

MINUTES OF THE SENATE TRANSPORTATION & TOURISM COMMITTEE.

The meeting was called to order by Chairperson Senator Ben Vidricksen at 9:05 a.m. on February 1, 1999 in Room 254-E of the Capitol.

All members were present except:

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

Conferees appearing before the committee: Secretary Dean Carlson, KDOT  
Mary Turkington, Chair, T-2000

Others attending: See attached list

**Briefing on Kansas Comprehensive Highway Program**

KDOT Secretary, Dean Carlson provided background information and explained the need for a new highway program as proposed by Governor Graves (Attachment 1). KDOT came in under budget on the old program. That is why they are continuing to build, but those funds are running out. The Chair pointed out that the local jurisdiction component of funds involved in the program is approximately 22%.

Mary Turkington, Chair of the Transportation 2000 Study Group which the governor appointed to study all modes of transportation in the state (Attachment 2). The Study Group found that public transportation needs are tremendous, especially in non-urban areas. Ms. Turkington asked members to refer to page 20 of the full report (available in KS Dept. of Transportation or Legislative Research) for the specific recommendations made to Governor Graves. She advised that in the local jurisdiction arena, the 635 incorporated cities have jurisdiction of 12,788 miles of roadway and 879 bridges. The 105 counties have jurisdiction over 190,000 miles of roadway and 19,644 bridges and more than 50% of the local city and county bridges are more than 40 years old. Local needs are substantial and resources are limited. She strongly recommends that a proper mix of funding resources to meet the needs as expressed by the citizens of Kansas. The group was especially concerned about the condition of the short line railroads in the state in terms of meeting agricultural needs. If these needs are not addressed, truck traffic will increase dramatically. The aviation industry is to be commended for the fact they wish to be totally accountable for allocated funds and they felt the amount they requested would be all they could handle in one year. Ms. Turkington assured members there is grass roots support for the enhanced transportation program and there was not a single person appearing before the group who did not expect some kind of a moderate, and reasonable tax increase. The user fee concept was also expressed many times.

**Introduction of bills**

Senator Clark requested the committee introduce a bill prohibiting the sale of pictures on driver's license. Senator Jordan moved to introduce the bill. Senator Salmans seconded the motion. Motion carried.

Senator Tyson requested introduction of a bill dealing with DUI's, suspension of license and to correct inequities in present law. It is believed that such a bill has already been introduced in Judiciary, however Senator Tyson requested this committee to go ahead with this introduction just in case it has not already been introduced. Senator Tyson moved to introduce the bill. Senator Huelskamp seconded the motion. Motion carried.

**Minutes - approval of**

Senator Huelskamp moved to approve the minutes of January 27, 1999 meeting. Senator Gilstrap seconded the motion. Motion carried.

Meeting adjourned at 10:10 a.m. The next meeting is scheduled for February 2, 1999.

SENATE TRANSPORTATION & TOURISM COMMITTEE

GUEST LIST

DATE: FEBRUARY 1, 1999

NAME	REPRESENTING
Ken Bahr	Economic Lifeline
Kelley Kuitala	City of Overland Park
Josie Torres	Ks Council on Develop. Disabilities
Brenda Eldridge	<del>Topdog's Independent Living Center</del>
Alex Kobayashi	J.C. Geary Co. Convention Bureau
Nancy Bogina	KDOT
Bill Watts	KDOT
Dean Carlson	KDOT
Bob Toller	Ks Contractors Association
Erik Sartorius	Johnson Co. Board of Realtors
Tom Palace	PULCA OF KANSAS
Mike Kelle	Kansas Motor Carriers Assn
Tom Whitaker	Ks Motor Carriers Assn
John Peterson	Economic Lifeline
Kurt Galley	McGill, Gaches & Associates
George Banbee	Banbee & Assoc's
Jamie Clover Adams	Governor's Office
Mary E. Tunstall	T./2000

**Presentation to the  
Senate Transportation and Tourism Committee**

**Comprehensive Transportation  
Program**

**February 1, 1999**

**E. Dean Carlson  
Secretary of Transportation**

**Kansas Department of Transportation**

**SEN. TRANSPORTATION & TOURISM COMM.  
February 1, 1999  
ATTACHMENT #1**

*SEN. TRANSPORTATION + TOURISM COMM  
FEB 1, 1999  
ATTACHMENT #1*

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# **A Comprehensive Transportation Program is needed because:**

