172

8/98

Figure 13

## Annual Average Federal Funds

(\$ Millions)	TEA-21 FFY 1998-2003
Total Authorized	\$ 306
Less: Demonstration Projects*	<u>19</u>
Net Authorized	\$ 287
Less: Pass-Through Funds to Cities and Counties	63
Safety Set-Aside	14
Transportation Enhancement Set-Aside	9
Planning Set-Aside	<u>7</u>
Authorized Federal Funds for State Construction	\$ 194
Less: Federal Funds Committed to Projects Previously Announced 7/97	<u>145</u>
Increase in Authorized Federal Funds	49
Anticipated Obligation Limitation	<u>93%</u>
Increase Committed to Projects Previously Announced 7/97 as Unfunded	\$ 46

\*TEA-21 provided \$88 million to pay for 8 projects with an estimated \$451 million cost along with an additional \$23 million for unspecified projects. Only a limited amount of the demonstration money can be drawn per year. Demonstration projects cannot be financed from the State Highway Fund without reducing or eliminating other projects. Approximately \$28 million of state funds would be required to match the federal aid, and another \$312 million of state funds would be needed to complete the projects.

8/98

Figure 14



inflation of construction costs. This ending year cash balance allows a modest Interim plan to be funded after the CHP.

While revenue sources continue beyond FY 1997, cash flow projections based on an extended Interim program (matches federal-aid, provides for Substantial Maintenance, and agency operations) show that after FY 2002, available resources drop below anticipated expenditures. Figure 12 compares 1989 House Bill 2014 projected State Highway Fund ending cash balances through FY 2000 with actual or current estimated cash balances for FY 1990-2007.

### Federal Funding

Recent reauthorization of federal transportation legislation, the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21), did provide a 45 percent increase in federal transportation funding. Figure 13

compares annual averages between the previous act, the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, and TEA-21. While the increase in federal funds was 45 percent, the overall increase in revenue to KDOT for state highway projects was less than 5 percent since federal funds to KDOT and local governments comprise less than 22 percent of State Highway Fund revenues.

As shown on Figure 14, a portion of the federal funds KDOT receives is earmarked for federally required set-aside programs such as Safety and Transportation Enhancement. In addition, KDOT has a long-standing policy of sharing federal fund increases with local units of government over and above that required by federal legislation.

Funds remaining after distribution of the earmarked and local funds discussed above are available for State Highway System projects. Because KDOT begins working on projects five to seven years in

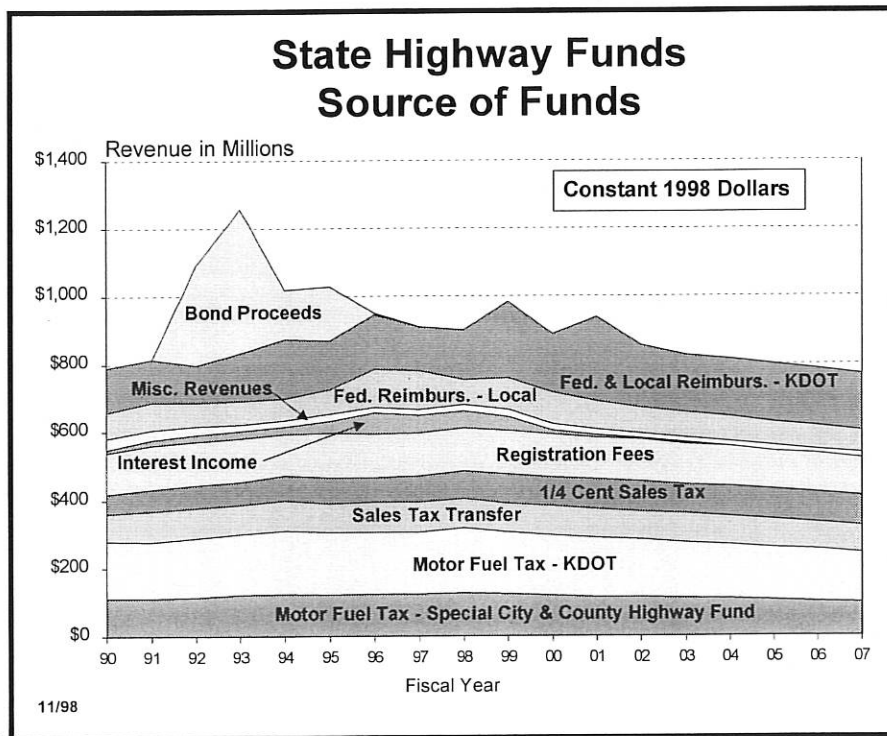


Figure 15

advance of construction, TEA-21 funding is committed to projects already underway. Projects for the Interim Plan first announced in 1995 anticipated most of the funding to be provided by TEA-21. Hence, much of the funds available for construction have already been programmed, and the unanticipated increase has been programmed for construction projects under development but which could not be funded prior to TEA-21.

### State Funding

Figure 15 shows all State Highway Fund revenue adjusted to 1998 dollars. Much of the State Highway Fund's revenue is not sensitive to inflation and remains basically flat over time. In fact, it should be noted that the ¼-cent sales tax is the only source sensitive to inflation. In recent years the Legislature has either reduced or capped the statutory amount of the sales tax transfer to the State Highway Fund, providing only a modest growth in the amount transferred. Reductions have been enacted one year at a time for the fiscal years 1991 through 1998, and the

projections used in this report for the sales tax transfer assume that the Legislature will continue to cap the sales tax transfer in the future.

