

MINUTES OF THE HOUSE COMMITTEE ON TRANSPORTATION.

The meeting was called to order by Chairperson Rep. Gary Hayzlett at 1:35 p.m. on February 22, 1999 in Room 519-S of the Capitol.

All members were present except:
Representative Huff, excused

Committee staff present:
Bruce Kinzie, Revisor
Hank Avila, Research
Ellie Luthye, Committee Secretary

Conferees appearing before the committee:
Representative Thimesch
Dean Carlson, Secretary, Department of Transportation
Lynn Stennett, Executive Director, Children's Trust Fund
Abby Baucom, Director of Early Childhood Public Awareness Campaign

Others attending:
See attached sheet

HB 2432 - priority formula for noninterstate highways

Chairman Hayzlett opened hearings on **HB 2432**. Representative Thimesch spoke in support of the bill, noting the KDOT's priority formula does not include highway fatality accidents. He stated the fatality accidents should have a special weighting. The seriousness of fatalities has to be considered differently in his view. (Attachment 1) He presented letters, affidavits, and petitions supporting **HB 2432**. (Attachment 2)

There being no other proponents, the Chair called on Secretary Dean Carlson, KDOT, who spoke in opposition to **HB 2432**.

Secretary Carlson noted that the formula analyzes the aggregate need of each roadway section. He said the formula was developed by KDOT and Woodward-Clyde Consultants in 1981 at the direction of the Legislature. The pavement management system would define and use documented criteria, use procedures to determine the relative weights of various criteria and the relative priority ranking for construction of road and bridge segments and use quantitative and verifiable factors or documented professional judgement to determine relative priorities.. He summarized his testimony by saying the current Non-Interstate Roadway Rehabilitation Priority Formula fairly and objectively analyzes the aggregate need of each roadway section and allows KDOT to prioritize needs within the limited funding available for highway improvements. KDOT does not support **HB 2432**. (Attachment 3)

Following questions from the committee Secretary Carlson stated since the priority formula had been in effect since 1981 he had no objections to it being revisited.

Chairman Hayzlett closed hearings on **HB 2432**.

HB 2279 - providing for the issuance of children's trust fund license plates

Chairman Hayzlett opened hearings on **HB 2279** and called on Lynn Stennett, Executive Director of Children's Trust Fund. She told the committee there are approximately 1,985 registered automobiles and light trucks in the State of Kansas. A one percent penetration rate by CTF's would raise \$992,500 annually for new child abuse and neglect prevention programs.. She concluded the incidence of child abuse and neglect is rising and the need for Children's Trust Funds, with their goals of child abuse and neglect prevention, is stronger now than ever. (Attachment 4)

Unless specifically noted, the individual remarks recorded herein have not been transcribed verbatim. Individual remarks as reported herein have not been submitted to the individuals appearing before the committee for editing or corrections.

CONTINUATION SHEET

MINUTES OF THE HOUSE TRANSPORTATION COMMITTEE, Room 519-S Statehouse, at 1: 35 p.m. on February 22 , 1999.

She presented written testimony from Dave King, volunteer, Governor's Advisory Committee on Children and Families. (Attachment 5)

Abby Baucom reviewed research which shows that 80% of brain development occurs during the first two years of life and 90% is complete by the child's third year. Early childhood programs which are targeted, comprehensive and of high quality make a difference, literally changing the future of individuals to make them places of promise, hope and success. She noted that revenue derived from a distinctive CTF license plate will provide funds to the Children's Trust Fund and enable programs that effectively target the early years to be enhanced and expanded. (Attachment 6)

There being no opponents, the Chair closed hearings on **HB 2279**.

HB 2317 - concerning driver's licenses; providing certain restrictions

Chairman Hayzlett opened **HB 2317** for discussion and final action. Representative Grant offered an amendment to make it a pre-requisite to have 50 hours of instruction, including farm permits, before obtaining a full license at 16, seconded by Representative Ray.

Representative Pauls offered a substitute amendment which would make it a pre-requisite to have 50 hours of instruction before obtaining a full license up to the age of 21, but omitting the farm permits. This was seconded by Representative Ballou. This failed on an 8-10 vote.

Representative Johnston offered a substitute amendment which would make it a pre-requisite to have 50 hours of instruction before obtaining a full license up to the age of 18, seconded by Representative McKinney and the motion carried.

Representative Dreher offered an amendment which would strike all of the provisions in the bill for decals, seconded by Representative McKinney and the motion carried.

Representative Johnston offered an amendment to add in line 25, page 1 "conducted by an adult who is at least 21 years of age". This was seconded by Representative Ray and the motion carried.

Representative Johnston made a motion to pass **HB 2317** as amended, seconded by Representative Long.

Representative Ballou made a substitute motion which would include farm permit holders being required to have 50 hours of supervised instruction conducted by a licensed adult 21 or over, before they obtain their full license at 16, seconded by Representative McClure and the motion carried.

Representative Ballou made a motion to add licensee with farm permits to page 3, line 4, seconded by Representative McClure and the motion carried.

Representative Grant made a motion to pass **HB 2317** as amended, seconded by Representative Johnston and the motion carried.

The minutes of the meetings of February 15th, 16th, 17th and 18th were presented for corrections or approval. Representative Johnston made a motion to approve the minutes, seconded by Representative Ray and the motion carried.

Chairman Hayzlett adjourned the meeting at 3:40 p.m.

STATE OF KANSAS

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TOPEKA

HOUSE OF
REPRESENTATIVES

COMMITTEE ASSIGNMENTS
AGRICULTURE
EDUCATION
TRANSPORTATION
ECONOMIC DEVELOPMENT
CHAIRMAN: SOUTH/CENTRAL/SEDGWICK COUNTY DELEGATION
GULF WAR ADVISORY BOARD

February 22, 1999

Thank you Chairman Hayzlett and Transportation Committee.

I come to you today because of my concerns about the priority formula. Our number one concern has to be with safety. With major modification, enhancement or improvements, we must insure that safety is number one!

I have major concerns as I understand the rehabilitation priority formula. It does not take special consideration to fatalities accidents. I believe they should have a special wieghting. The seriousness of fatalities has to be considered differently.

I encourage you to support a change that could make our highways safer.

Please support HB 2432.

Thank you.

A handwritten signature in cursive script that reads "Daniel J. Thimesch". The signature is written in black ink and is positioned below the typed name.

Representative Daniel J. Thimesch

House Transportation Committee
February 22, 1999
Attachment 1

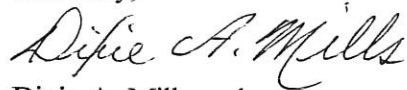
Dixie A. Mills
P.O. Box 5
Mt. Hope, KS 67108

Representative Dan Thimesch
State Capitol
Room 278-W
Topeka, KS 66612

Dear Dan,

Please find enclosed a copy of the word processed concerns and suggestions which were expressed at the February 6th, K-96 area meeting held at Mt. Hope, KS. We thought you would want a copy to use however you believe it might best be utilized. We realize that the wheels turn slowly, but please inform us of any action that might occur on our behalf in this area. We are currently following the transportation debate going on in Topeka. It is my (Dixie's) personal opinion that if the \$8.3 billion figure is used, it will be too little, because of the growth factor in this state and the condition of the existing highways. I think you should go for the \$10.3 or \$11 billion amount. Why not go for the best? I don't care about the \$80 or \$90 dollars that I might get in a tax break. People will just spend it on T-V's, computer software, or other wanted items and likely will not save it. That is just my nickel's worth. Again, thanks for your help.

Sincerely,



Dixie A. Mills and
Concerned Citizens of Mt. Hope Area

House Transportation Committee
February 22, 1999
Attachment 2

OPEN FORUM SAFETY MEETING ---HIGHWAY K-96

Comments and Suggestions by Citizens from Haven, Mt. Hope, Bentley/Halstead areas concerning current problems with K-96 intersections.

Speakers:

Pam McMurry - Mt. Hope City Council-

-Talked about the need for lights out on the north Mt. Hope intersection. One problem is that you cannot see the intersection at night. The city had placed a light on their property, but it is too far away to be effective in lighting up the intersection. Could KDOT place lights at the intersection or could we move the city light closer?

Malvern Boster-- Past Mt. Hope Mayor and City Council member -- Drives to Patterson Elevator each day, which is north of Mt. Hope. Reaffirmed that Mt. Hope did put up the lights that are at the intersection on city land. Talked about the lighting needs at the intersection.

Delton Miles-- Lifelong resident and farmer south of Mt. Hope-- Spoke about the need for acceleration lanes to safely merge into oncoming traffic which is coming at 70 to 80 miles per hour. When you look to the East, especially at night, you really can't be for certain, which lane the approaching traffic is in. If you had an access lane, you could get on with greater safety and get up speed to merge in, especially when turning West, because you are turning into the fast lane of traffic and traffic doesn't always get over so you can turn. These lanes are needed when getting onto the highway traveling either east or west.