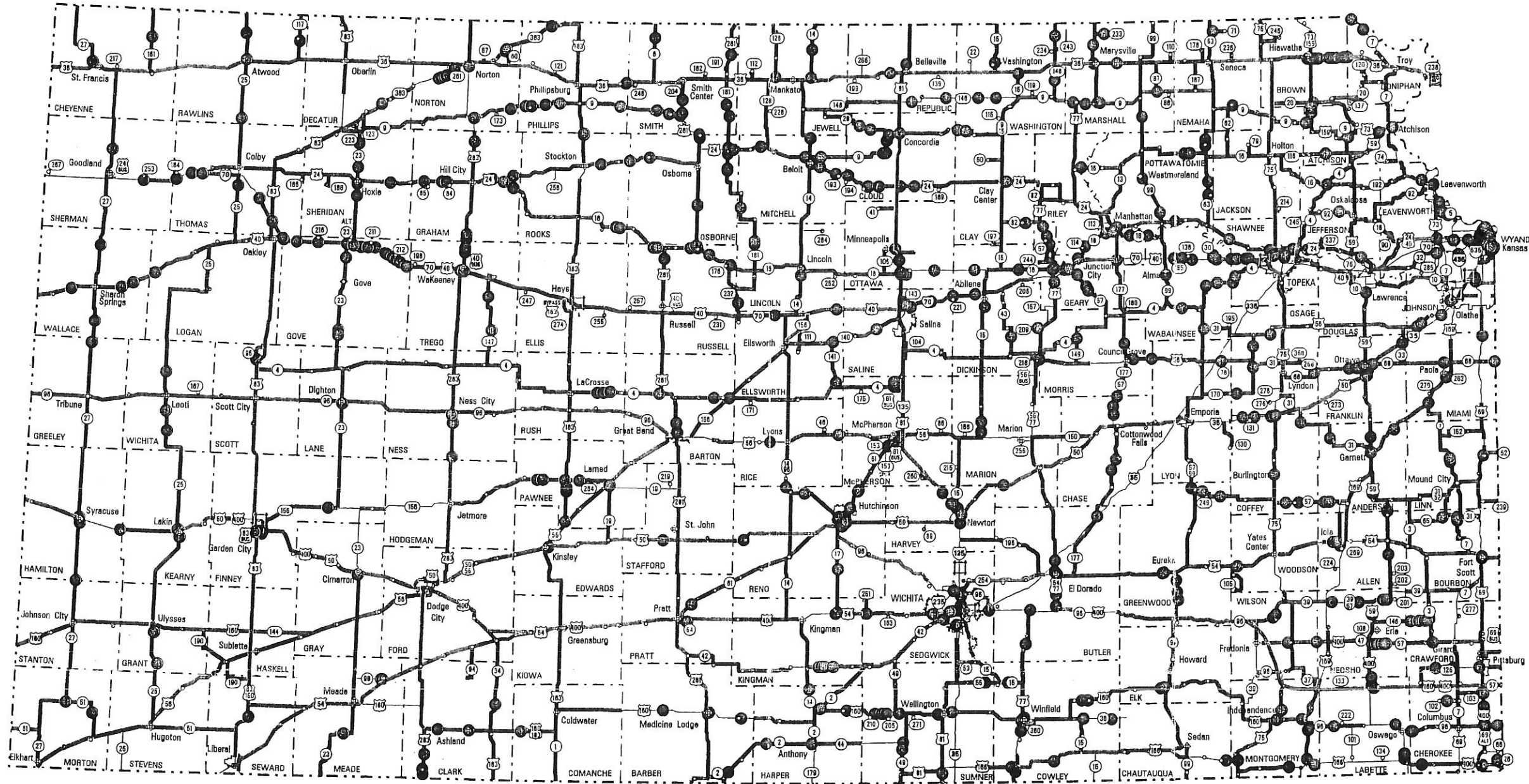
- The 1989 CHP provided a viable program for only a limited period of time.**
- The 1989 CHP addressed only a portion of the transportation needs.**
- The 1989 CHP benefited the Kansas economy.**

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# KANSAS COMPREHENSIVE HIGHWAY PROGRAM

ACTUAL PROJECTS ACCOMPLISHED

FISCAL YEARS 1990 - 1997 PLAN



**SUBSTANTIAL MAINTENANCE PROJECTS**

- ROADWAY
- BRIDGE

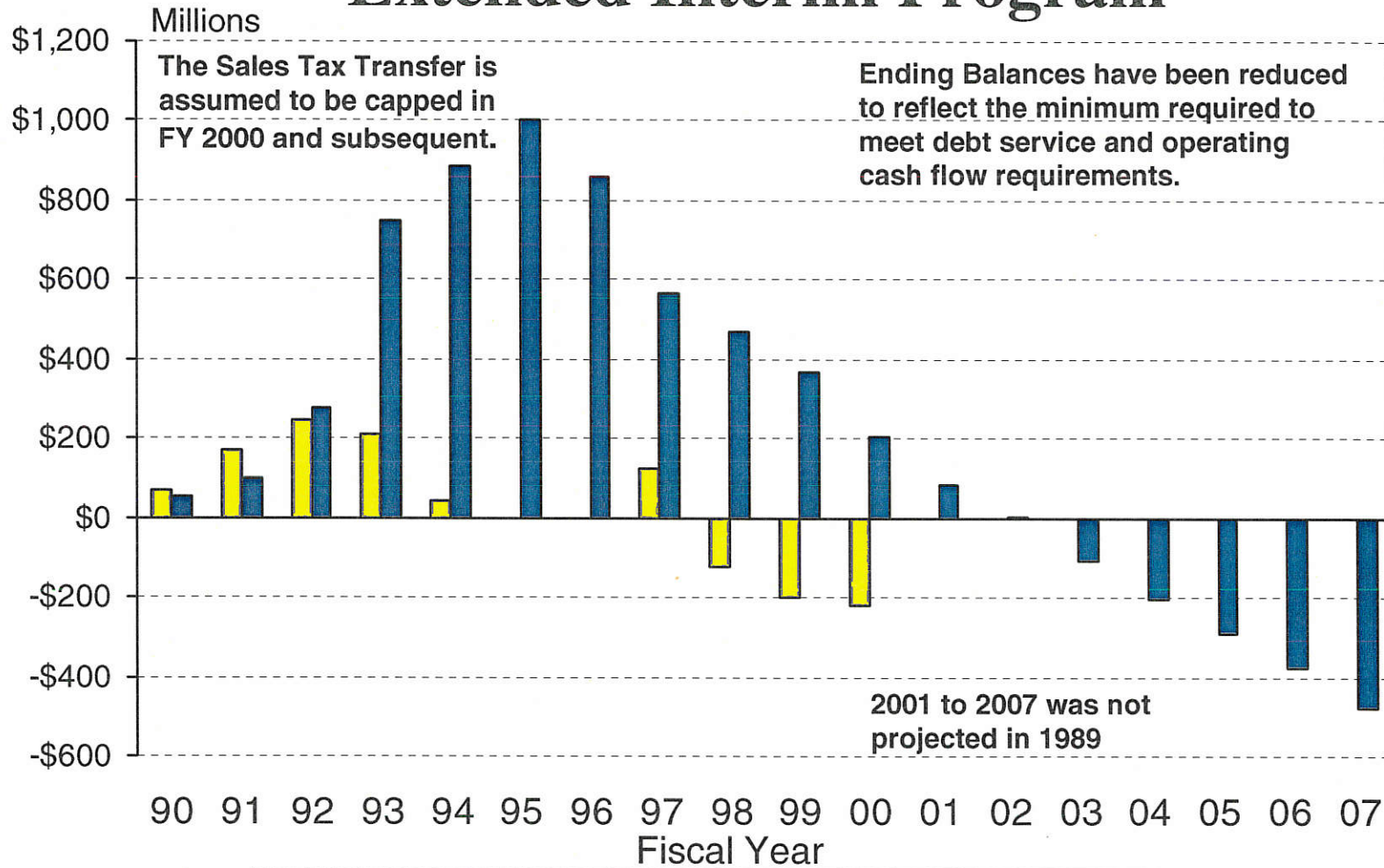
**SYSTEM ENHANCEMENT PROJECTS**

- - - ROADWAY
- INTERCHANGE /SEPARATION

**MAJOR MODIFICATION AND PRIORITY BRIDGE PROJECTS**

- ROADWAY
- PRIORITY BRIDGE

# State Highway Fund Ending Cash Balances Extended Interim Program



\* Assumes continued matching of Federal Aid, Substantial Maintenance, & Agency Operations beyond FY 1997.