In addition, the \$890 million in bond sales used to finance the CHP are not available after FY 1997. In fact, the last bond proceeds were disbursed in 1995. Bond monies funded many projects that otherwise would not have been built in the same time frame. If delayed, those same projects would have cost more due to inflation. However, the loss of future bond proceeds coupled with the onset of an annual \$85 million bond debt service after FY 1997 impacts the amount of revenues available for construction improvements after FY 1997.

Costs, unlike revenues, do increase with inflation, and over time the state's "buying power" is eroded. Figure 16 shows how limited revenues and inflation affect the amount of highway construction that can be let to contract. As previously discussed, the current Interim plan (shown as a dashed line) cannot

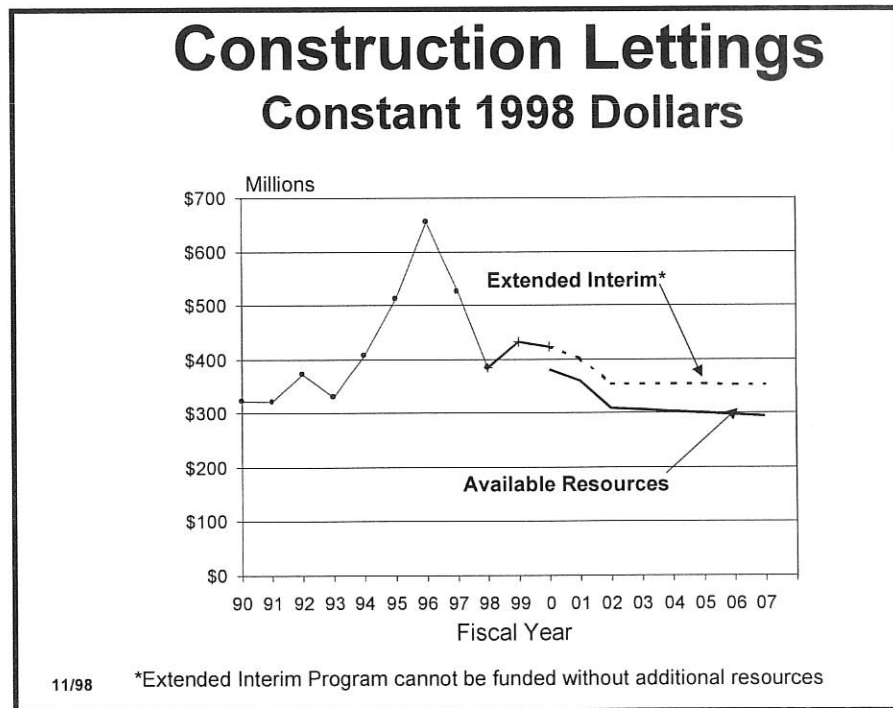


Figure 16



be funded beyond FY 2002. Cutting expenditures to match available resources (shown as the solid line) causes the highway construction program to drop to near pre-CHP levels, in terms of constant dollars, and these cuts would have to be initiated immediately.

## Highways

- ◆ *An adequate "Core Program" is needed to properly maintain and protect the tremendous investment in the state's highway infrastructure. This "Core Program" is made up of the Preservation and Modernization components of a total highway program.*
- ◆ *An Expansion component is needed to meet many of the economic growth and development needs heard at the Town Hall meetings and to address increased traffic volume and safety concerns.*

## Background

To properly maintain a State Highway System, three program components need to be included. These components are Preservation, Modernization, and Expansion. Of these three components, Preservation and Modernization together comprise the "Core Program." The Core Program consists of those activities necessary to adequately maintain the State Highway System and must be considered a funding priority.

The Preservation component is necessary to preserve the "as-built" condition of the roadway for as long as possible. The Preservation component is principally composed of resurfacing projects, minor bridge repair, and some set-aside programs for specific needs such as safety projects, emergency repair, pavement marking, signing, and highway lighting.

The Modernization component includes roadway and bridge work to bring bridges and roadways

<b>Recap of Highway Preservation Component</b>			
ANNUAL AVERAGE LET CONSTRUCTION COSTS (\$MILLIONS)	Extended Interim* FY 2004	CHP Inflated FY 2004	Possible T2000 Option
<b>Substantial Maintenance:</b>			
Non-Interstate	\$117.1	\$90.0	\$117.1
Interstate	38.3	21.3	38.3
Set-Asides	38.3	23.1	38.3
<b>PRESERVATION SUBTOTAL</b>	<b>\$193.7</b>	<b>\$134.4</b>	<b>\$193.7</b>
*Assumes funding is available. Current FY 1998-2001 Interim Plan cannot be funded beyond FY 2002 without programmatic changes.			
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Figure 17

up to today's standards. This is major work. Roadway modernization costs range from \$500,000 to \$700,000 a mile in western Kansas to \$1.3 to \$1.8 million per mile in areas of the state where the terrain is more challenging. Interstate reconstruction can vary from \$2 million per mile on rural-type projects to \$10 million per mile in urban areas. The average construction cost for a typical, moderate-sized bridge replacement is approximately \$600,000. Interchange construction costs can range from \$3 million to more than \$25 million.

The Expansion component includes work items such as adding roadways where none now exist, expanding two-lane facilities to four-lane, and adding interchanges and bypasses. In Kansas, some of the expansion needs of the state have been addressed through a program established under the CHP called the System Enhancement Program. K.S.A. 68-2314(b)(5) states that the Secretary of Transportation shall include in the highway program "...system enhancements, which include additions and special projects that substantially improve safety, relieve congestion, improve accesses or enhance economic development."

## Preservation

The Study Group considered two approaches to developing the size of the Preservation program. The first was based on the funding level for the Substantial Maintenance Program set in the CHP and inflated to FY 2004 dollars.