Dee Ann Merhoff --Mt. Hope resident --Spoke for the need of signs indicating that there is a town to the south of the intersection. At the present, there is only a sign indicating that Burrton is 10 miles to the north. People traveling the highway have no idea that there is traffic coming onto K-96 from Mt. Hope. People don't know there is a town to the south.

Steve Taylor--Police Chief at Haven and EMS Service -- Spoke about the need for acceleration lanes, the need for lighting on both the west and east intersections at Haven, and safety concerns for the school buses exiting at the Haven intersections. At the time the highway was completed, the residents of Haven were assured that if there were problems after the highway was built, that KDOT could come back and put in access lanes.

Ben Foster-- Mt. Hope resident and employee at Boeing in Wichita--Travels K-96 daily to and from work and appreciated the four lane road. Ben sees the need for lighting

and acceleration lanes at the north intersection. At the east Mt. Hope intersection, traffic approaching from the west around the curve to the west of this intersection, is coming so fast that there is a definite need for an acceleration lane on the eastbound to assist getting on when traveling towards Wichita.

Also, at the east intersection there is a need for a sign to clearly indicate where Mt. Hope is located. At present, there is a big huge sign that says Andale and people think that Mt. Hope is Andale. Ben related that he has helped people in Mt. Hope, who thought they were in Andale and were looking for a street that is in Andale.

Frank Simon- Farmer who farms South of the Halstead/Bentley intersection-- He has land adjoining K-96 at this intersection-- He has gone down to this intersection at 7:00 in the morning and the traffic is just unreal. He didn't know if a traffic count had been done recently or not, but the amount of traffic going into Wichita makes that a mean corner. Mr. Simon says there should have been a flyover put there. Is everyone in this world in such a hurry? Says he notices that over on Highway 54 at Goddard, people slow down for the traffic signal. That's what is needed at this Halstead/ Bentley intersection. This man's daughter was killed at this intersection four years ago on Feb. 9th. He spoke about the need for a traffic signal at the intersection of 151st Street and K-96 (Halstead/Bentley). He has been witness to several events that have caused serious accidents and he has witnessed some near misses, such as a young woman who when coming from the North, turned east into oncoming traffic on the westbound lane and was nearly hit by a semi. When she found herself in this situation, she quickly made a U-turn to get over to the right lane. Clearly, this intersection is not appropriately marked. There have been two fatalities at this corner within a year.

Don Linnebur--Lives on 151st Street near the K-96 (Halstead/Bentley) intersection Farms south of the intersection. This intersection is on a curve. He spoke about not having enough room in the median for a large tractor pulling an implement to safely cross the highway, due to the speed of oncoming traffic, which is going at least 70mph. He believes there needs to be a reduced speed at the intersection. Also, Mr. Linnebur witnessed a fire truck from Sedgwick County Station, located at Colwich, trying to cross the intersection and having difficulty getting across because of the speed cars and trucks go through the intersection. Says he holds his breath everytime these young people turn on to K-96.

Ruth McCurry-- Farm wife who lives North of Mt. Hope-- Ruth spoke about how difficult it is for a loaded wheat or milo truck to cross K-96 at the north Mt. Hope intersection because of the speed of oncoming traffic. There is not enough time to get across and a large wheat truck simply won't always do what you want it to do. It is not uncommon to make 15 -20 trips in a day during harvest. She talked about the farmers pulling the large anhydrous tanks through this intersection and with the speed of oncoming traffic, it would be quite an explosion if one were ever hit. How disastrous that would be! She also said that large semis loaded with wheat, coming from the elevators located at the

south end of Mt. Hope, must cross K-96 when hauling the grain to either Hutchinson or Wichita.

Lloyd Schmidt--Mayor of Haven -- Whatever has been said about the Mt. Hope intersection could be said of the east Haven intersection. Mr. Schmidt stated his concern was 25 school buses--Half would go east anyway, the other half would go west. The rerouting of buses was due to safety, with all buses having been rerouted to exit at the east Haven intersection. The reason for this is that there is not enough room in the west intersection median for the buses to wait for a clear space to enter traffic and there are no acceleration lanes. He also spoke about the cost in additional gasoline, mileage, bus maintenance, and driver time to USD 312.

Don Linnebur--Farmer who lives and farms on 151st (Halstead/Bentley) Is there any law about lowering the speed at those intersections to 55mph? (KDOT believes people do not obey speed laws and wouldn't slow down. They usually do not have reduced speed zones on four lane highways.)

John Young -- Farmer north of K-96-- John stated in reference to what Mr. Luedders stated about reduced speed zones not working, that he had for many years traveled U.S. 50 through Burrton and that everyone slows down to 45 mph through that zone. The Burrton police department or the KS Highway patrol has made an impression on the travelers traveling US 50. He believed that some speed tickets must have been issued, because EVERYONE, even the semis slow down at Burrton, so if the speed is enforced, reduced speed zones will work. John says because of the speed of K-96 traffic, he has began buying all his anhydrous at Patterson Elevator to the north and he also hauls many thousands of bushels of grain in semis to the north to avoid the highway. Says he is sorry that he has had to stop his business at the Mt. Hope elevator and mill, but due to the problems at the north Mt. Hope intersection at K-96, he feels he had to make the change.

John also talked about the aggressive attitudes of drivers today which he believes increased with the legislature passing the 70 mph speed limit and how drivers display aggressiveness in their driving habits, such as not letting others merge, tailgating, and driving at excessive speeds. Spoke of how new cars are lighter and faster and how people aren't running at 70, but at 80 mph. He says speed zones will work if they are enforced.

Bruce Silvers- Haven City Councilman - Our west intersection is just awful to put it bluntly- when coming from the east, you have less than a quarter of a mile visibility around that curve and with cars going 75 mph, you don't have time to get on and move over into the right lane.

Dee Ann Merhoff -- Resident of Mt. Hope--Drives to Wichita- Librarian in USD259--

Dee Ann related that in growing up in Wichita, like most Wichitans, she had no idea where

Mt. Hope was and that today when people think of K-96 highway, they think of Wichita to Hutchinson --nothing in between. She asked if yellow blinking lights could be placed at the north intersection at Mt. Hope to let people know that there is a town right to the south and that this is a busy intersection. What do we have to do to get yellow blinking lights at this intersection? (KDOT follows the manual, and flashing lights aren't generally considered for this type of roadway.) Dee asked if US 54 at Goddard and Andover road weren't this same type roadway, because before they got traffic signals, they had yellow blinking caution lights at their intersections. What can we as citizens do?

Ben Foster--We've all talked about all these things that could be done--what do you at KDOT see as some solutions to the terrible things that happen at these intersections?

KDOT response: Yellow flashing lights are realistically not an option. Engineering, it looks like the intersections are all right. Felt lighting and some acceleration lanes might be an option after some traffic studies are done.

Anita Arvidson-- Drives to Wichita daily from Mt. Hope. The problems are only going to worsen because Wichita is moving out. The city is already past 119th. More and more people are using K-96. Not just the Halstead/Bentley intersection needs attention, but all these intersections out here need attention. There is definitely a need for a stop sign or traffic signal at the Halstead/Bentley intersection because those Bentley people don't even stop---they just slow down and then go right through the intersection. They don't even look. Maybe we need a cop out there to give tickets. I think there should be a reduced speed at these intersections and stop signs at the roads coming into K-96.

Anita related a near miss she had the other morning when going to work--said there would have been an accident if she hadn't slowed down and yielded to someone coming in from the Halstead/Bentley road. Anita stated that she would like to see those pink cluster lights placed at the intersections to light them at night, because you cannot see the intersections at night.

Bruce Silver --Haven City Councilman---How many people will need to get killed out here before something is done at the intersection? C. Luedders asked which intersection and Mr. Silvers said--our west one. C. Luedders related that he could not answer that question.

Sandra McCurry-- Vice President of 1st National Bank of Mt. Hope - Sounds like you all don't realize that we have asked already for oversized stop signs and reduced speed. All of this was asked for when the highway was being planned and we didn't get it. We have written about it since and nothing has been done. My family has probably had more accidents at this intersection than anyone else. I live north of Mt. Hope on 279th. I'm Sandra McCurry and I organized and run the ambulance service out of Mt. Hope. We have answered a lot of calls at this north Mt. Hope intersection. While it is true that people should be more careful, there is something about that intersection. We can't

control the nature of the intersection and with all these people restating what needs to be done, something should be done to make it safer.

Evelyn Miles -- Farmwife who lives south of Mt. Hope-- The oversized stop signs on US 50 that say STOP LOOK AGAIN US 50 does NOT stop would be helpful at the K-96 intersections. People don't recognize that this is a four lane highway as they approach K-96. Also, it is very difficult to tell who has the right-of-way when there is a car waiting to make a turn onto K-96 and you are sitting in the median trying to get on.