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# **Economic Impacts of the 1989 Comprehensive Highway Program**

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- **Economic multiplier: 2.6 per dollar spent**
- **An increase of nearly 118,000 private sector jobs statewide**
- **\$1.4 billion increase in income**
- **Other benefits**
  - Increased economic development
  - Highway user benefits

Source: Babcock, Michael W., et al. Economic Impacts of the Kansas Comprehensive Highway Program. Kansas State University, 1997.

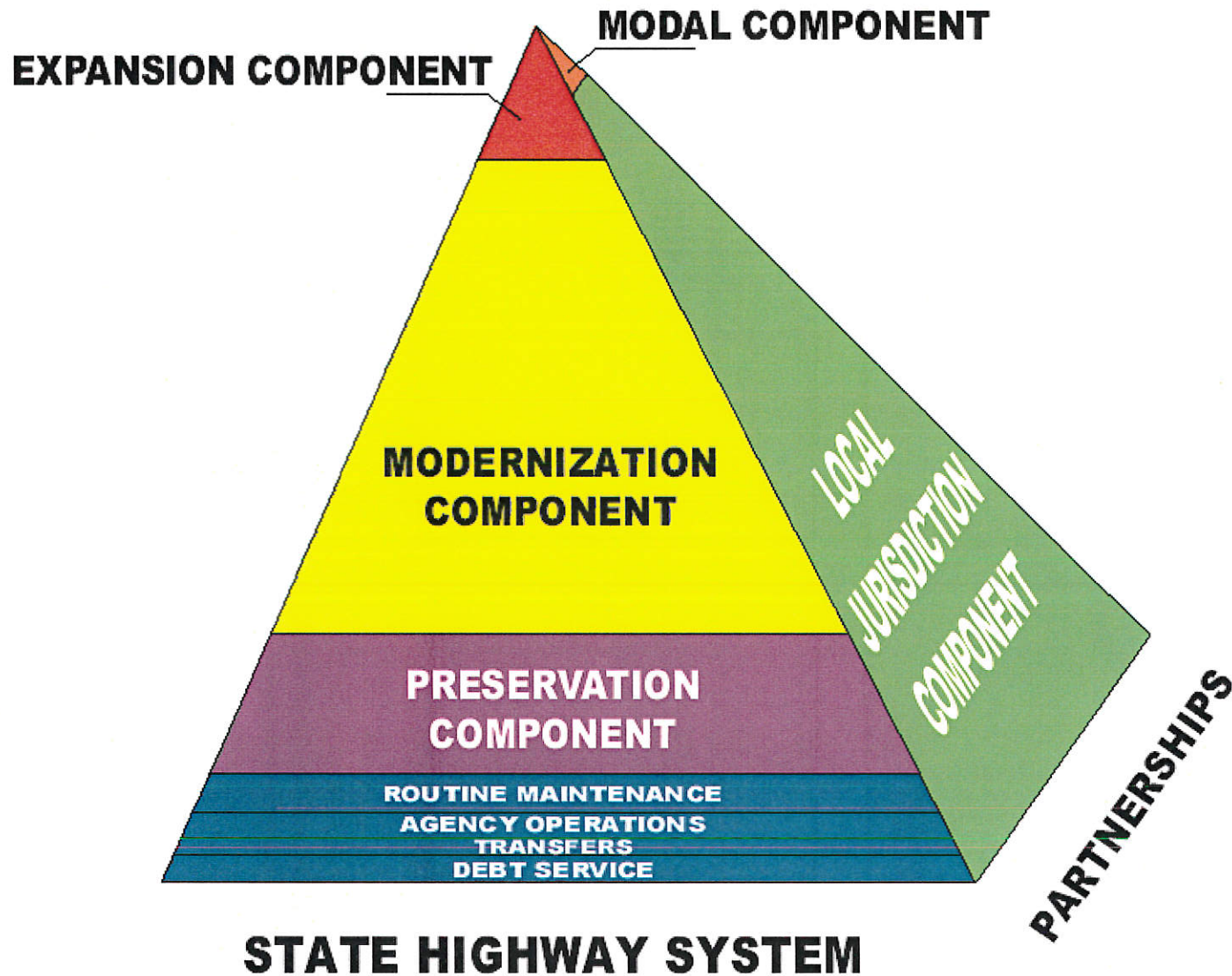
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# Deficiencies on the State System after CHP