The second approach recognizes that needs and conditions have changed since passage of the CHP. For example, more dollars are being spent today to preserve the non-Interstate portion of the State Highway System, because projects under the CHP widened roadways and added shoulders, creating wider pavements to resurface. Greater resources are also being dedicated to the Interstate because KDOT recognized the pavement condition of the Interstate was unacceptable. This level of funding

also is designed to address other emerging needs such as highway lighting, improved pavement markings, and better signing.

Figure 17 shows the funding levels considered by the Study Group.

## Modernization

The Study Group considered three approaches to setting the size of the Modernization program. One approach was extending the FY 1998-2001 Interim Plan based upon fully matching the federal-aid funds that come to the state and continuing set-aside funding categories at today's level.

The second approach was based upon CHP funding levels inflated to 2004 dollars.

The third approach was a "Possible T2000 Option" providing for systematic modernization. The three approaches are described in greater detail below.

Extended Interim - Prior to passage of the CHP, the Kansas Modernization program was simply based upon matching the federal-aid dollars that came to the state along with a modest amount of set-aside funds for special needs.

The consequence of this approach was that funding was minimal and the state was dropping further and further behind in maintaining the system. This resulted in a massive backlog of transportation needs.

The Extended Interim approach to funding the Modernization component of a Comprehensive Transportation Program would be to go back to the approach used prior to 1989. This approach only provides resources sufficient to ensure that all federal-aid dollars provided to the state are utilized. This approach allows the federal funding formulas to set the general size of the state program, rather than the needs of the state.

## Recap of Highway Modernization Component

ANNUAL AVERAGE LET CONSTRUCTION COSTS (\$MILLIONS)	Extended Interim* FY 2004	CHP Inflated FY 2004	Possible T2000 Option
<b>Modernization:</b>			
MM Interstate, MM Non-Interstate, and Priority Bridge	\$238.6	\$325.5	\$329.8
MM Set-Asides	21.6	20.9	46.4
<b>MODERNIZATION SUBTOTAL</b>	<b>\$260.2</b>	<b>\$346.4</b>	<b>\$376.2</b>

\*Assumes funding is available. Current FY 1998-2001 Interim Plan cannot be funded beyond FY 2002 without programmatic changes.

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Figure 18

## Highway Modernization Component Roadway and Bridge Work Comparison

	Miles/Bridges Per Year		
	Extended Interim ** FY 2004	CHP Inflated FY 2004	Possible T2000 Option
<b>Roadway</b>			
Interstate	23	16	16
Non-Interstate	74	116	116
<b>Bridges *</b>			
Interstate	17	20	20
Non-Interstate	46	59	59

\* Includes Associated Bridges with major work scopes.

\*\* Assumes funding is available. Current FY 1998 - 2001 Interim Plan cannot be funded beyond FY 2002 without programmatic changes.

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Figure 19

Comprehensive Highway Program Inflated - This approach to funding the Modernization component of a transportation program is based on the CHP adjusted for inflation. Consequently, the Interstate and non-Interstate roadway categories, priority bridge, and set-aside categories are all based on the level approved in the 1989 CHP inflated to FY 2004 dollars. It does not take into account new priorities and assumes that the allocations made between categories in 1989 are still appropriate for today's needs.

Possible T2000 Option - This approach to funding the Modernization component of a transportation program is based on establishing a consistent work cycle for the State Highway System. This concept of systematic modernization is based on the principle that, in general, roadways will require major reconstruction work on some periodic cycle even if they have adequate maintenance throughout the intervening years.

The advantage to this approach is that it allows for uniform upkeep of the State Highway System if done in conjunction with an adequate maintenance program. This approach provides funding for modernization eliminating the "peak and valley" funding cycles. This allows a greater level of certainty when planning for the future enabling KDOT, local governments, consultants, contractors, and utility companies to better manage resources.

Under this approach, funding is increased for the Economic Development and Geometric Improvement set-asides under the Local Partnership Program, and funding is substantially increased for the Railroad Grade Separation set-aside program. Other set-aside programs receiving funding include Railroad Crossing Surfacing, Corridor Management, and Railroad/Highway Crossing and Hazard Elimination.

Figure 18 and Figure 19 compare the annual average let construction cost for each of the approaches

discussed above and the approximate number of miles/bridges that each approach would address each year. The number of miles/bridges does not reflect the work done under the set-aside programs.

## Expansion

In 1989 the expansion needs of the State Highway System were addressed through the System Enhancement Program. That program was funded with \$600 million, although ultimately, due to transfers from other programs and local match funds, the total project costs were \$838 million.

The Transportation 2000 Study Group noted in its deliberations that many of the communities expressing needs for projects were asking for System Enhancement-type projects. The Study Group felt that, on the strength of presentations at the 12 Town Hall meetings, the recommendation for the Expansion component should be bold.

## Local Jurisdiction

- ◆ *A number of good programs are currently available that lend support to local units of government. However they need to be increased in size to help address the large existing needs.*
- ◆ *The cap on the Motor Carrier Property Tax Transfer to the Special City and County Highway Fund (SCCHF) should be removed.*
- ◆ *The SCCHF should be increased proportionally to any increases in KDOT's core programs.*

## Background

Kansas has 105 counties and 635 incorporated cities, each with transportation responsibilities for those

roads which fall within their jurisdictional boundaries. Over the years, a multitude of programs have evolved to lend support to local units of government. The Study Group was presented with a list of these programs to consider.

### Special City and County Highway Fund

The Special City and County Highway Fund (SCCHF) is the principal state funding source for local units of government. The SCCHF receives 40.5 percent of the proceeds of the state motor fuels tax. These funds are then further divided between cities and counties with cities receiving 43 percent and counties receiving 57 percent.