Dixie Mills-- Organizer and Moderator of the K-96 Meeting I'm going to recognize myself here because that is one of the problems I have at this north intersection. When you are sitting at the intersection and there is a car sitting across to the north waiting to turn left--you both sit there trying to figure out who has the right-of-way, and there is a hesitancy, because in the median is a yield sign, so Man reverts back to hand signals--Invariably, one of you starts waving a hand like this or the other one starts waving their hand like this and then when you have the third element of traffic zooming by at eighty, going whoop, whoop, right in front of you -- you really have an additional element of danger. Who does have the right-of-way? (C.Luedders--"Both stopped cars have equal right-of-way, but the yield sign gives the highway traffic right-of-way.")

**After much hoopla and discussion, this was eventually clarified and the person making the left turn actually has the right-of-way when the highway is clear. It was very confusing to say the least!!

Frank Simon-- Farmer at 151st Street Halstead/Bentley road--This is just my opinion, but I don't think that hanging a yellow flashing light at the Halstead/Bentley intersection would help--It would just add another thing for people to have to consider. If you're going to the trouble and expense of a light, I think a regular traffic light would be the most helpful. If you go down there at quarter till seven in the morning and watch the people coming from Halstead/Bentley, they dash right out into the traffic on K-96 and don't stop. It is a very bad situation.

Norm Mills-- Mt. Hope Resident--Where they have overpasses at these intersections, does that help solve these problems we are discussing? (C. Luedders--"Yes, where there is an overpass like at Yoder with acceleration and decelerations lanes, it solves the problem of cross traffic and basically we don't have these problems we are talking about at the other intersections.")

Norm Mills --What do you have scheduled for the future? (C. Luedders-- "On K-96, probably nothing.")

Norm Mills-- O.K. It appears that the problem is not going to lessen. With Wichita growing, and as the little towns grow it is only going to intensify. If not right now, could we get it in the works --what is the feasibility of getting it in the plans for overpasses at these intersections in the future -- we are either going to pay for it now or pay for it later.-- We basically have a high speed corridor here and we can not have it the way it is

now without a great element of danger. The corridor is needed, but not the way it is with these dangerous intersections.

Ben Foster-- Mt. Hope resident--Drives to Boeing daily. Asked about the policy of road treatment with sand and salt on very icy mornings. A lot of times I don't see any road treatment as I go to work on icy mornings. (C. Luedders--Explained the 24 hour policy, Wichita works the east end of K-96 and Hutchinson works the west end. In Wichita, the priorities are the ramps, I-35, Wichita thoroughfares etc. This will be the last road they get to.)

Darlene Nelson-- Director of Mt. Hope Community Center I have heard about these intersections everywhere--Haven, Halstead, Bentley, right here at Mt. Hope. My son Tommy, took drivers ed. and he was taught to pull into the nearest lane when he turns, so when he follows the driving rules, he is pulling into the 75 mph fast lane. There are no acceleration lanes so you can get into the flow of traffic. Please, can't we have some acceleration and deceleration lanes? Also, when this was under construction, those big stop signs with the blinking lights on them were great, because you could see them in the fog or bad weather and at night, but when the highway was done, they were taken down and these little ones and the yield signs were put up. I think the four lanes are great, but we still need some improvements. My husband had cancer and we had to make flying trips into Wichita when this was a two lane. One time we were run clear off the road. If my husband hadn't gotten off, we would have been killed, so the four lane is perfect. We do need help with these problems we have now. I have written a letter expressing mine and my husband's concerns.

Kenny Carrs-- Mt. Hope resident. Maybe this will open up a can of worms, but sounds like to me that we could use some drivers ed. instructions out here. Is there a possibility of signs stating who has the right-of-way at these intersections?

Norm Mills-- We have another problem on this highway other than the intersections. It concerns the surface of the roadway. Larry Perkins, would you share with us what you know about the road?

Larry Perkins - Police Chief, Mt. Hope-- Larry says there are two areas one just west of the slough bridge half mile to the west, and another one about 50 yds west of the intersection up here in the slow lane. Traffic has cupped the pavement in the eastbound lanes.

Whenever we get a rain and people hit that at 70mph, they hydroplane. We get calls to come out and assist them and help them back on the road.

Brad Horne--Business owner at Haven-- Now this was a dangerous road when it was a two lane and it's just that now it's four lane you've got a lot more cars on it and they're going 80mph. I've heard everyone's opinion today, but why don't you just drop the speed limit back down to sixty. It's still easier driving and it's still four lane. Just drop the

speed back to 60, then we'd have cars going just 70mph instead of having the speed at 70 and cars going 80mph.

Jim Kissick-Resident of Mt. Hope-- We've spent time throwing rocks at KDOT today and they have built a real safe highway. And of course there's things that we could straighten out on the highway. There's a lot of safe drivers out on that corridor and all they need is a chance to miss you. We know that regardless of how safe we build it, there's always going to be people who fail their driving test and all the safe drivers need is that chance to miss you.

Frank Simon - Farmer on 151st Street- I don't know who is responsible for putting this meeting together, but whoever did I applaud them because it was needed and I think it won't stop here.

Dixie Mills--Moderator- I again want to thank everyone for coming today. I have a couple of other issues I'd like to pass along before we adjourn ---Like where do we go from here--What happens next? I'm the kind of a person who asks for the moon and hopes to get a little moon dust, but I believe the one thing that speaks the loudest to me today is that the guidelines and the KDOT manual need reviewing and revised and how do we get that done to better meet the current circumstances. Do we do that through legislation--and if that's the case, this would be the first of several meeting and maybe Haven could host the next meeting, because it's through citizen participation that we can truly bring about change. When something like this is in front of you it isn't just a one time meeting that will work or in one meeting "this is a done deal" You all know about the "squeaky wheel". Isn't that how we get things done in Topeka? So I guess the question is how do we get those changes in the KDOT manual so that they will better meet the existing needs of the area in highway building. Does the state of Kansas have any impact on the national guidelines that you have to meet?

(C. Luedders--The state of Kansas has put KDOT under the jurisdiction of the National Guidelines and if we don't follow those guidelines, we would be negligent and we could be sued. If it is an improvement and after traffic studies, we can make improvements such as the improvements at K-17 and K-96. When there are high accident areas, a traffic study is made and improvements can be made.

Dan Thimesch-- Representative 93rd District - I'd like to publicly thank Chuck for coming out today. This is a hard job and he just took this assignment. I've only been in office myself five years and I feel like a newcomer--I've worked with some of you on some other issues and we are all too anxious to get things done. It takes time--maybe that's good --it takes time for improvement. We will look at every way we can to make improvements. There's more ways than one to skin a cat. What he was saying about the national Transportation Bible is true. Some of those things I'm still learning about. We are going in on a new comprehensive transportation bill-- we only do these things on multi-years last one was 1989-- Like getting an overpass out here -- that won't happen unless we have a comprehensive transportation bill. Every day we are listening to

different regions come and talk about their need. Like over on highway 59 a twenty mile stretch-- there is a fatality every month. There has been increased traffic on that super two lane-- If I had one dollar and one vote-- it would go on that highway. It will cost 100 million dollars. Dan spoke of the different proposed highway bills and of the different highway concerns across the state of Kansas. He thanked everyone for coming and for the civility of the meeting.



U.S.D. No. 312

Haven, Kansas

James C. Chadwick
Superintendent

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Representative Dan Thimesch
State Capitol, 278-W
Topeka, KS 66612

Dear Sir:

I hope your first few days have been productive and that you are becoming more comfortable each day. I saw in the paper that you were going to be in Mt. Hope this Saturday afternoon to discuss the K-96 situation. I also visited with Dixie Mills. I think she is responsible for scheduling your visit, about the situation and, per her request, I am submitting the following observations for your consideration. Incidentally, I will not be able to attend this Saturday but will have a representative from the school district in attendance.

CHANGES MADE IN USD 312 TRANSPORTATION SINCE OPENING OF 4-LANE K-96


1. Prohibit buses from crossing both lanes of traffic on Haven's west entrance.
2. Buses going west on Haven/Arlington Road, enter K-96 at east entrance to Haven and then left at Arlington Road. Cannot cross K-96 at this intersection. This happens at least four times each day.
3. We have changed Mt. Hope bus routes so it doesn't cross both lanes of K-96 in the first three miles east of Haven.
4. Continually cautioning drivers, at every safety meeting, regarding the speed of approaching vehicles (70 mph) on K-96. Also continually reminding them of having at least $\frac{1}{4}$ to $\frac{1}{2}$ mile of cushion when entering K-96. This is very hard to do when entering on the west side of Haven and going west, because of the curve to the east.
5. The same holds true for the crossing north of Mt. Hope.