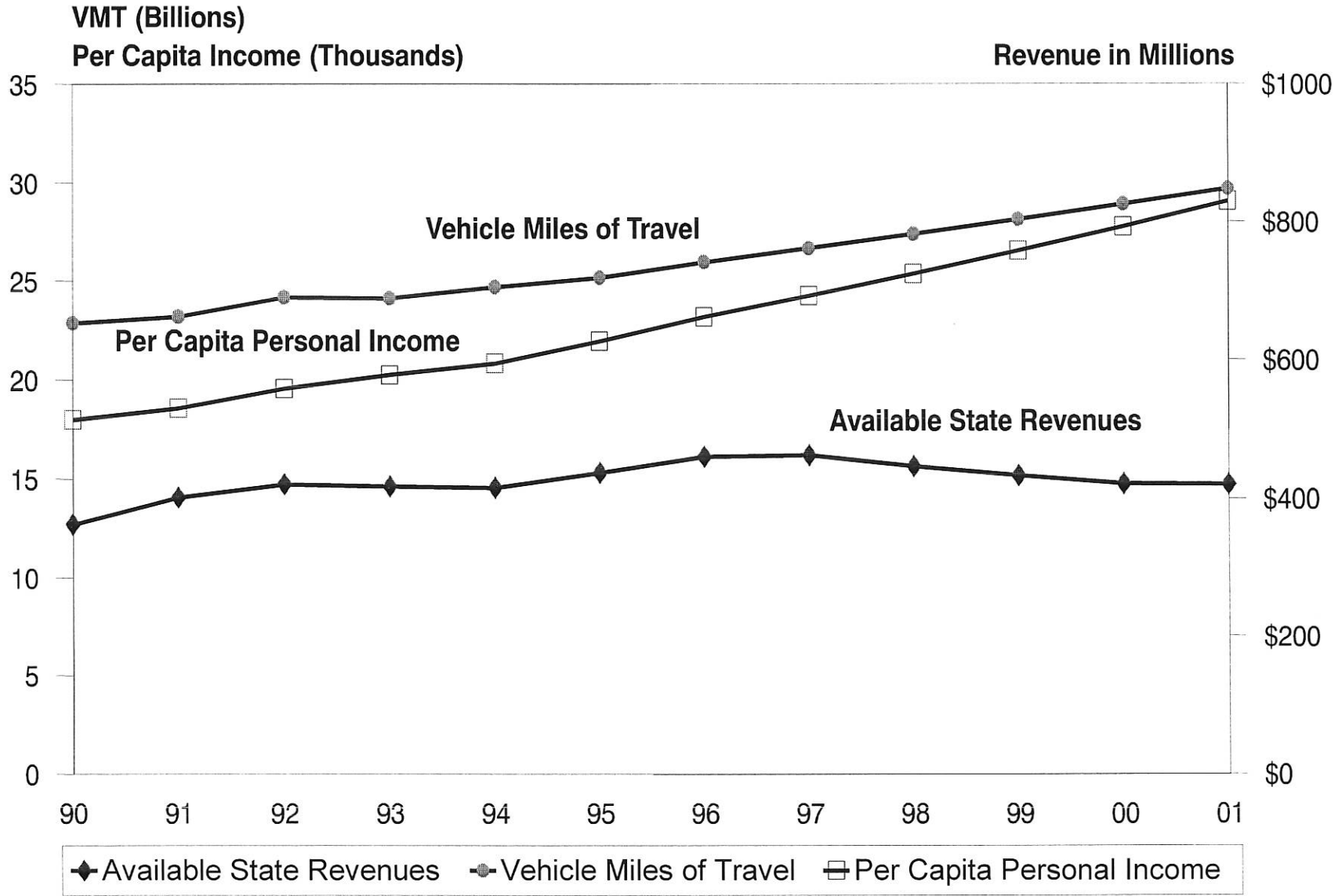
- **Deficient Shoulder Width -2,195 miles**
- **Deficient Shoulder Type - 3,726 miles**
- **Beyond Calculated Life Expectancy**
  - **Non-Interstate Pavement - 7,213 miles**
  - **Interstate Pavement - 188 miles**
  - **Span Bridges - 303**
- **Bridge Needs**
  - **Significantly Deficient Conditions - 257**
  - **Critically Deficient Width - 344**



# COMPREHENSIVE TRANSPORTATION PROGRAM "BUILDING BLOCKS"



# State Revenues Compared to Income and Travel



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State Revenues have been reduced by the amount of the Debt Service Payments and do not include Bond Proceeds. Projections of Personal Income and VMT uses a 10 year average growth rate. 8