With the 1989 enactment of the CHP, the SCCHF received 18 percent of the new tax revenues. The size of the SCCHF itself increased by 55 percent over prior years. The Study Group recognized that local needs have far outstripped the resources available. The members further noted that the backbone of state assistance to local governments is provided by the SCCHF. They felt that any approach to funding a new transportation program should provide an increase to the SCCHF which is proportional to the increase for KDOT's core highway programs.

The Study Group also noted that for a number of years there has been a cap on the transfer of Motor Carrier Property Tax to the SCCHF, reducing the amount of funds which are transferred to local governments. The cap was put in place at a time when there were tight budgets throughout state government. The Study Group expressed the view that the cap should be removed.

### Payments for Maintenance of City Connecting Links

City Connecting Links are those portions of state highways that pass through the city limits of

communities. Under Kansas law, City Connecting Links are the responsibility of the city. KDOT reimburses cities for maintenance of City Connecting Links on a lane-mile rate. The Secretary of KDOT may also enter into agreements with cities to maintain City Connecting Links in lieu of payment. This is usually done for small communities where it is not economical for the city to be responsible for the maintenance. KDOT also maintains all links that are fully access controlled, such as the Interstate. Current City Connecting Link payments are \$2,000 per lane-mile, per year, an increase from \$1,200 provided prior to the CHP. To reflect inflation, these payments would need to be increased to \$3,000 per lane-mile, per year.

### Local Partnership Program

The Local Partnership Program was established in 1983 to assist local units of government in maintaining and improving the highway system within their communities. Three different types of needs were identified: maintenance-type resurfacing of City Connecting Links; geometric improvements to City Connecting Links; and improvements to encourage or support economic development. A program was established for each of these categories, and applications were solicited from local units of government. This program has been very successful. Prior to this program, there was no existing procedure or process to identify and help fund improvements of this type. Since the program's establishment in 1983, funding has only been increased once and that was through passage of the CHP. The Study Group reviewed the following information that was presented to them regarding the Local Partnership Program.

KLINK Resurfacing Program - The City Connecting Link Resurfacing (KLINK) Program was developed to improve the roadway surfacing of City Connecting Links. This program has been fairly consistent in the number of requests received each year. Only once in the 15 years of the program has there been more



requests than could be approved. The participation ratio for this program began with the state's share at 50 percent of the construction and construction engineering costs up to a maximum of \$100,000. In FY 1998, the state's participation was changed to 75 percent up to a maximum of \$150,000 for cities with a population of less than 10,000 and 50 percent up to a maximum of \$150,000 for cities with a population of 10,000 or more.

One option the Study Group considered was to increase the state's maximum participation in this program from \$150,000 to \$200,000. For cities with a population less than 10,000, the state's participation would be 75 percent up to \$200,000. For cities with a population of 10,000 or more, the state's participation would be 50 percent up to \$200,000. The option also included increasing the amount of the annual set-aside to \$4.5 million and increasing the amount annually thereafter for inflation.

Geometric Improvement Program - The Geometric Improvement of City Connecting Links Program was developed to correct deficiencies in geometrics (road width, sight distance, curves) of connecting links of the State Highway System. The Geometric Improvement Program was established with varying participation ratios and maximum state funding limits depending on the size of the city. The program has been very popular and competitive. In general, nearly five times as many projects are requested each year as there are funds available. The projects are requested by local officials and reviewed by the Highway Advisory Commission, which recommends a set of projects to the Secretary of Transportation for consideration.

The Study Group considered an option that increased the set-aside for this program from \$5 million to \$8 million per year and increased the state's maximum participation rate by \$100,000 for each population group.

Economic Development Program - The Economic Development Program provides for highway and bridge construction projects that are intended to enhance the economic development of the area as well as the entire state. The projects must be either on the State Highway System or be eligible for federal-aid. The projects are requested by local officials and reviewed by the Highway Advisory Commission, which recommends a set of projects to the Secretary of Transportation for consideration.

The Program requires a minimum local match of 25 percent of the project cost. The set-aside amount for this program was increased to \$6 million under the CHP, but the funding level reverted to \$3 million at the conclusion of the CHP.

The Study Group considered an option to increase the available funding from \$3 million to \$6 million per year.

Federal Pass-Through Funds - The state has a long-standing policy of sharing a significant portion of federal-aid highway funds with local units of government. KDOT plans to share the increase in federal-aid funding from the Transportation Equity Act for the 21st Century (TEA-21) which amounts to a 45 percent increase to cities and counties.

## **Aviation**

- ◆ *A state-funded aviation program should give smaller communities an opportunity to participate and should have guidelines that are flexible and workable.*
- ◆ *Such a program should complement current local effort, not replace local effort.*

## **Background**

Although known as the air capital of the world, Kansas has never provided any state support for



public-use, general-aviation airports. In the past, the federal government assisted many Kansas communities with runway projects. Time and environmental distresses have had an impact on these runways, and now many public-use airports in Kansas are in need of major maintenance. Needs at airports in Kansas include improvements to pavement surfaces (runways, taxiways, and ramps), lighting, and the addition of navigational equipment and automated weather systems.

## Aviation Considerations

In discussing a state-funded aviation program, the Transportation 2000 Study Group had a number of concerns that it wanted such a program to address. The Study Group discussed its strong desire that guidelines for a state aviation program be developed in such a way as to give smaller communities across Kansas the opportunity to participate. The Study Group outlined its intentions that a state-funded aviation program should have guidelines and selection criteria established by the Secretary of Transportation.

The Study Group noted that in its Town Hall meetings the members had heard an overwhelming amount of information concerning the need for airport improvements to support air ambulance and other medical services. In addition, it was noted that airports are important for economic activity in local communities, providing access to business and industry along with passenger service.