CHANGES THAT WOULD IMPROVE SAFETY

1. Lengthen the turning lanes on all entrances, Mt. Hope and Haven, by 200'.
2. Put in acceleration lanes on all entrances, both directions.
3. Possibly block access to the Haven/Arlington road on the west entrance to Haven.
4. Install a caution light at the Mt. Hope entrance to K-96. This should be south of the east bound lanes.
5. Decrease the speed on K-96 around Mt. Hope and Haven for one mile in each direction.
6. Provide adequate lighting and/or reflective devices to mark exit and turning lanes.

Theses are just some of the issues we see regarding the safety of operating buses on K-96. It is a great addition to our area and like all change we must be more cautious until we are accustomed to the new arrangement. At the same time some things could be improved and we ask your assistance in promoting changes to improve the safety of our transportation system.

Respectfully,


James C. Chadwick
Superintendent

**DRAFT
SCOPE STATEMENT**

Reviewing Highway Safety Issues at Several Locations on Highway K-96

In recent years, the Department of Transportation upgraded a section of K-96 between Wichita and Hutchinson, making it a 4-lane divided freeway. Despite the improvements to this road, citizens and legislators have raised a number of concerns about the safety of several intersections along that freeway, including the following:

- the medians are too narrow for traffic crossing the freeway in several locations, and tend to get narrower on curves
- there are no acceleration lanes for vehicles turning into fast-moving traffic, even for vehicles turning left across the divided highway into the passing lane
- the view of oncoming traffic at several intersections is poor
- some intersections are poorly lit

Because of these perceived design flaws, people are concerned that cars, trucks, school buses, and other vehicles trying to turn left onto the divided highway can't do so safely. Apparently there have been several deaths along this new stretch of road.

When citizens and legislators met with Department officials about their safety concerns, Department officials indicated the road had been built according to federal highway standards. This response raised legislative questions about how much leeway the Department had in designing and engineering this section of the road, whether the perceived design "flaws" along these intersections of K-96 had been part of the initial engineering plans for that road, and, if not, why those plans had changed. Questions also have been raised about whether the Department considers fatalities in the "weights" it uses to decide which roads need to be maintained, repaired, or reconstructed, and when.

To address these questions and concerns, a performance audit would answer the following questions:

1. **What safety hazards exist on various intersections of K-96 between Wichita and Hutchinson?** In answering this question, we'd interview Department and local officials, analyze relevant accident and fatality statistics, review applicable Department records and citizen complaints, and perform other work as needed.
2. **For any safety hazards that exist, why was the road built that way, and does it comply with federal and State standards?** We'd make this determination by interviewing officials and reviewing initial engineering designs and right-of-way acquisition plans, changes to the road's design that may have contributed to safety hazards, Department correspondence, and other relevant records. We'd try to determine whether Department officials were aware those hazards existed before the road was built. We'd also compare the intersections in question against applicable federal or State highway standards to ensure they meet the minimum design specifications.
3. **What plans does the Department of Transportation have for addressing any safety hazards that exist on these intersections?** We'd interview Department officials and review the proposed work schedule for this stretch of freeway to determine what actions, if any, the Department plans to take to address these safety hazards, and by when. We'd also review the formula the Department uses to help decide what sections of roadway need to be repaired, reconstructed, or maintained to determine the extent to which fatalities are taken into account. In addition, we'd compare the Department's formula in this area with those of surrounding states. We'd perform other test work as needed.

Estimated time to complete: 8-10 weeks

CITY of HAVEN, KANSAS

120 S. Kansas Ave. / Box 356

HAVEN, KANSAS 67543

Phone 316/465-3618

FAX 316/465-3617

February 19, 1999

Representative Dan Thimesch
Sedgwick County, 93rd District
State Capitol, Room 278-W
Topeka, KS 66612

Dear Representative Thimesch:

This letter is written in support of your House Bill #2432. We feel this bill would help reduce the loss of life and property due to accidents at dangerous intersections.

This bill should help reduce the requirement for loss of lives and property at dangerous intersections and other places on our highway, due to KDOT's current "formula" of there having to be "enough problems" before any action would be taken.

Our local viewpoint is that along with your efforts, the addition of larger stop signs, the second stop sign instead of a yield sign, the addition of stops lines, lights, and acceleration lanes the safety at Haven's intersections would be improved.

The City Council and I feel strongly that this issue must be addressed prior to a tragic accident, as we receive reports of near accidents on a frequent basis.

Thank you for your efforts on this bill and your concern for safety on our highways.

Sincerely,



Lloyd H. Schmidt
Mayor

LHS/clc

From: "Dixie Mills" <mills@southwind.net>
To: <thimesch@house.state.ks.us>
Date: Thu, Feb 18, 1999 6:07 PM
Subject: House Bill 2432

Representative Dan Thimesch
State Capitol
Topeka, KS 66612

Dear Sir:

I applaud you for introducing House Bill 2432 in an effort to better address some of the problems that occur on existing roadways in our state. The formulas that currently govern the Kansas Department of Transportation need to be more flexible, so that when problems develop in a particular region or in a special way, they may be addressed. While I realize that we must have guiding regulations, we all know that "one size does not fit all" and this pertains to roadways too. I know a teenager here at Mt. Hope who is unable to speak and is confined to a wheelchair because of a serious accident at the Mt. Hope intersection. He isn't considered a fatality and may not even be included in the traffic statistics, but how do we weight or evaluate the need for change at that intersection when we see this young man? If a roadway is built to certain national specifications, and indeed, unnecessary accidents occur and we still see a great need for improvement after it is completed, then it is our responsibility to seek change in guidelines for building future roadways.

Highway K-96 is a beautiful road and the people in this area greatly appreciate the four-lane, however there are four very dangerous intersections on this stretch of highway. Law enforcement in this area call it "the killer stretch". For a high speed corridor, overpasses should have been built at these intersections. As a Kansas citizen, I believe that we can either pay when a highway is built or we can pay later after studies have been funded and conducted to learn how many accidents and fatalities have occurred and whether the formula requirements have been met to justify improvements. I am speaking of the Halstead/Bentley intersection, the north Mt. Hope intersection, and both intersections at Haven, KS. All of these intersections need lighting. The ones at Mt. Hope and Haven need acceleration and deceleration lanes and all of them need either warning lights and reduced speed to provide greater safety to people who must turn onto or cross K-96. Believe me when I say that I feel like I run a gauntlet every time I have to use the north intersection at Mt. Hope, KS.

It is my hope that the Transportation Committee will consider seriously the bill you have introduced and even go a step further in providing a greater degree of flexibility in the formulas that govern the Kansas Department of Transportation in making necessary changes to existing and future roadways. When considering new roadways in this area, the government of the State of Kansas must consider the growth factor of the Wichita area, and look at projections for the future. I do hope that roads are not built on situations just as they are today. I appreciate and many citizens of the Mt. Hope area appreciate the efforts of the Transportation Committee.

Sincerely,

Dixie A. Mills

Mount Hope, KS
January 29, 1999

Representative Dan Timesch
State Capitol
Room 278-W
Topeka, KS 66612

Dear Sir:

This letter is to state the concerns of many citizens of Mt. Hope, Kansas and of the surrounding areas about the intersection of K-96 and the Burrton Road (West 279th). In an effort to work with Kansas Legislators from this area and with the Kansas Department of Transportation (KDOT), we the undersigned concerned citizens, offer the following list of concerns and the following suggestions as solutions for addressing the serious problems that exist at this intersection:

CONCERN #1) The high speeds (70- 75mph) of vehicles traveling through the intersection, in conjunction with the volume of traffic using K-96, make crossing the highway from south to north or north to south or turning onto the highway to go east or west extremely dangerous.

SUGGESTED SOLUTION: Establish yellow flashing caution lights to warn both eastbound and westbound lanes of a dangerous intersection and establish a reduced speed zone between the yellow lights.

acceleration
CONCERN # 2) There are no access, merging lanes to use when turning west onto K-96. When waiting in the median strip, a driver must consider traffic from the north, high speed traffic from the east, and when there is space, turn into the left lane which is the fast lane) of westbound traffic then gradually move over to the right lane when it is clear.

** There are 30 teenagers (many of whom just began driving) who daily drive West to attend school in Haven, KS.

** School buses transporting children from Mt Hope daily drive to and from the schools in Haven, KS on K-96.

lighting
SUGGESTED SOLUTION: Merging lanes are needed on both sides of the westbound lanes of the highway to enable a driver some space to speed up before moving over into traffic.

CONCERN # 3) At night or in bad weather, this intersection is quite dark and when approaching the intersection, it is not easy to see.

SUGGESTED SOLUTION: Lighting the intersection would be feasible and increase safety.

CONCERN #4) Large farm trucks loaded with grain, many of which come from the north and need to cross the intersection to get to the Mt. Hope elevators and mill located at the south end of town, have an especially difficult time crossing K-96.

SUGGESTED SOLUTION: Please refer to SOLUTION #1.