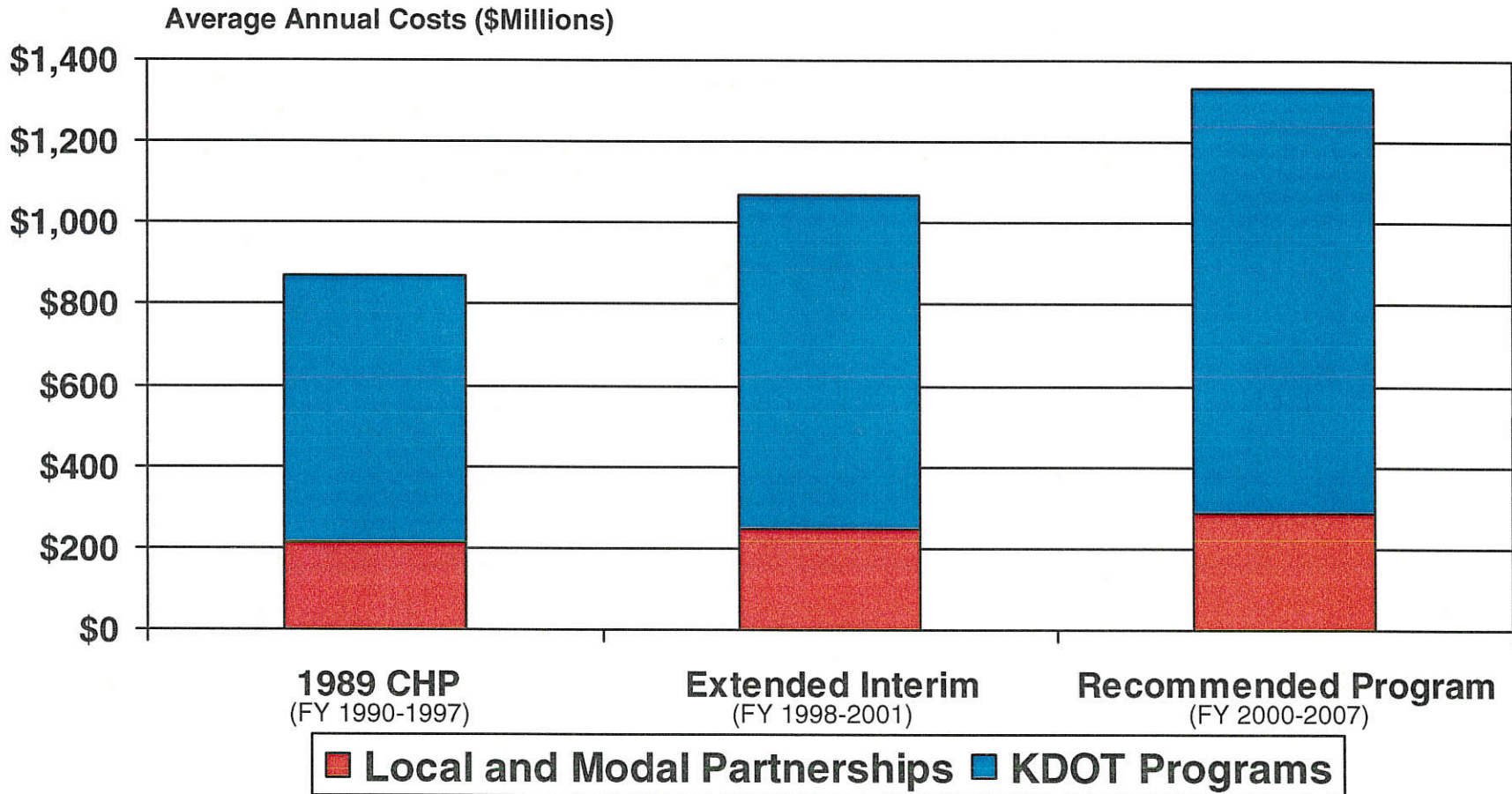
# Governor's Transportation Program

Average Annual Costs (\$MILLIONS)	1989 Comprehensive Highway Plan Nominal \$	Extended Interim FY 2004 \$	Recommended Program FY 2004 \$
<b>Maintenance:</b>			
Routine Maintenance	\$ 84	\$ 119	\$ 119
Substantial Maintenance	93	201	201
<b>Construction:</b>			
Major Modification & Priority Bridge	269	299	399
System Enhancement	105	-	125
<b>Modes:</b>			
Aviation	-	-	3
Public Transit (Includes both State & Federal Funds)	5	5	10
Rail (Includes both State & Federal Funds)	3	1	4
<b>Local:</b>			
Special City and County Highway Fund	117	136	160
Local Federal Aid Projects (Includes Local Match)	70	80	80
Local Partnership (Includes Local Match)	17	22	25
KLINK Maintenance Payments	2	2	3
Management and Other	43	70	73
Transfers Out	35	48	48
Existing CHP Debt Service	27	85	85
	<b>\$ 870</b>	<b>\$ 1,068</b>	<b>\$ 1,335</b>
 Available Resources (including beginning balance and adjusted for required ending balance)	 926	 1,033	 1,033
<b>Enhanced Resources</b>			
Increase in Sales Tax Transfer			69
Bond Proceeds (Net of issue costs)			267
Debt Service on Bonds in Period			(73)
Increase in Interest Earnings			39
<b>Annual Surplus (Shortfall)</b>	<b>\$ 56</b>	<b>\$ (35)</b>	<b>\$ 0</b>

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# Program Comparison



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# **Major Modification and Priority Bridge Formulas**

- **Developed by KDOT and Woodward-Clyde Consultants in 1981 at the direction of the Legislature**
- **Roadway sections and bridges are ranked by the seriousness of their deficiencies**
- **Allows KDOT to analyze aggregate need of each roadway section or bridge and prioritize statewide needs within available funding**
- **Formulas take into account various attributes and adjustment factors**

# Priority Formula for Non-Interstate Roadway

- **The following information is considered:**
  - **State Route Classification**
  - **Traffic Volume and Commercial Traffic**
  - **Accident Rate**
  - **Posted Speed Limit**
  - **Type of Facility (Divided or Undivided)**
  - **Shoulder Type**
  - **Narrow Structures per Mile**
  - **Shoulder and Lane Width**
  - **Sight Distance and Curves**
  - **Volume/Capacity Ratio**
  - **Pavement Condition (Rideability, Pavement Structural Evaluation, and Observed Condition)**

# Priority Formula for Bridges

- **The following information is considered:**
  - **Traffic Volume**
  - **Bridge Width**
  - **Deck Condition**
  - **Structural Condition**
  - **Operating Rating**