Additionally, the Study Group saw any new state funding as a complement to current local effort, not as a replacement for local effort. They noted that an aviation program should be flexible, allowing for funds to be carried over from year to year if necessary.

A state-funded aviation program would allow for expanded opportunities to obtain federal aviation discretionary funds.

## Public Transit

- ◆ *Local governments currently provide a large portion of public transit funding.*
- ◆ *Additional state funding is needed to: restore service lost in recent years due to local budget cutbacks; enhance existing service such as shorter headways (time between scheduled buses); expand service into evenings and weekends; increase paratransit service; and add service to address "Welfare to Work" and other commuter needs.*
- ◆ *Any additional state funds should be used to expand and enhance public transit service, not to replace the local financial support.*

## Background

With the passage of the CHP in 1989, Kansas, for the first time provided state funding for public transit. That bill provided \$390,000 annually to support public transportation in rural and urban areas for the elderly and for persons with disabilities. In 1994 that amount was increased to \$1 million per year. These funds are divided among four Urbanized Area Transit Authorities (Wyandotte County/Kansas City, Kansas; Johnson County; Wichita; and Topeka) and approximately 170 providers in 15 Coordinated Transit Districts. Consequently, the funds do not go far. The funds available to urbanized areas may only be used for capital expenses, yet providing funds for maintaining vehicles and paying drivers' salaries is an increasing problem for these providers.

## Transit Considerations

The Study Group noted that throughout its Town Hall meetings the members heard a clear and consistent message regarding public transit. They heard of the increasing need in rural areas for access to medical

services and employment opportunities such as "Welfare to Work." They also heard that urban areas face increased demands for fixed route and paratransit service. Both rural and urban areas have many demands for expanded services on weekends and evenings.

A "Rural Public Transit Needs Assessment Study," conducted by the Kansas University Transportation Center, found a wide range of unmet needs both in terms of those not currently served and those underserved. The study identified a need for both capital purchases as well as operating subsidies. Baseline Transit Needs Assessments were also done in Topeka; Wichita; Kansas City, Kansas; and Johnson County. These studies identified a significant shortfall in future funding for existing service levels. In addition, needs exist for service expansions such as additional paratransit service for the disabled community, reverse commute and other programs to meet the needs of "Welfare to Work," weekend service, and light or commuter rail service where feasible.

The Study Group concluded that any recommendation for additional state public transit funding should recognize that the transit community is working to: restore service that has been lost, maintain current service, and expand into some new service areas in recognition of changing needs, such as commuter rail in the Kansas City area.

The Study Group recognized that while federal transportation legislation did provide an increase in public transit funding, local governments currently provide a large portion of transit funding. They applauded the local effort in this area and noted that any additional state funds should be used to expand and enhance public transit service, not to replace the local financial support.

## Rail

- ◆ *There is a compelling need to maintain shortline rail service in the state.*
- ◆ *Shortline railroads are privately owned, and a state rail program should be based on a revolving loan program, not a grant program.*

## Background

As a rural, agricultural state, rail is an important transportation mode in Kansas. Yet, the state has never provided state funds for the support of rail activities. As the Class I railroads have abandoned branch lines or sold them to shortline rail operators, the need for support to maintain service to communities has increased.

## Rail Considerations

The Study Group noted the importance of shortline railroads in moving agricultural products across the state. Many members noted that presentations at the Town Hall meetings provided them with a new awareness of the importance of the shortline railroads and the cost to highway maintenance by failing to support shortline railroads. There was a strong consensus among the Study Group for maintaining shortline railroads in the state.

The Study Group noted that shortline railroads are privately owned and concluded that any recommendation for a rail program should be a loan program, not a grant program. The purpose of the program would be track rehabilitation with matching fund requirements and oversight to be determined by the Secretary of Transportation.

## Other

The Transportation 2000 Study Group expressed concern about a number of other issues as well.

County Engineer Salary – Many counties noted difficulty in funding for the service of a County Engineer. Consequently, many counties simply do not have the assistance of an engineering professional.

The Study Group expressed recognition of and concern with this problem and discussed various options counties may have to alleviate this concern.

Dedicating a portion of the modernization program specifically to the construction of shoulders – The Study Group noted in its Town Hall meetings that the members frequently heard about the need for shoulders on roadways. They recognized the safety and maintenance benefit of shoulders and noted that one approach to addressing the concern about shoulders might be to require that a certain number of miles under the modernization program be dedicated specifically to the addition of shoulders.

However, the Study Group also appreciated that, due to complications of terrain and design standards, adding shoulders is frequently not an easy or a simple process. The members also recognized that to add shoulders to a roadway typically will require major reconstruction of the entire roadway and that the modernization program already addresses shoulder improvements.

Minimum dollar expenditure per county – Members of the Study Group noted that the CHP required the expenditure by KDOT of at least \$2.5 million per county during the program and expressed interest in pursuing a similar approach under a Comprehensive Transportation Program.

# Transportation 2000

## Study Group Recommendations

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At meetings on October 20 and 21, 1998, the Transportation 2000 Study Group began conducting deliberations and making recommendations based on the information the members had gleaned from five months of Town Hall meetings and presentations by KDOT staff. The deliberations continued into the meetings on November 18 and November 24. The Transportation 2000 Study Group reached the following conclusions and recommendations:

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*Kansas needs a  
new transportation program.*

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More than 2,500 people attended the Town Hall meetings and more than 500 people made presentations, all requesting and supporting additional transportation programs and projects. A total of \$17.5 billion in projects or programs were requested, representing all parts of the state and spread across all transportation modes. The interest, enthusiasm, and turnout for the Town Hall meetings underscores the need for a new transportation program.