We believe that acting upon the above mentioned recommendations would greatly reduce the danger that currently exists at this intersection. Any assistance you could provide through legislative channels or through KDOT to get these recommendations for safety implemented would be very appreciated by the citizens of the entire Mount Hope area. Additionally, if there is anything else that we as citizens could do, please advise us. Thank you for your attention to this matter.

Sincerely,

Concerned Citizens of Mt. Hope, KS and Greeley
Township of Sedgwick County, KS

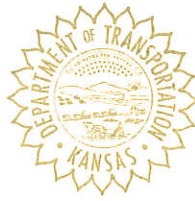
Lufie A. Mills	Anita L. Davidson
Norman D. Mills	Viola Wherry
Dee L. Merhoff	Margaret Cook
Stanley J. M. Hoff	Jerris S. Rogers
Art Ham	Renee Bayle
Kileen McCurry	Paul Hamm Rice
Joyce A. Butler	Regina Weyer
Mark A. A.	Kathleen Dule
Chuck Raman	Barbara Sauer
Dee Harris	Ruth Hannenstiel
A. J. Eisenbauer	Kim Yitry
Rasa Boekke	Shawn A. Forsberg
Morrie + Elean Boekke	Conette Flesher
	Jucy McCurry
	Bob McCurry



Dale Morris
Lucille Morris
Flay F. [unclear]
Carroll [unclear]
Beverly Mason
Sue Hall
Elena Newton
Bonnie Dean
Harvey Dean
Lillie Larsen
a [unclear] Curry
with m^c Curry
Carl M^c Curry M^c Curry Bros Elevator
Clyde E. Rousen Jr.
Marpie Rousen
Jo Ann Rousen
Gertrude Cooper
Irene Cooper
Dorothy Jean Slick
Re. Raymond
Mad Hesslink

Darlene K. Nelson
Mary Jane Kieckhefer
Betty J. Rasmussen
Gladys Hefling
Gloria Bouton
Elena Newton
Lonia Yetry
Kathryn Mackenberry
Nellie M. Wall
Oda Lee Broadhurst
Midge & Bob Pendleton
Vera Mae Davis
Debra Laughlin
Audrey M^c Curry

Mr. Mrs. J.P. Hawn



**KANSAS DEPARTMENT OF TRANSPORTATION
OFFICE OF THE SECRETARY OF TRANSPORTATION**

E. Dean Carlson
SECRETARY OF TRANSPORTATION

**Docking State Office Building
915 SW Harrison Street, Rm. 730
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Bill Graves
GOVERNOR

**TESTIMONY BEFORE
HOUSE TRANSPORTATION COMMITTEE**

**REGARDING HOUSE BILL 2432
PRIORITY FORMULA FOR NON-INTERSTATE ROADWAYS**

February 22, 1999

Chairman and Committee Members:

Chairman and members of the committee, I am Dean Carlson, Secretary of Transportation. I am here today to testify on House Bill 2432 regarding the priority formula for Non-Interstate Roadways. House Bill 2432 legislates the attributes, attribute weights, and adjustment factors currently used in the Kansas Department of Transportation's (KDOT) Non-Interstate Roadway Rehabilitation Priority Formula with the following changes to the current formula:

- Attribute weight for "Observed Condition" is decreased
- New attribute for "One Intersection Fatality Accident in Calendar Year" is added
- New attribute for "Two or More Intersection Fatality Accidents in Calendar Year" is added

KDOT selects Major Modification Non-Interstate roadway improvement projects based on this priority formula. The formula ranks roadway sections by the seriousness of their deficiencies and takes into account various factors such as traffic volumes (including commercial traffic), accident rates, roadway and bridge geometrics, and pavement conditions. The priority formula analyzes the aggregate need of each roadway section and allows KDOT to prioritize needs within the limited funding available for highway improvements.

The agency's prioritization system was developed by KDOT and Woodward-Clyde Consultants in 1981 at the direction of the Legislature. KDOT was asked to develop a priority system that would: be clearly defined and use documented criteria; use a systematic and consistent procedure to determine the relative weights of various criteria and the relative priority ranking for construction of road and bridge segments; have reproducible results; and use

quantitative and verifiable factors or documented professional judgement to determine relative priorities.

A computerized priority ranking system analyzes the extensive data maintained on each section of the state's 10,000-mile system. Each piece of data is called an attribute. Each of these attributes is given a relative weight which reflects the priority of that factor. In addition to the various attributes, adjustment factors are applied to certain of the attributes to account for each road section's route classification, traffic volume, accident rate, posted speed limit, shoulder type, and whether the section is divided or undivided. The weighted attributes and the adjustment factors are then used in a complex linear programming formula to arrive at each project's overall rating. The formula and the various weighting factors were developed by KDOT and its consultant based on the "Delphi Process." The Delphi Process is a decision-making process that was developed by the RAND Corporation which allows a group of experts to arrive at a consensus opinion on complex problems.

Roadway deficiencies are assessed annually by running the priority formula computer program utilizing updated survey information, which is collected by KDOT throughout the year. The resulting annual prioritized information is used to select any new roadway improvement projects in the Major Modification Non-Interstate project category. Projects with the highest relative need are scheduled for improvement first within the available funding. Exceptions in scheduling are sometimes necessary to ensure use of all federal-aid funds or because of design complications or right-of-way acquisition delays.

The priority system originally consisted of two formulas, one for roads and one for bridges. In the mid-1980s the formulas were revised to add an adjustment for route classification and make technical corrections for design standards, default values, and number of lanes. In addition the single road formula was split into separate formulas for Interstate and non-Interstate. Since its inception, KDOT has periodically reviewed the prioritization process for potential adjustments as various related issues have been identified. Because any change in the priority formula involves increasing the relative need of one section of road at the expense of another, adjustments have been carefully analyzed with the result that no change has been made in the current formula since the mid-1980s. The priority formula assures Kansas citizens that projects are selected based on objective need. Over the years there has generally been broad consensus that the priority formula picks the "right" projects, and a review of projects over the past decade indicates that the appropriate highway corridors are identified by the priority formula.

KDOT's prioritization system has also been reviewed by the Legislature. The prioritization process was reviewed by two Interim Committees in 1987 and 1988 and was discussed in conjunction with development of the 1989 Comprehensive Highway Program. The Interim Committees concluded, "any change in the priority formula requires a comprehensive evaluation of all factors in the formula" and that "it would be extremely difficult to alter the formula and achieve a specific result without redeveloping the entire formula and all the weights and factors involved."

By prescribing the formula in statute, no opportunity is allowed to make revisions that may be necessary to correct technical or design standard issues, or to address emerging issues such as four-lane or interchange improvements. If the House Bill 2432 changes were made, there would be an outstanding question of what to do with projects that were identified by the priority formula in prior years and are already under development and scheduled to be let to construction contract, but are not identified by the revised priority formula. If these projects are suspended in favor of newly prioritized projects, there will be a loss of investment in previously identified projects and a gap in future project lettings due to the lead-time necessary for project development.

In addition, adjustments to the prioritization formula without thorough review often have unintended consequences. Increasing the weight for one attribute or adding a new attribute means decreasing the weight of one or more other attributes. Because the priority formula measures relative need based on an aggregation of several factors, it is difficult to predict which roadway sections will rise and fall in priority because of the adjustments.

Adding two new attributes for fatality accidents is an attempt to increase the relative priority need of certain roadways based on safety considerations. Accident rate information is already used to adjust five of the attributes used in the formula so that, for roadway sections with essentially the same attribute values, sections with higher accident rates will be ranked as greater in need. Because fatality accidents are a relatively rare event when considering all rural non-Interstate sections—under 200 fatality accidents in one year for approximately 3,000 sections, the revisions proposed by House Bill 2432 would result in a de facto increase in priority for all of the attributes except “Observed Condition” which is decreased to allow for the two new attributes. “Observed Condition” reflects roadway deficiencies such as cracking, faulting, and joint failure, and decreasing the relative weight of this attribute tends to discount these conditions, all other factors being equal. In addition, fatality accidents tend to be unpredictable and not directly related to measurable aspects of the roadway. Unlike accident rates which are statistically valid and can be related to roadway conditions, it is difficult to relate fatality accidents to physical factors for individual roadway sections.

Almost all highway improvement projects contribute to improved safety. Similarly, almost all data items used in project identification are directly related to safety considerations. While the use of accident rate is an explicit consideration of safety, highway safety is an inherent consideration in almost all other data items used in prioritizing improvement projects. Highway characteristics such as shoulder width and type, narrow bridges, stopping sight distance, total traffic volumes, truck volumes, lane width, and even surface condition all relate directly to the safety of the highway section. The priority formula analyzes the aggregate need of each roadway section and allows KDOT to prioritize roadway needs within the limited funding available for highway improvements.

In summary, the current Non-Interstate Roadway Rehabilitation Priority Formula fairly and objectively analyzes the aggregate need of each roadway section and allows KDOT to prioritize needs within the limited funding available for highway improvements. We believe that no changes should be made without a comprehensive evaluation of all attributes, attribute weights, and adjustment factors involved. KDOT does not support House Bill 2432.