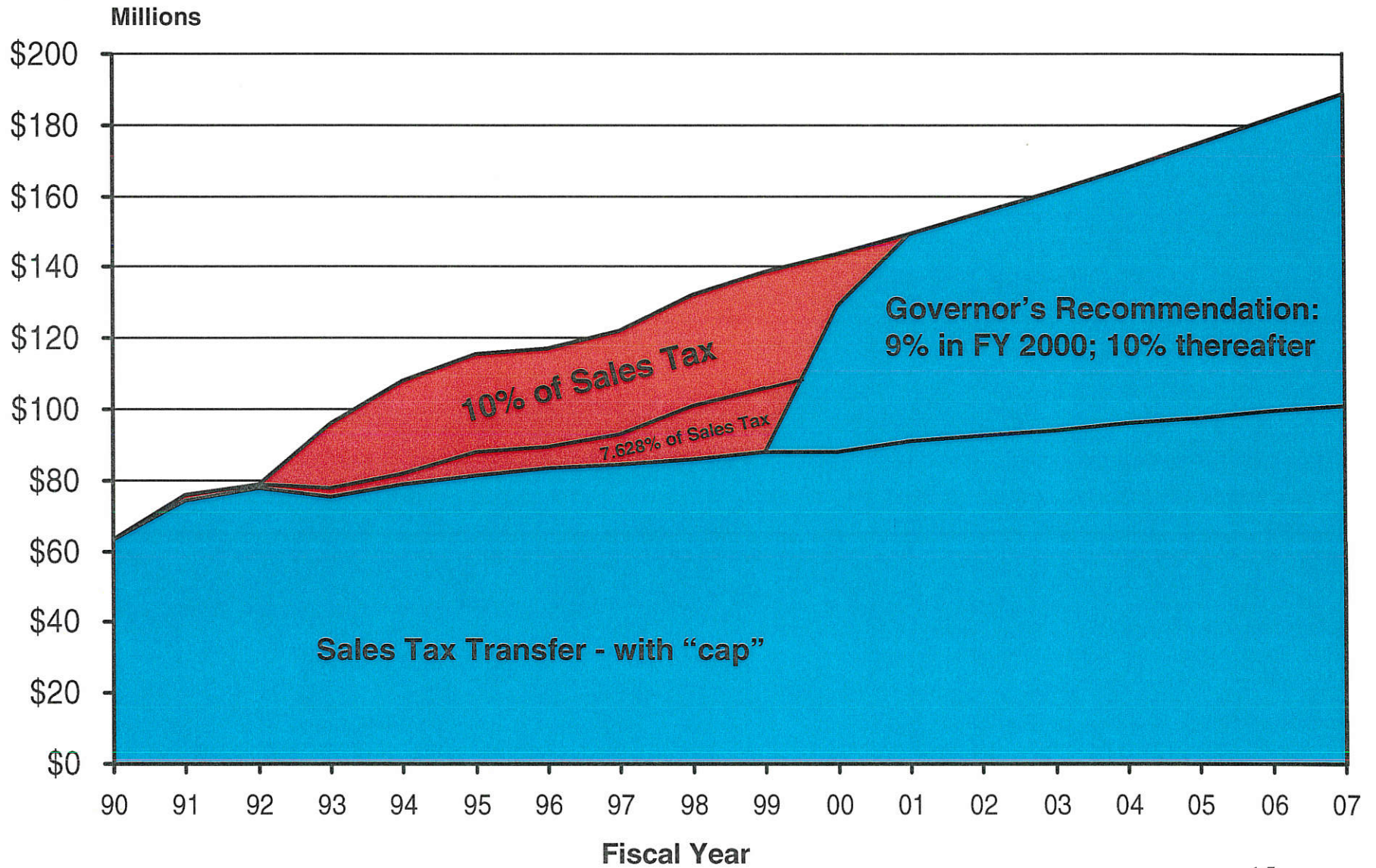
# Number of Miles and Bridges

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- **The CHP improved over 1600 miles and 750 bridges on the State Highway System.**
- **It is estimated that the Governor's Recommended Comprehensive Transportation Program would improve approximately 890 miles and 750 bridges.**
- **The number of miles addressed by the CTP is less than the CHP because more four-lane improvements and extensive reconstruction of major corridors and bridges will likely be included.**



# Sales Tax Transfer



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# Bond Finance Component

- **\$1.8 billion in New Debt Authority.**
- **New Debt issued between 1999 and 2004.**
- **Reissue authority for existing debt.**
- **25-year Bonds.**
- **4.75 percent interest rates.**