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*The transportation program should  
include all modes of transportation.*

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Throughout the Town Hall meetings, the Transportation 2000 Study Group heard needs for

highways, local jurisdictions, aviation, public transit, and rail. In the past, the State of Kansas has provided a minimal level of funding for public transit, and no state funding for aviation or rail. The Study Group concluded that there is a state interest in maintaining adequate aviation, public transit, and rail systems as well as state and local roads and bridges. It is recommended that a new Comprehensive Transportation Program (CTP) should include funding for all modes of transportation.

### Recommended Total Program

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*Overall, the Study Group recommends  
an eight-year, \$4.3 billion CTP that will  
address the critical needs expressed by  
the public at the Town Hall meetings  
around the state.*

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The Study Group recommends an eight-year Comprehensive Transportation Program that requires \$4.3 billion in addition to current revenue. The Study Group believes a program of this magnitude is necessary to maintain the state's investment in its transportation infrastructure and address the critical needs expressed by the public in the Town Hall meetings. Figure 20 summarizes the total program recommendation.

It is recommended that this program have components to address needs for highway pre-

servation, modernization, and expansion as well as additional funding for local needs, modal programs, routine maintenance, and ongoing operation of KDOT.

## Recommended Core Highway Components

*The Study Group recommends a Substantial Maintenance Program funded at \$194 million per year and a Major Modification and Priority Bridge Program funded at \$376 million per year for construction.*

*A minimum of \$3 million per county should be spent by KDOT during the life of the program. The Study Group also urges that reasonable and prudent efforts be taken to address needs for engineering and safety enforcement at all levels.*

Figure 21 summarizes the highway Preservation, Modernization, and Expansion component recommendations.

The Study Group recommends a Substantial Maintenance Program of \$194 million per year for construction (FY 2004 dollars) to adequately preserve the significant investment in the State Highway System. It is understood that this program would preserve the “as built” condition of existing roads and bridges and will extend the useful life of roadways.

<b>T2000 Recommendation</b>	
Expenditures	Annual Average (\$ Millions)
Maintenance:	
Routine Maintenance	\$119
Substantial Maintenance	194
Construction:	
Major Modification & Priority Bridge	376
System Enhancement	167
CE/PE/ROW/Utilities (Includes engineering for Substantial Maintenance)	190
Modes:	
Aviation	3
Public Transit (Includes both State & Federal Funds)	14
Rail (Includes both State & Federal Funds)	6
Local:	
Special City and County Highway Fund	182
Local Federal Aid Projects (Includes Local Match)	80
Local Partnership (Included in Substantial Maintenance and Major Modification)	---
KLINK Maintenance Payments	3
Management and Other	80
Transfers Out	53
Debt Service	85
	<b>\$1,552</b>
Available Resources	1,017
Shortfall	<b>\$535</b>

**\$535 per year for 8-year program = \$4,280**

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Figure 20

A systematic approach to modernization is recommended to provide uniform upkeep of the State Highway System in conjunction with an adequate Substantial Maintenance Program. A funding level of \$376 million per year for construction (FY 2004 dollars) is recommended by the Study Group. It is recommended that this funding be continued for the future to minimize “peak/valley” funding cycles and to allow KDOT, local governments, consultants, contractors, and utility companies to better manage resources.

In addition, the Study Group recognizes the importance of Corridor Management to preserve the function of major traffic corridors.

To guarantee that all areas of the state will participate in the benefits of a new CTP, the Study Group recommends that a minimum of \$3 million per county by KDOT be spent during the eight-year life of the program, an increase from \$2.5 million during the CHP.

The Study Group recognizes the importance of engineering services and safety enforcement to the maintenance and improvement of the state’s transportation system. Recognizing that limited funds and shortages of qualified candidates could affect the successful implementation of a new CTP, the Study Group urges that reasonable and prudent efforts be made to address needs for engineering and safety enforcement at all levels.

### Recommended System Enhancement Highway Component

*A System Enhancement Program should be funded at \$2 billion (annual average of \$250 million) over the life of the program for construction, engineering, right of way, and utility costs.*

<b>Recap of Highway Component</b>	
<b>ANNUAL AVERAGE LET COSTS (\$MILLIONS)</b>	<b>T2000 Recommendation</b>
<b>Preservation:</b>	
SM Non-Interstate	\$117.1
SM Interstate	38.3
SM Set-Asides	38.3
Preservation Subtotal	\$193.7
<b>Modernization:</b>	
MM Interstate, Non-Interstate, and Priority Bridge	329.8
MM Set-Asides	46.4
Modernization Subtotal	\$376.2
<b>Expansion:</b>	
System Enhancement	167.0
Construction Cost Subtotal	\$736.9
CE,PE,ROW and Utilities	199.9
<b>HIGHWAY SUBTOTAL</b>	<b>\$936.8</b>

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Figure 21



Figure 21 summarizes the highway Preservation, Modernization, and Expansion component recommendations.

The Study Group recognizes that a System Enhancement Program is vital to meet a significant portion of the needs expressed by the public at the Town Hall meetings. The public called for bold action to adequately address System Enhancement needs throughout the state. It is recommended that \$2 billion be allocated to begin to address the huge backlog of needs for corridors, bypasses, and interchanges that were requested throughout the state.

The Study Group further recommends that a System Enhancement Program process similar to the one successfully developed and implemented for the CHP be used to select enhancement projects

for the new CTP. This process will solicit nominations for projects from local jurisdictions and use objective criteria, where available, to select projects. In addition to parameters such as traffic volume and safety, the economic development potential of projects should also be assessed and considered.

As in the CHP, "extra credit" should be given to projects for local commitment as demonstrated by local matching funds and/or removal of lane-miles from the State Highway System. In addition, special consideration should be given to completing "gaps" and to continuing projects partially funded by the CHP.