**Governor's Advisory Committee on Children and Families
John Zutavern, Chair**

**House Transportation Committee
Kansas Children's Trust Fund (CTF)
License Plate**

February 22, 1999

Children's Trust Fund Perspective

CTF LICENSE PLATE

Mr. Chairman and members of the Committee, I am Lynn Stennett, Executive Director of the Kansas Children's Trust Fund, governed by the Governor's Advisory Committee on Children and Families. I am submitting written testimony from Dave King, Vice Chair of the Governor's Advisory Committee on Children and Families as he is unable to attend this meeting. Thank you for allowing me the opportunity to come here today and speak with you about a proposed Kansas Children's Trust Fund license plate project and our plans for involving communities in this project.

Kansas was the first state to establish a special fund dedicated to the prevention of child abuse and neglect. The Kansas Family and Children Trust Fund (CTF), established by the 1980 Legislature, led the way. Today, all fifty states and the District of Columbia have passed legislation to establish a children's trust or prevention fund aimed to strengthen families and reduce the risk of child abuse and neglect. Children's trust fund dollars provide funding for community-based prevention programs that include a wide range of strategies designed to assist families and individuals in enhancing early childhood development and preventing child abuse and neglect. This is accomplished through programs or strategies such as:

- parenting enhancement by maintaining or developing positive parenting skills;
- home visitation programs;
- family crisis support programs;
- school-based safety programs; and
- prevention development projects.

Additional technical assistance helps communities leverage local resources which encourages and builds community ownership.

The common purpose of all trust and prevention funds is the prevention of child abuse and neglect. A major campaign we are hoping to launch in Kansas is the CTF license plate project. Nationwide research informs us that similar projects have had a positive impact in other states. Currently, at least 11 other states have approved CTF license plates. In four years Indiana's CTF

has seen earnings in excess of 8.8 million. However, staff indicate the larger payoff is the public awareness the plate has generated. We hope to reap similar positive results for our Kansas children.

There are approximately 1,985,000 registered automobiles and light trucks in the State of Kansas. A one percent penetration rate by CTF's marketing initiative would raise \$992,500 for new child abuse and neglect prevention programs and services on an annual basis. Maximum revenue potential statewide is \$99 million. In addition, the fee paid to CTF will be a tax deductible donation for the applicant.

The Kansas CTF is currently funded by: 17.92% of the marriage license fee, a state general fund appropriation, and federal community-based family resource and support (CBFRS) grant monies issued through Title II of the Child Abuse Prevention and Treatment Act (CAPTA). Funds raised by sale of the CTF license plate will enable us to add needed dollars to the CTF to strengthen and support programs and services to Kansas children and families.

The primary purpose of the CTF license plate campaign is to partner CTF with local communities to raise funds to support the development and maintenance of community-based programs that focus on the prevention and/or alleviation of child abuse and neglect, including family support, educational, and promotional campaigns. The programs and campaigns will create public awareness about the importance of child abuse and neglect prevention and the opportunity for individuals to participate in prevention efforts.

CTF will issue a Request For Proposal (RFP) for non-profit public and private organizations to participate in the generation of new child abuse prevention funds through the marketing and sale of the license plates. Contracts will generally be awarded one per geographic region.

Plans for expending funds received through sale of CTF license plates are as follows:

- a) If the application for a Children's Trust Fund license plate is submitted directly to the CTF by an applicant 100% of the fee is deposited into the trust fund (Endowment and Investment accounts) for redistribution to communities through grant awards; or
- b) If the application is submitted through a contracting community, 75% of the fee is credited to the community's account. The remaining 25% is deposited into the trust fund. Communities would then receive reimbursement of actual costs experienced within their programs providing all criteria outlined in the RFP has been met.

To further involve children, communities, and raise awareness CTF is sponsoring an artwork contest statewide within all public and private schools to develop a logo which will be used for the trust fund and hopefully on the proposed license plate. Six finalists will receive prizes and all other acceptable entries will be used in upcoming CTF publications.

We are attempting to tackle the issue of creating more local control and dialogue between experts at state and county levels. Our plans are to provide funding at the local community level so there will be more local input and involvement. A proactive system needs to be in place for every community.

The need for Children's Trust Funds with their goals of child abuse and neglect prevention is stronger now than ever. As the incidence of child abuse and neglect rise, the need for prevention and early childhood development has become a national outcry. We are facing the possibility of a future where people don't care. It is your vote and support that will help stem the tide. The potential loss of our children is something we must fight every day.

Thank you again for the opportunity to talk with you about the CTF License Plate. I am available to answer any questions.

I would now like to introduce Abby Baucom, Director of the Early Childhood Public Awareness Campaign sponsored by the Kansas Association of Child Care Resource & Referral Agencies, who will speak to you regarding the importance of Early Childhood Development.

**Governor's Advisory Committee on Children and Families
John Zutavern, Chair**

**House Transportation Committee
Kansas Children's Trust Fund (CTF)
License Plate**

February 22, 1999

Advisory Perspective

CTF LICENSE PLATE

Due to my schedule I am sorry that I am unable to attend this hearing in person. My name is Dave King; I live in Leawood, Kansas and am retired from Sprint Corporation. As a private sector volunteer I have been serving on the Governor's Advisory Committee on Children and Families (GAC) since the fall of 1997. My current capacity is Vice Chairman.

I have asked Lynn Stennett, Executive Director of the Kansas Children's Trust Fund to submit my testimony for your consideration.

1996 legislation created the Governor's Advisory Committee on Children and Families (GAC). We have the responsibility to make recommendations to the Governor on how to refine and implement a coordinated comprehensive service delivery system to better serve the children and families of Kansas. (K.S.A. 38-1901)*

As part of this charge the GAC administers the Kansas Children's Trust Fund, created by the 1980 Kansas legislature. We are here today in support of the passage of legislation which would authorize the issuance of a specialty children's trust fund license plate in Kansas. The royalty fee from the specialty license plate would go to the children's trust fund and be a tax deductible donation for the purchaser. Funds raised would provide grant money for local communities child abuse prevention efforts. Lynn Stennett will provide more details to the committee in her presentation. (K.S.A. 38-1808)*

Our committee has been meeting and working since the fall of 1997. Because of the make up of the Governor appointed committee we have had significant input from the Governors Secretaries, the Department of Education, Kansas Supreme Court, Juvenile Justice Authority and the Children and family advocates. We have several sub-committees working on what we believe are some of the key issues in Kansas.

House Transportation Committee
February 22, 1999
Attachment 5

Key children and family issues in Kansas

- **Improve efficiency and reduce duplication in the children and family services delivery system.**
- **Implement an outcomes based measurement process that will allow us to prioritize the various programs and identify overlap.**
- **A need to vitalize the community based advisory committees.**
- **A need to refocus on the early preventive efforts of child development.**
- **Early childhood care birth to 5 years.**

Thank you for your consideration. Lynn Stennett and Abby Baucom are available to answer any questions you may have.

Dave King
Vice Chairman,
Governor's Advisory Committee on Children and Families
February 22, 1999

**Governor's Advisory Committee on Children and Families
John Zutavern, Chair**

**House Transportation Committee
Kansas Children's Trust Fund (CTF)
License Plate**

February 22, 1999

Research Perspective

CTF LICENSE PLATE

Mr. Chairman and members of the Committee, I am Abby Baucom, Director of the Early Childhood Public Awareness Campaign sponsored by the Kansas Association of Child Care Resource and Referral Agencies. Thank you for allowing me the opportunity to come here today and speak with you about early childhood development and the longitudinally documented results of high quality early childhood programs.

Recent research on brain development during the prenatal period and the early years of life has provided astounding new insights into human development. Nearly 80% of brain development occurs during the first two years of life and fully 90% is complete by age three. We now know that this early period largely determines who we will become and how we will relate to the world around us. While learning continues to occur over the lifetime, at no time does it happen more intensely or more permanently than during the first three years of life.

As a result of a variety of new brain scan technologies, it is clear that an adverse environment can compromise young children's development and overall adult functioning, placing them at increased risk for a variety of cognitive, behavioral, and physical difficulties. The opportunities are equally dramatic. A good start in life can do more to promote learning and prevent damage than we ever anticipated.

The brain research has shown that both sides of the nature vs. nurture argument are correct; an individual's capacity to learn and thrive in a variety of environments is dependent upon the interplay between *nature*, or genetic endowment, and *nurture*, the kind of care, stimulation, and teaching an individual receives.

Prenatally, the genetic makeup of the brain and the number of brain cells a baby is born with are determined by the actions of the mother during the pregnancy and the quality and frequency of prenatal care a mother receives. For example, prenatal exposure to substances such as alcohol, nicotine, and illegal drugs such as cocaine cause subtle changes in the genetic structure of brain

cells.