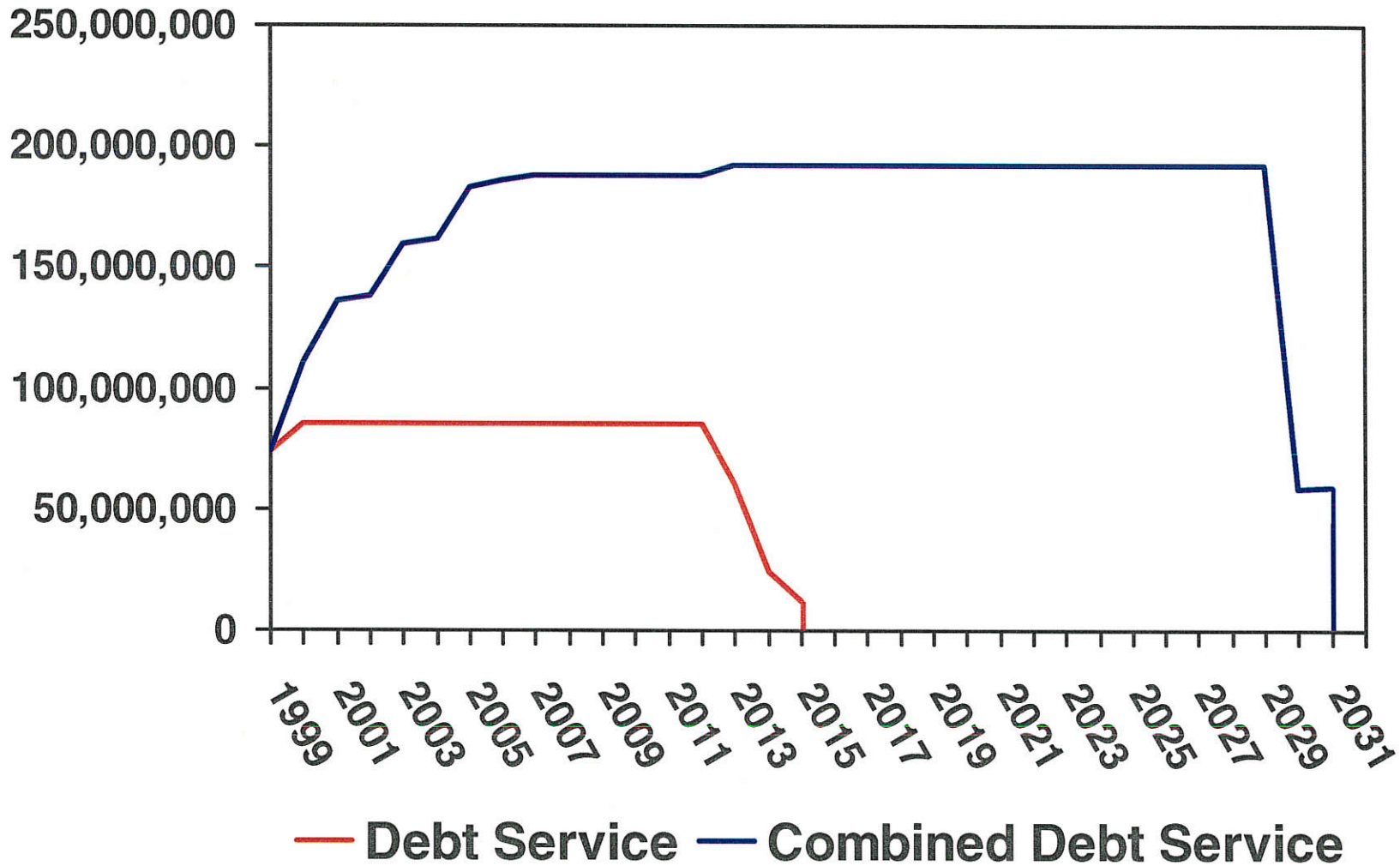
# KANSAS DEPARTMENT OF TRANSPORTATION

## Comparison of Debt Service (In Millions)

FY Ending 6/30	Current Debt		<b>\$2.168 Billion of 25 Year Bonds</b>				Combined Debt Service
	Out- Standing	Debt Service	Additional Bonds *	Principal	Interest	Total	
1999	\$ 832,035	73,747					\$ 73,747
2000		85,340	\$ 528,155	-	\$ 25,087	\$ 25,087	110,427
2001		85,333	541,570	-	50,812	50,812	136,145
2002		85,314	43,600	-	52,883	52,883	138,197
2003		85,321	445,785	-	74,058	74,058	159,378
2004		85,286	48,130	-	76,344	76,344	161,630
2005		85,290	450,640	-	97,749	97,749	183,040
2006		85,256	53,530	-	100,292	100,292	185,548
2007		85,225	56,585	-	102,980	102,980	188,205
2008		85,233		-	102,980	102,980	188,213
2009		85,222		-	102,980	102,980	188,202
2010		85,156		-	102,980	102,980	188,136
2011		85,155		-	102,980	102,980	188,134
2012		85,204		-	102,980	102,980	188,184
2013		60,466		\$ 28,810	102,980	131,790	192,256
2014		24,181		66,460	101,611	168,071	192,252
2015		12,351		81,450	98,454	179,904	192,255
2016				97,665	94,586	192,251	192,251
2017				102,305	89,946	192,251	192,251
2018				107,165	85,087	192,252	192,252
2019				112,250	79,997	192,247	192,247
2020				117,585	74,665	192,250	192,250
2021				123,170	69,079	192,249	192,249
2022				129,025	63,229	192,254	192,254
2023				135,145	57,100	192,245	192,245
2024				141,575	50,681	192,256	192,256
2025				148,290	43,956	192,246	192,246
2026				155,325	36,912	192,237	192,237
2027				162,705	29,534	192,239	192,239
2028				170,430	21,806	192,236	192,236
2029				178,525	13,710	192,235	192,235
2030				53,530	5,230	58,760	58,760
2031				56,585	2,688	59,273	59,273
<b>Total</b>	<b>\$ 832,035</b>	<b>\$1,279,080</b>	<b>\$2,167,995</b>	<b>\$2,167,995</b>	<b>\$2,216,356</b>	<b>\$4,384,351</b>	<b>\$ 5,663,431</b>

\* \$1.8 billion of new bonds plus the reissue of retired principal.

# KANSAS DEPARTMENT OF TRANSPORTATION Comparison of Debt Service



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State and Local Government Finances and Employment

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No. 516. State Governments—Expenditures and Debt, by State: 1996—Continued

[In millions of dollars, except as indicated. For fiscal year ending in year shown; see text, Section 9]