<b>Recap of Local Jurisdiction Component</b>	
<u>ANNUAL AVERAGE COSTS (\$MILLIONS)</u>	
	T2000 Recommendation
<b>Statutory:</b>	
SCCHF	\$ 182.0
KLINK Maintenance Payments	3.1
Subtotal	\$ 185.1
<b>KDOT Allocation:</b>	
Local Partnership Program (State Funds)	
KLINK Resurfacing	\$4.5
Geometric Improvement	8.0
Economic Development	6.0
Federal Pass-Through Funds	63.0
Subtotal	\$81.5
<b>LOCAL JURISDICTION SUBTOTAL</b>	<b>\$266.6</b>
* TEA-21 funding level	
11/98	

Figure 22

## Recommended Local Jurisdiction Component

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*The Study Group recommends increasing state funding to the Special City and County Highway Fund (SCCHF) for local roads, streets, and bridges. The Study Group also recommends that City Connecting Link maintenance payments increase to \$3,000 per lane-mile per year, and that funding for local projects through KDOT's Local Partnership Program be increased to \$18.5 million per year.*

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The Study Group heard the needs expressed by local officials for local roads, streets, and bridges and recommends a significant increase in state revenues to local jurisdictions. The Study Group strongly believes that any increase in funding for KDOT's core programs should be accompanied by a proportional increase in funding for local jurisdictions.

Figure 22 summarizes the local jurisdiction component recommendations. It is recommended that state funds to the SCCHF be increased to approximately \$182 million per year (FY 2004 dollars). To help fund that increase, it is recommended that the existing "cap" on Motor Carrier Property Tax transfers to the SCCHF be eliminated.

The Study Group recognizes that a state-local partnership is critical in maintaining the state's transportation infrastructure. One part of that partnership is funding to maintain and rehabilitate City Connecting Links. State payments to cities for the maintenance of City Connecting Links should be increased from \$2,000 to \$3,000 per lane-mile per year to reflect increased costs due to inflation.

Also, the Study Group recommends increasing KDOT's Local Partnership KLINK Resurfacing Program to \$4.5 million per year, the Geometric Improvement Program to \$8 million per year, and the Economic Development Program to \$6 million per year.

The Study Group also responded to calls from county officials asking for assistance to fund the services of a County Engineer. The Study Group urges that reasonable and prudent efforts be taken to assist in providing the necessary professional and technical expertise to manage and maintain the huge investment in local transportation infrastructure.

Finally, it is recommended the state continue its long-standing policy of sharing a significant portion of federal-aid highway funds with local units of government. KDOT's plan to share the increase in federal-aid funding from the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) is believed to be fair and appropriate.

## Recommended Aviation Component

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*The Aviation Component of a transportation program should be funded at an annual level of \$3 million. The program should provide improvements for runways, taxiways and ramps, lighting, and for the addition of navigation and weather equipment.*

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Figure 23 summarizes the Modal Component recommendations.

The Transportation 2000 Study Group recommends that the state fund a Kansas Airport Improvement Program for public-use airports. The aviation

component of a transportation program should be funded at an annual level of \$3 million. The program should provide for runways, taxiways and ramps, lighting improvements, and for the addition of navigation and weather equipment.

Projects for the program are to be solicited annually from local governments. A selection committee using an objective priority rating system would evaluate the project applications and there would be a sliding scale for state/sponsor match depending on applicant population. The Study Group understood that this size of program would provide for the funding of approximately 11 projects per year.

It is further recommended that a state-funded aviation program should give smaller communities an opportunity to participate and should have guidelines that are flexible and workable. In addition, funds should be allowed to carry over if necessary from year to year.

A state-funded aviation program would allow for

expanded opportunities to obtain federal aviation discretionary funds.

### **Recommended Public Transit Component**

*The Public Transit Component of a transportation program should be state-funded at an annual level of \$8.8 million.*

Figure 23 summarizes the Modal Component Recommendations.

The Study Group recommends that state funding for public transit should be increased from \$1 million per year to \$8.8 million per year to enhance service and extend hours of daily and weekend operations and to address other unmet needs. Public transit providers include members of Coordinated Transit Districts and Urbanized Area Transit Authorities.

<b>Recap of Modal Components</b>	
<b>ANNUAL AVERAGE COSTS (\$MILLIONS)</b>	<b>T2000 Recommendation</b>
<b>Aviation State Funds</b>	<b>\$3.0</b>
<b>Public Transit State Funds</b>	<b>\$8.8</b>
<b>Rail Loan Program State Funds</b>	<b>\$5.0</b>

11/98

Figure 23

The state funding should be flexible, allowing for capital and operating expenditures in rural and urban areas and for the carry over of funding if necessary although expeditious use of the funds will continue to be encouraged.

As state funds are increased, the local matching percentage share for operating costs will be reduced.

If other urbanized areas in the state institute fixed-route transit systems, the amount of state funding for public transit should be revisited by the Legislature.

If other agencies providing transportation services believe they are in need of more money for transportation, that issue should be addressed separately from this funding and through their respective budgets.

Increases in state funding for public transit must not be used as a substitute for local money now spent on transit. The goal is increased service, not decreased local effort.

The Study Group supports efforts to develop commuter rail in the Kansas City area. Efforts to continue cooperative planning between local officials and the Burlington Northern Santa Fe Railroad should be encouraged. In addition, efforts to obtain federal funding through the annual appropriations process should be continued.

## **Recommended Rail Component**



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*The Rail Component of a transportation program should be state-funded up to \$5 million a year for eight years to capitalize an annual revolving loan program with match and oversight to be determined by the Secretary of Transportation.*

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Figure 23 summarizes the Modal Component recommendations.

The rail component of a transportation program should consist of an annual revolving loan program. It should be capitalized with state funds of up to \$5 million per year for eight years with matching funds requirements and oversight to be determined by the Secretary of Transportation.

The state-funded program would assist Kansas shortline railroads with track rehabilitation. The program would supplement the current revolving loan program that originated with previously programmed federal dollars. It is the Study Group's desire that the program be available to address, over time, the needs of as many Kansas shortline railroads as possible. The Study Group recognizes the importance of shortline railroads in the transportation of agricultural and other products and the cost to highway maintenance by failing to support shortline railroads.

OVERVIEW OF TRANSPORTATION 2000 REPORT

Presented To:

HOUSE TRANSPORTATION COMMITTEE

Rep. Gary Hazlett, Chairman; Thursday,  
January 28m 1999, Statehouse, Topeka

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

I am Mary E. Turkington, Chair of TRANSPORTATION 2000 Study Group.  
As Committee members, including Chairman Gary Hazlett, are well aware,  
Governor Bill Graves appointed on June 12, 1998, a 28-member Study Group  
to examine the state's transportation infrastructure.

Our Study Group was asked to assess the needs of all modes of transportation  
including:

- aviation
- highways
- public transportation
- railroads and intermodal connections.

We were asked to assess what it will take to maintain what we have

- form stronger state-local partnerships
- and determine the unmet needs or improvements necessary to prepare  
our state for the next century.

I was honored to serve as Chair of this distinguished group of Kansas  
citizens. At the outset we agreed to serve as a group and the participation  
and help of individual members has been outstanding.

House Transportation Committee  
January 28, 1999  
Attachment 2

From the 9th of July, 1998 through September 30, 1998, our Study Group held 12 Town Hall meetings.

Pittsburg	Wichita	Marysville
Garden City	Colby	Lenexa
Ottawa	Kansas City, Kansas	Arkansas City
Great Bend	Salina	Topeka

More than 2,500 persons attended. Our attendance at the first Town Meeting in Pittsburg exceeded 250 persons and we stopped counting at Salina at 300.

We enjoyed a tremendous response from

- Legislators
- City and County officials
- Organizations
- Communities
- Individual citizens

More than 500 presentations were made at the meetings as documented in the appendices to our report. These 500 presentations represented identified total needs of some \$17.4 billion!

Throughout our state, expectations clearly are there for a new Comprehensive Transportation Program to build on the success of the Comprehensive Highway Program now nearing completion!

Each of you were sent a copy of our TRANSPORTATION 2000 Report to Governor Graves.

Our recommendations for the four transportation modes were:

Aviation - \$3 million annual funding for the 132 Public Use - General Aviation airports in Kansas. Kansas is the only state currently without a state aviation program.

Rail - Because short line railroads are privately owned, we recommended a revolving loan fund of up to \$5 million annually for track rehabilitation primarily. Eligibility requirements and administration of the loan fund would be handled by the Secretary of Transportation.



Public Transportation - we recommended state funding of \$8.8 million annually which increases this amount from the current \$1 million in state dollars now provided for public transportation. Our Study Group, at every meeting, heard tremendous needs for expanded public transportation services both in urban and rural areas. We also recommended expanded collaboration efforts from providers and urged continuation of local effort.

Highway - This component was by far the greatest in terms of needs expressed.

Using the building blocks of:

Routine maintenance and agency operations

Preservation

Modernizations

An Expansion Component [Enhancement projects at \$2 billion]

Enlarging the local jurisdiction component with counties and cities

PLUS allocations to meet the needs of the other three modes, brought

us to the recommendations of our report to the Governor.

We also recognized two other major factors:

To do nothing to expand resources in this session would mean:

-- After fiscal year 2002 available resources drop below expenditures.

Programmatic changes will have to be made immediately in the absence of additional funds.

-- If this should occur, the state would revert back to conditions before the current CHP -- and we can ill afford such a policy.

-- There could be no funding for other modes

-- There would be no funding for system enhancements in any community.

I would like to review the specific recommendations TRANSPORTATION 2000 made to Governor Graves and would ask you to turn to page 20 to review the magnitude of the needs of Local Jurisdictions in addition to other highway needs and the needs of the aviation, public transportation and rail modes. [Review Report].

I also would remind all of us of the economic impacts of the 1989 Comprehensive Highway Program as determined by Professor Michael W. Babcock of Kansas State University. The CHP generated:

- an economic multiplier of 2.6 per dollar spent
- an increase of nearly 118,000 private sector jobs statewide
- \$1.4 billion increase in income

PLUS The other benefits

- increased economic development
- highway user benefits including safety, transportation economies and efficiencies

It also is important to recognize KDOT's management of the current CHP which brought that program in on time and under budget. I will state for your committee what I have stated so many times during my professional years in the highway transportation industry -- that is -- that Kansans receive a full dollar value for every tax dollar we invest in our highway program managed by KDOT. We ought to be very proud and grateful for that.

As I stated at the Governor's press conference on January 6, of this year, I believe the recommendations the Governor has offered for a Comprehensive Transportation Program provide an excellent starting point for dialogue, discussion and consideration of an essential transportation program by the Legislature, by the Administration and by the citizens who so strongly support the belief that transportation is a priority for our future.

TRANSPORTATION 2000 strongly supports the belief that the most effective use of our tax dollars can be accomplished through systematic modernization of our highways and transportation infrastructures to eliminate the peaks and valleys of undetermined funding resources. That is why the Study Group recommended a program that would require \$4.3 billion in additional funding.

I believe the proper mix of funding resources is available to provide Kansans with a new Comprehensive Transportation Program that will meet the needs so clearly expressed by Kansas citizens. The need and the expectations are there. We ask your leadership and support for such a program.

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