These changes can result in a number of subsequent problems such as trouble focusing on learning and controlling impulsive behavior; these vulnerabilities consequently place children at risk for adverse environmental experiences such as abuse or neglect.

The brain cells that infants are born with form the building blocks of the subsequent connections, or synapses, that are made. The brain is a uniquely constructed organ that is designed to adapt to the physical environment in which it exists. From the moment infants enter the world, connections in the brain are being made as a result of interactions with the environment. These experiences with environmental stimuli determine the type, the quality, and number of connections that are formed in the human brain. In this way the environment forms the way the brain develops and determines such skills as the ability to learn and the capacity to control emotions.

The brain is a use-dependent organ. At birth, babies have trillions of brain cells that are just waiting to form meaningful connections with other cells. These synapses are formed through environmental experience; by age three children have 1,000 trillion synapses. Over time the connections that are used regularly become "hard-wired" and brain cells that are not used begin to be pruned away; by adulthood only 500 trillion synapses remain.

It is clear that "windows of opportunity" exist for specific skills to be gained. The development of language, for example, occurs through hearing language and having specific sounds reinforced over time. At the age of 10 months infants have the ability to speak every language in every dialect on the planet. Over time the connections that form the vocabulary, grammar, and nuances of the language spoken in their environment are reinforced and the ability to speak the other languages slowly diminishes through childhood. The window for learning language is most open during the first years of life; by approximately age 10 it has all but closed and learning to speak another language without an accent is nearly impossible.

Critical periods, in which it is easiest for skills to be gained, have also been found to exist. For example, the connections between the parts of the brain that contain the foundations for conscience, personal responsibility, and compassion for others have been established by approximately age four. Children who have not been in environments that promote these skills can still gain them, but it is increasingly difficult and expensive the later the intervention is made.

The impact of negative experiences during this vulnerable period of development is shocking, and has direct links to violent behavior, impaired cognitive and emotional abilities, and extensive other physical and social problems. Young children who do not receive responsive and consistent care as infants and toddlers, are abused or neglected, or who are in high risk environments as a result of environmental influences such as poverty, parental depression, or substance abuse experience significantly enhanced levels of stress hormones in their brains.

Biologically, the pattern is identical to adults who suffer severe trauma and experience post-traumatic stress disorder. In adults therapeutic interventions, which often take years, can return the hormone levels to healthy functioning; in young children high levels of these stress hormones over time result in maladaptive connections being hard-wired in the brain. The most primal parts of the brain can overdevelop, predisposing the individual to respond aggressively and violently to frustrating situations; the parts of the brain that perform emotional regulation and complex tasks under develop, making these skills extremely difficult to gain. The capacity for empathy, emotional regulation, and emotional control are significantly reduced. Attention span, motivation to master new tasks, and brain activity are also decreased. These behaviors place children at greater risk for neglect or abuse and also increases the chance that they will become abusers themselves.

These findings are very sobering. However, as a result of clearly documented longitudinal research, we know what can change this picture. Numerous studies have documented the impact high quality early childhood programs, to include full day child care, part day preschool and home visitation programs, have on outcomes throughout the lifetime. The "Long Term Impact of Early Childhood Programs on Children and Their Families" section on page 13 outlines the influence targeted, quality early childhood programs have on the long-term outcomes of participants. These results have been documented over time, up to 27 years after program participation, and the strength of the results increases each year into adulthood.

The indicators listed on the handout provide conclusive evidence of the impact derived SOLELY from early childhood programs. Results include increases in high school graduation rates, IQ scores, test scores on intellectual and language assessments, marriage rates and adult earnings. Reductions in the need for special education services, grade retention, adult reliance on social services, teen pregnancy, out-of-wedlock births, occurrences of aggressive behavior, and contact with the criminal justice system are also directly documented.

In conducting cost-benefit analyses of programs that intervene in early childhood, the fiscal impact of early investment is clear. Page 14 provides a monetary analysis of early childhood programs. Relatively small early investments result in extensive savings that are sustained throughout the lifetime. The third bullet compares the costs of quality child care, special education in the public schools, and incarceration in a state prison; the best long term financial and societal choice is clear.

We now understand how vital the stake is that we *must* have in children's earliest development. These are not programs that can wait. We pay the astronomical price for not investing in early childhood each time money is spent incarcerating violent criminals, each time additional children require special education services or drop out of school, and each time a parent abuses or neglects a child. The negative stories bombard us each time we watch the news or open a newspaper. We know what we can do to stem the tide. Investment in early childhood programs that are targeted, comprehensive, and high quality make a difference, literally changing the

futures of individuals to make them places of promise, hope and success.

Numerous states have made a significant financial investment in early childhood programs in recent years and are already beginning to see the impact as children participating in state funded programs are now entering the school system and succeeding at a much higher rate. A hallmark of each of these states' strategies is to creatively raise funds for children's programs. Support of the CTF license plate will add needed funds to the Children's Trust Fund and enable programs that effectively target the early years to be enhanced and expanded.

Thank you for the opportunity to speak about early childhood development and the impact of quality early childhood programs. I am available to answer any questions.

EARLY CHILDHOOD DEVELOPMENT

- ◆ 90% of brain development occurs during the first 3 years of life.ⁱ
- ◆ Experiences and interactions with the outside world shape the brain's wiring: early experience largely determines brain structure, shaping development, learning ability, and control of emotions.ⁱⁱ
- ◆ "Windows of opportunity" exist for many social, emotional, and cognitive skills during the first three years of life; children who have not gained appropriate competencies in these areas prior to attending school have significant increases in school failure, behavioral problems, and involvement in the justice system.ⁱⁱⁱ
- ◆ By age 4, the necessary foundations for personal responsibility, conscience, and compassion for others have been established.^{iv}
- ◆ Stimuli experienced during the early years literally shape the way the brain is structured. Certain stimuli, such as those associated with abuse or neglect, lead to higher levels of specific brain chemicals. In an adult, increases in these chemicals would lead to behavioral changes; in a young child, these changes lead to structural changes in the brain that can become permanent.^v
- ◆ Early relationships with other people are the major sources of development of the areas of the brain that control emotional and social functions. Warm, responsive relationships with adults are therefore *crucial* to healthy emotional development.^{vi}
- ◆ Family income is most important during the first 5 years of life.^{vii} Poverty related issues, such as a lack of stimulating opportunities, poor nutrition, and stressful family or child care situations contribute to understimulation, elevated stress chemicals, or other problems that compromise healthy early brain development.^{viii}
- ◆ Genetic deficits stemming from environmental causes, such as prenatal exposure to drugs or alcohol, also play a strong role in setting up violent behavior. Subtle, but very significant, changes in the organization of the genes that impact fetal brain development occur, which can cause such problems as difficulty focusing on learning or controlling impulsive behavior.^{ix}

- ◆ Through new brain scan technologies, it is clear that an adverse environment can compromise a young child's brain development and overall functioning, increasing the risk for developing a variety of cognitive, behavioral, and physical difficulties. The opportunities are equally dramatic: a good start in life can do more to promote learning and prevent damage than we ever imagined.^x
- ◆ High quality early childhood programs involve parents. Engagement of parents in a partnership that supports the education and socialization of their children establishes stronger parent-child relationships and a foundation for long-term parental involvement in the school system, which has significant impacts on school achievement and high school completion.^{xi}
- ◆ Brain development is only one of the variables that affects how children grow and influences later school success. A range of "protective factors", which help children achieve good outcomes and avoid bad ones, fall into three broad categories:

Infant temperament and perinatal factors: having characteristics (full term, normal birthweight) that attract and encourage caregiving

Dependable caregivers: growing up in a family with one or two dependable adults and having access to high quality caregivers whose childrearing practices are positive and appropriate

Community support: living in a supportive and safe community

ⁱ Kotulak, R. (1996). *Inside the brain*. Kansas City: Andrews and McMeel.

ⁱⁱ Shore, R. (1997). *Rethinking the brain: New insights into early development*. New York: Families and Work Institute.

ⁱⁱⁱ Carnegie Task Force on Meeting the Needs of Young Children. (1994). *Starting points: Meeting the needs of our youngest children*. New York: Carnegie Corporation of New York; Shore, R. (1997). *Rethinking the brain: New insights into early development*. New York: Families and Work Institute.

^{iv} Ruden, R. A. (1997). *The craving brain*. New York: Harper Collins.

^v Perry, B. D. (1995, Nov./Dec.). Incubated in terror: Neurodevelopmental factors in the 'cycle of violence.' *Children, Youth and Violence: Searching for Solutions*. New York: The Guilford Press.

^{vi} Families and Work Institute (1997). *The first years last forever*. New York: Author, Shore, R. (1997). *Rethinking the brain: New insights into early development*. New York: Families and Work Institute.