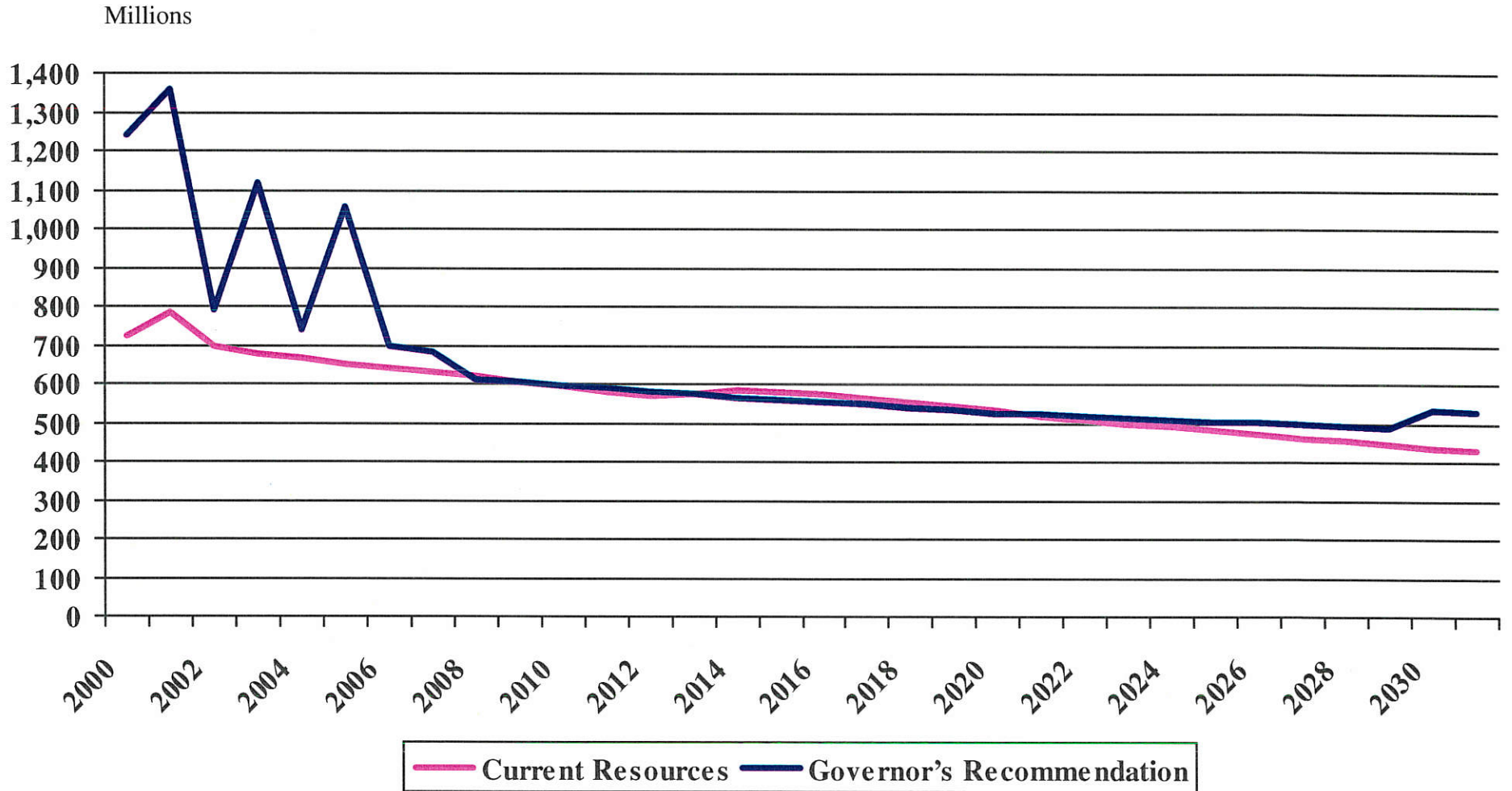
STATE	GENERAL EXPENDITURE					Utility expenditures	Liquor stores expenditures	Insurance trust expenditures	Cash and security holdings	DEBT OUTSTANDING	
	Selected functions									Total	Per capita <sup>2</sup> (dol.)
	Corrections	Natural resources	Parks and recreation	Governmental administration	Interest on general debt						
United States	27,324	12,862	3,479	24,666	25,402	8,043	2,593	94,045	1,558,249	447,339	1,690
Alabama	220	174	8	283	217	(X)	147	988	18,014	3,645	850
Alaska	150	267	15	294	240	21	(X)	504	31,310	3,177	5,251
Arizona	499	169	29	335	181	25	(X)	1,056	21,216	2,936	662
Arkansas	171	136	39	206	121	(X)	(X)	569	10,668	2,142	855
California	3,843	1,876	210	3,095	2,448	100	(X)	14,479	194,354	45,859	1,439
Colorado	353	158	43	294	335	5	(X)	1,405	26,043	3,577	937
Connecticut	465	72	48	536	912	186	(X)	1,608	20,152	16,415	5,024
Delaware	113	44	43	171	270	54	(X)	269	7,889	4,279	5,914
Florida	1,647	1,241	125	1,253	1,112	63	(X)	2,772	59,587	15,515	1,076
Georgia	817	355	184	399	345	(X)	(X)	1,424	32,554	6,200	845
Hawaii	106	75	109	224	333	-	(X)	717	9,676	5,117	4,326
Idaho	98	115	20	99	93	(X)	37	382	7,014	1,454	1,224
Illinois	873	266	203	836	1,493	(X)	(X)	4,019	50,536	22,676	1,914
Indiana	378	160	43	293	271	(X)	(X)	946	21,813	6,117	1,050
Iowa	184	204	17	300	125	(X)	60	610	12,990	2,065	725
Kansas	195	159	5	235	72	(X)	(X)	596	7,557	1,161	450
Kentucky	226	255	91	429	376	8	(X)	1,232	19,462	7,030	1,811
Louisiana	384	319	132	319	745	(X)	(X)	1,439	23,556	7,452	1,717
Maine	64	106	8	120	170	(X)	47	458	6,372	3,160	2,551
Maryland	743	303	68	621	594	393	(X)	1,805	30,394	9,691	1,915
Massachusetts	729	228	97	901	1,708	88	(X)	2,072	33,203	29,295	4,814
Michigan	1,241	401	59	684	696	(X)	370	3,066	46,643	13,668	1,405
Minnesota	302	329	88	461	288	(X)	(X)	1,576	30,369	4,858	1,045
Mississippi	230	168	108	133	136	(X)	108	672	13,089	2,232	823
Missouri	312	231	28	375	307	(X)	(X)	1,090	29,305	7,128	1,329
Montana	66	110	6	122	136	(X)	30	377	6,492	2,244	2,560
Nebraska	94	130	21	119	85	(X)	(X)	170	6,260	1,402	850
Nevada	151	57	14	163	129	83	(X)	725	10,136	2,259	1,411
New Hampshire	62	35	13	130	376	-	182	217	8,373	5,833	5,027
New Jersey	875	163	382	907	1,329	1,422	(X)	4,857	56,754	25,602	3,199
New Mexico	175	89	31	211	110	(X)	(X)	519	16,901	2,147	1,254
New York	2,377	326	291	2,750	3,354	4,657	(X)	8,897	142,507	73,122	4,032
North Carolina	873	403	87	582	251	(X)	(X)	1,810	38,110	4,513	618
North Dakota	17	77	7	59	55	(X)	(X)	203	4,173	819	1,274
Ohio	1,144	284	80	898	822	(X)	260	6,765	105,128	12,628	1,131
Oklahoma	296	133	50	326	159	231	(X)	1,123	14,607	3,889	1,180
Oregon	291	239	32	613	343	1	111	2,113	22,294	6,086	1,904
Pennsylvania	1,077	432	113	1,028	1,088	(X)	648	4,915	67,402	15,046	1,250
Rhode Island	116	28	30	181	295	37	(X)	624	7,600	5,506	5,571
South Carolina	391	171	51	221	185	654	(X)	1,062	18,468	5,324	1,433
South Dakota	44	86	18	79	108	(X)	(X)	113	5,110	1,704	2,310
Tennessee	445	166	82	284	192	4	(X)	941	18,538	3,069	578
Texas	2,351	643	67	932	741	(X)	(X)	4,563	103,090	14,576	763
Utah	158	133	35	235	128	(X)	66	443	11,470	2,464	1,221
Vermont	43	53	9	85	105	1	26	116	2,734	1,718	2,929
Virginia	809	138	69	678	550	4	214	1,192	31,094	8,793	1,319
Washington	497	438	57	406	509	(X)	219	3,280	40,086	8,991	1,629
West Virginia	82	140	40	266	163	5	39	1,303	5,860	2,830	1,555
Wisconsin	513	496	57	427	548	(X)	(X)	1,739	44,764	9,127	1,773
Wyoming	32	83	16	71	54	(X)	30	225	6,530	799	1,665

- Represents or rounds to zero. X Not applicable. <sup>1</sup> Includes items not shown separately. <sup>2</sup> Based on estimated resident population as of July 1.

Source: U.S. Bureau of the Census, <<http://www.census.gov/govs/www/state.html>> (accessed 10 June 1998).

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# Comparison of Resources, Net of Debt Service (Constant Dollars)



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OVERVIEW OF TRANSPORTATION 2000 REPORT

Presented To:

SENATE TRANSPORTATION & TOURISM COMMITTEE

Senator Ben Vidricksen, Chairman; Monday,

February 1, 1999, Statehouse, Topeka

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

I am Mary E. Turkington, Chair of the TRANSPORTATION 2000 Study Group. As Committee members, including Senator Ben Vidricksen, are well aware, Governor Bill Graves on June 12, 1998, appointed 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.

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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