^{vii} Duncan, G., Yeong, W. J. & Brooks-Gunn, J. (In Press). Does poverty affect the life chances of children? *American Sociological Review*, Sherman, A. (1994). *Wasting America's future: The Children's Defense Fund report on the costs of child poverty*. Boston: Beacon Press.

^{viii} Sherman, A. (1998). *Poverty matters: The cost of child poverty in America*. Boston: Beacon Press.

^{ix} Karr-Morse, R. & Wiley M. S. (1997). *Ghosts from the nursery: Tracing the roots of violence*. New York: Atlantic Monthly Press.

^x Carnegie Task Force on Meeting the Needs of Young Children. (1994). *Starting points: Meeting the needs of our youngest children*. New York: Carnegie Corporation of New York; Shore, R. (1997). *Rethinking the brain: New insights into early development*. New York: Families and Work Institute.

^{xi} Pfannenstiel, J., Lambson, T., Yarnell, V. (1996). *The Parents as Teachers Program: Longitudinal follow-up to the Second Wave Study*. Oakland Park, Kansas: Research and Training Associates, Inc.

LONG TERM IMPACT OF EARLY CHILDHOOD PROGRAMS ON CHILDREN AND THEIR FAMILIES

These indicators are longitudinally documented results derived SOLELY from participation in high quality child-focused programs including full day child care, part-day preschool (to include Head Start), and home visiting programs.

COGNITIVE ABILITIESⁱ

Outcomes

- Enhanced ability to attend to and manage learning opportunities
- Heightened self-confidence in learning

Indicators

- Reduction in special education placement and grade retention
- Higher high school graduation rates
- Higher IQ scores
- Higher scores on intellectual and language assessments

SOCIAL SKILLSⁱⁱ

Outcomes

- Development of a sense of personal responsibility
- Ability to get along with and cooperate with peers
- Confidence in ability to voice personal needs

Indicators

- Reduction in parental reliance on social services as adults
- Increased marriage rates
- Decreased teen pregnancy
- Reduction in occurrence of aggressive behavior
- Reduced contact with the criminal justice system
- Fewer out-of-wedlock births
- Higher average adult earnings

PARENTAL INVOLVEMENTⁱⁱⁱ

Outcomes

- Increased parental attention to health issues to include medical check-ups and healthy lifestyle
- Increased parental engagement in schools

Indicators

- Increased immunization rates
- Earlier detection of vision, hearing and developmental delays
- Enhanced overall nutrition
- Increased levels of parent participation in school

Specific findings can be provided upon request. For more information, please contact Abby Baucom at 785-537-7155 or by email at tonyabby@iname.com

MONETARY ANALYSIS OF EARLY CHILDHOOD PROGRAMS

- ❖ The High/Scope Perry Preschool Project provides a comprehensive program including a part-day preschool, health and family support services. For every \$1.00 invested in quality early childhood programs, \$7.16 is saved through *increased* adult earnings and education and *decreased* involvement in the criminal justice system, social services, and special education programs.

In other words, two years of the comprehensive program, which costs \$14,400 per child, **SAVED taxpayers \$88,433** through savings in reduced special education schooling, higher taxes paid by program participants who had increased adult earnings, savings in social service assistance, and savings in the criminal justice system.^{iv}

- ❖ The Carolina Abecedarian program provides a full day early childhood education programs for children 6 weeks-5 years and a parent involvement program for parents of children 5-8. An investment of \$10,000 annually yields an estimated minimum savings of \$100,000 through reduced spending on special education, welfare and juvenile crime.^v

- ❖ The Committee for Economic Development completed analysis of the annual costs and average duration of prevention/intervention programs:

- ◆ Quality child care: \$4,800 (4-5 years) TOTAL: \$19,200 - \$24,000
- ◆ Special education: \$6,763 (12 years) TOTAL: \$81,156
- ◆ Incarceration in a state prison: \$16,425 (for life) TOTAL: \$410,625+

As successful businesses have learned, it saves money to get it right the first time.^{vi}

ⁱ Pffannenstiel, J. Lambson, T., Yarnell, V. (1996). *The Parents as Teachers program: Longitudinal follow-up of the second wave study*. Oakland Park, Kansas: Research and Training Associates; Ramey, C. & Ramey, S. L. (1992). *At risk does not mean doomed*. National Health/Education Consortium; Slavin, R. E. (1994). Preventing early school failure: The challenge and the opportunity. In *Preventing early school failure: Research, policy and practice*. Slavin, R. E., Karweit, N. L., Wasik, B. A., eds. Boston: Allyn and Bacon.

ⁱⁱ Gomby, D. S., Lerner, M. B., Stevenson, C. S., Lewit, E. M., & Behrman, R. E. (1995). Long term outcomes of early childhood programs: Analysis and recommendations. *Future of Children*, 5, 6-21; Schweinhart, L. J. (1994). Lasting benefits of preschool programs. Washington, D. C.: CSREED 365478.

ⁱⁱⁱ Dombro, A. L., Sazer O'Donnell, N., Galinsky, E., Gilkeson Melcher, S., & Farber, A. (1996). *Community mobilization: Strategies to support young children and their families*. New York: Families and Work Institute; Pffannenstiel, J. Lambson, T., Yarnell, V. (1996). *The Parents as Teachers program: Longitudinal follow-up of the second wave study*. Oakland Park, Kansas: Research and Training Associates.

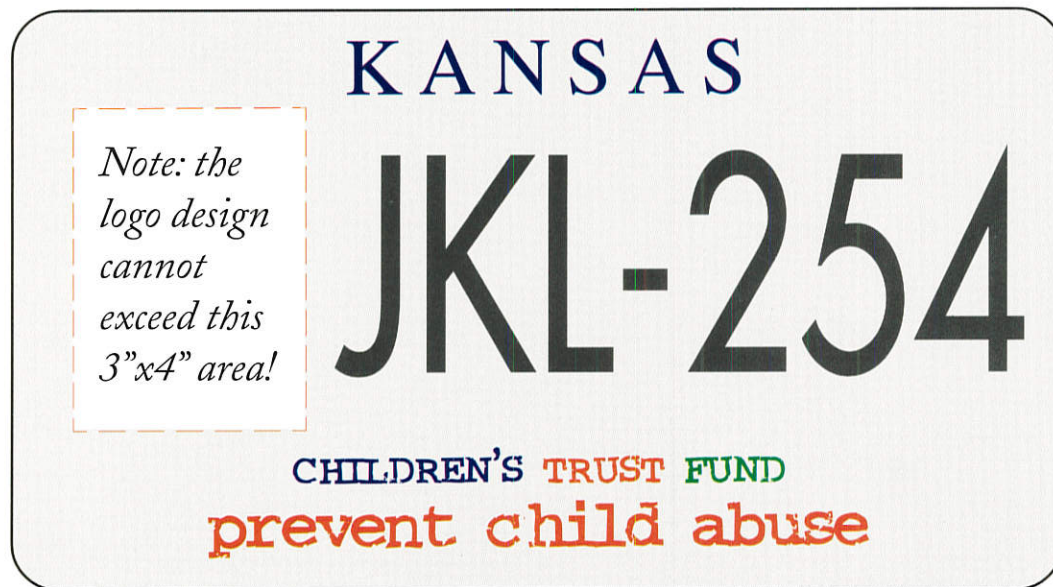
^{iv} Schweinhart, L. J. Barnes, H. V. & Weikart, D. P. *Significant benefits: The High/Scope Perry Preschool study through age 27*. Monographs of the High/Scope Educational Research Foundation, No. 10. Ypsilanti, MI: High/Scope Press, 1993.

^v Campbell, F. A. & Ramey, C. T. (1994). Effects of early intervention on intellectual and academic achievement: A follow-up study of children from low-income families. *Child Development*, Nov.

^{vi} Dombro, A. L., Sazer O'Donnell, N., Galinsky, E., Gilkeson Melcher, S., & Farber, A. (1996). *Community mobilization: Strategies to support young children and their families*. New York: Families and Work Institute.

Art Contest

We need artwork for a proposed kansas license plate



The Kansas Children's Trust Fund (CTF) is sponsoring an artwork contest for a logo to be used on the proposed Children's Trust Fund License Plate. The design will also be adopted as the official logo for the CTF.

Prizes: Three finalists from each age group will compete for the grand prize of a \$200 savings bond. The five runners-up will each receive a \$50 savings bond.

Judging: Artwork will be based on the simplicity and how well the design represents children. Contestants will be judged in two age categories: 3 through 11 years and 12 through 18 years.

Entries should have no more than 4 colors and be proportional to 3"x 4". A person may enter more than one drawing. The artist's name, age, address, and phone number must be printed on the back of the entry. No entries will be returned. The deadline for submission of art is February 12, 1999. Winners will be announced February 26, 1999. Submit entries to:

Children's Trust Fund
Lynn Stennett, Executive Director
915 SW Harrison, Rm 603N
Topeka, KS 66612-1570
(785) 296-6916

examples of license plates from other states:

