Approved:	2-10-99	
57.176	Date	

#### MINUTES OF THE APPROPRIATIONS COMMITTEE.

The meeting was called to order by Chairperson Phill Kline at 9:00 a.m. on January 14, 1999 in Room 514-S of the Capitol.

All members were present except:

Committee staff present: Legislative Research - Alan Conroy, Robert Waller, Stuart Little

Revisor of Statutes - Jim Wilson, Mike Corrigan

Secretary - Ann McMorris

Conferees appearing before the committee:

Mary Turkington, Chairperson, Transportation 2000 Mike Lackey, Asst. Secretary/Chief Transportation Engineer, Kansas Department of Transportation

Others attending:

See attached list.

Chair called the meeting to order at 9:00 a.m.

### HB. 2027 - Governor's Emergency Supplemental Bill

Rep. Shriver offered an amendment to HB 2027. (Attachment 1) This allows the adjutant general to set up a procedure for hardship cases which would allow for certain instances where the state would pay for part of the funding where a local government can't come up with the required matching funds.

Moved by Representative Shriver, seconded by Representative Powell, adoption of the amendment to **H.B. 2027.** Motion carried.

Moved by Representative Shriver, seconded by Representative Powell, to pass **HB 2027** as amended. Motion carried.

#### **Transportation 2000 Committee Recommendations**

Mary Turkington, Chairperson, Transportation 2000 Mike Lackey, Asst. Secretary/Chief Transportation Engineer, KDOT

Mike Lackey provided the committee with a series of charts, graphs and information on a comprehensive transportation program. (Attachment 2)

He discussed state highway fund ending cash balances, agency finances, annual average federal funds for 6 years - 1998-2003, construction lettings, transporation needs, deficiencies on the state system after Comprehensive Highway Program (CHP), local road and street needs, aviation, public transit, rail, comparison of public road miles & population, Kansas demographics percentage growth, state revenues compared to income and travel, economic impacts of the CHP, Comprehensive Transportation Program "Building Blocks", Governor's Transportation Program, Overview of Core highway construction program, highway preservation component, highway modernization component, highway expansion component, System enhancement project categories, Sales tax transfer, bond finance component, and KDOT comparison of debt service.

Budget division in various categories was discussed. Federal funds usually cover 80% of any project and state funds cover 20%.

#### CONTINUATION SHEET

MINUTES OF THE HOUSE APPROPRIATIONS COMMITTEE, Room 514-S Statehouse, at 9:00 a.m. on January 14, 1999.

Committee asked for more information on (1) how many bridges need to be addressed; (2) what would be gained with the Governor's Program over and above the Interim Program; (3) what percent of total highway revenue is Federal Aid in other states; (4) why is it now acceptable to issue 25 year bonds instead of 20 year bonds;(5) will additional funds be needed again in eight years; (6) funding status at the end of the Governor's proposed program. Mike Lackey agreed to supply written answers to the above questions.

Due to lack of time, discussion on Transportation 2000 Committee Recommendations was continued to another date when the committee would hear the report from Mary Turkington, chairperson of Transportation 2000.

Next meeting will be held on January 19. Adjournment.

Respectfully submitted,

Ann McMorris, Secretary

Attachments - 2

### APPROPRIATIONS COMMITTEE GUEST LIST

DATE: 1/14/99 Thursday

Page 1990 and 1990 an		
NAME	REPRESENTING	
Bernie Koch	Wichten Chamber	
Almain Theman	Ks Dept on Agen	
Jan hoe Hoff	Konsus AFL-CIO	
Jesnley K Shevard	Overland Park Chamber	
Chuck Bredall	Adi Cennali Dent	
Gene Krase	c ii u	
Dava Fenton	Johnson Country	
tal toleron	RS Texpayers Normal	
Ber Murray	Pottorff	
LINDA McGILL	M6A	
Tonald Courty	DOB	
Amie Clover adams	Hovernor's Office	
Japana Bornguin	Rep. Welbers Intern	
Josie Torrez	RS Cameil on Developmental Di	abilitie
David Miles	Associated Press	
Katie Sackman	Farner	
JOHN POLZAR		
Alex A. Kotoyantz	CVB J.C., Ks. Lobby ist	
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### APPROPRIATIONS COMMITTEE GUEST LIST

NAME	REPRESENTING
John Peterson	Economic Lite/ner
Billiotts	KDOT
KEED W LAVIS	KJOT
Nancy Bogina	KDOT
Robert Haley	4201
MARY E. TURKINGTES	7/2000
Mike Lackey	KOOT.
Betreek Hirley	Economic Gefelines
Sharon Duffman	KCDC /KDHR
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12	

#### PROPOSED AMENDMENT TO HB 2027

For Consideration by Committee on Appropriations

January 14, 1999

On page 1, following line 24, by inserting the following material to read as follows:

to be adopted and administered by the adjutant general."

"Provided, That the adjutant general may make expenditures from the disaster relief account to provide the full amount of nonfederal matching moneys required for disaster relief claims by local governments under the applicable federal emergency disaster relief program requirements in appropriate cases of hardship which shall be determined by the adjutant general in accordance with guidelines for hardship determinations, including appropriate guidelines for evaluating available local government resources and prioritizing local government claims, which are hereby authorized

Session of 1999

### **HOUSE BILL No. 2027**

### By Committee on Appropriations

#### 1-12

9	AN ACT making and concerning appropriations for the fiscal year ending
10	June 30, 1999, for the adjutant general; authorizing certain transfers
11	and imposing certain restrictions and limitations, and directing or au-
12	thorizing certain receipts and disbursements and acts incidental to the
13	foregoing.
14	
15	Be it enacted by the Legislature of the State of Kansas:
16	Section 1. (a) For the fiscal year ending June 30, 1999, appropria-
17	tions are hereby made, restrictions and limitations are hereby imposed,
18	and transfers, fees, receipts, disbursements and acts incidental to the fore-
19	going are hereby directed or authorized as provided in this act.
20	Sec. 2.
21	ADJUTANT GENERAL
22	(a) There is appropriated for the above agency from the state general
23	fund the following:
24	Disaster relief
25	Sec. 3. This act shall take effect from and after its publication in the
26	Kansas register.

# Presentation to the House Appropriations Committee

## Comprehensive Transportation Program

**January 14, 1999** 

Mike Lackey
Assistant Secretary of Transportation
State Transportation Engineer

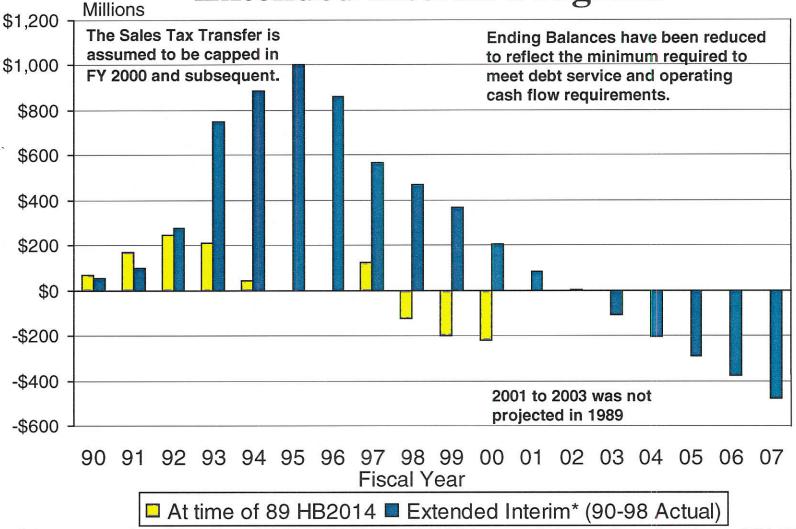
**Kansas Department of Transportation** 

# 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.

# 2.2

# State Highway Fund Ending Cash Balances Extended Interim Program



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

# **Agency Finances**

- 1989 CHP tax increases do not "sunset"
- Ending cash balances are higher than 1989 estimates
  - Early bond sales with favorable interest rates
  - Greater-than-anticipated federal funds
  - Construction costs below estimates partially because of inflation
  - Most revenues were close to estimates

2-5

## Annual Average Federal Funds

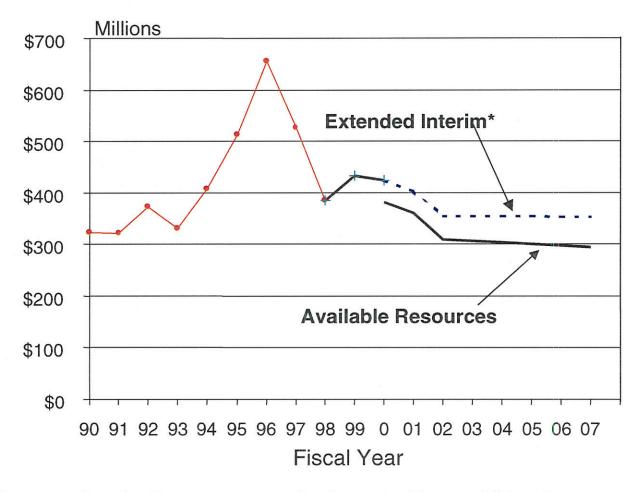
	TE	A-21
(\$ Millions)	FFY 1998-	2003
Total Authorized	\$	306
Less: Demonstration Projects*		19
Net Authorized	\$	287
Less: Pass-Through Funds to Cities and Counties		63
Safety Set-Aside		14
Transportation Enhancement Set-Aside		9
Planning Set-Aside		7
Authorized Federal Funds for State Construction	\$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

<sup>\*</sup>TEA-21 provided \$88 million to pay for 8 projects with an estimated \$451 million cost along with an additional \$23 million for unspecified projects. Only a limited amount of the demonstration money can be drawn per year. Approximately \$28 million of state funds would be required to match the federal aid, and another \$312 million of state funds would be needed to complete the projects.

## Annual Average Federal Funds

(\$ Millions)	1717	STEA 1992-1997	**************************************	A-21 1998-2003	FFY	STEA 1992-1997 tant 2003 \$)
Total Authorized Less: Demonstration Projects	\$	211 13	\$	306 19	\$	266 16
Net Authorized	\$	198	\$	287	\$	250
Less: Pass-Through to Cities and Counties Safety Set-Aside		43 10		63 14		54 13
Transportation Enhancement Set-Aside Planning Set-Aside		5 4		9		6
Authorized Federal Funds for State Construction	\$	136	\$	194	\$	172

# Construction Lettings Constant 1998 Dollars



# Transportation Needs

- CHP did not address all needs and was not intended to
- Interim Plan cannot address all outstanding needs
- Increasing impact of deferred preservation and modernization activities

### 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

### Local Road and Street Needs

- 122,812 miles and 20,869 bridges under county and city jurisdiction
- Although cities and counties shared in the increased revenues from the CHP (Special City and County Highway Fund), many needs remain on these facilities



### Aviation

- Airports are critical for medical services in rural areas and are also important for economic growth.
- Only 25 of 132 public-use general aviation airports received federal funding for capital improvements in the past ten years.
- Of 132 public-use general aviation airports, 55 are below the desired runway standards established by the State's largest provider of aerial medical evacuation services.
- The current overall pavement condition of Kansas general aviation runways is rated as "fair" (48 on a scale of 0 to 100).

## **Public Transit**

- Increasing need in rural areas for access to medical services and employment opportunities such as "Welfare to Work"
- Urban areas face increased demand for service improvements and ADA paratransit service
- Both rural and urban areas have many demands for expanded services in terms of weekends and evenings

### Rail

- Due to the volume of train traffic on limited track miles, trains have become a "geographical" barrier bisecting cities and disrupting access within communities.
- Rail transportation is critical to the movement of Kansas farm products. For Class I railroads, farm products represent 22% of their Kansas traffic; for shortline railroads, 80%.
- 49% (2,724 of 5,580 miles) of the Kansas Rail System is under "shortline" control and serves 71 counties.
   Of those miles, 2,000 require rehabilitation to remain economically viable (operation speeds ≥ 25 mph).

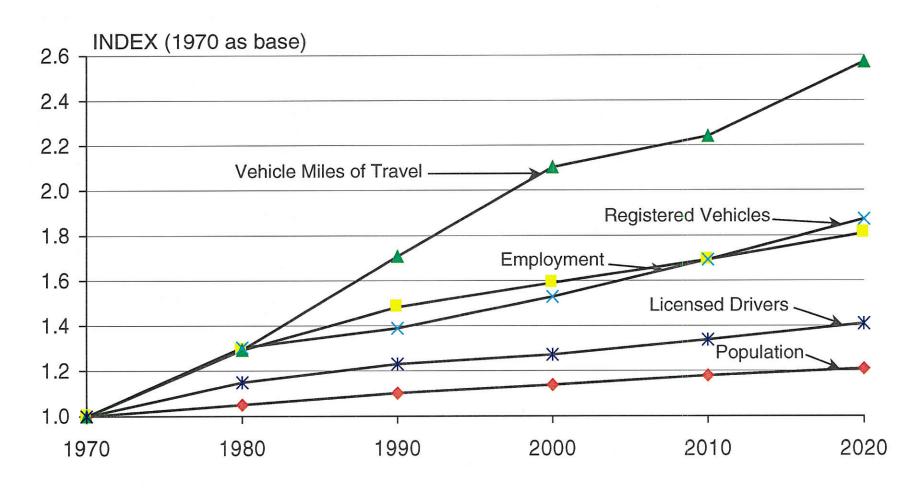
# 2-14

# Comparison of Public Road Miles & Population

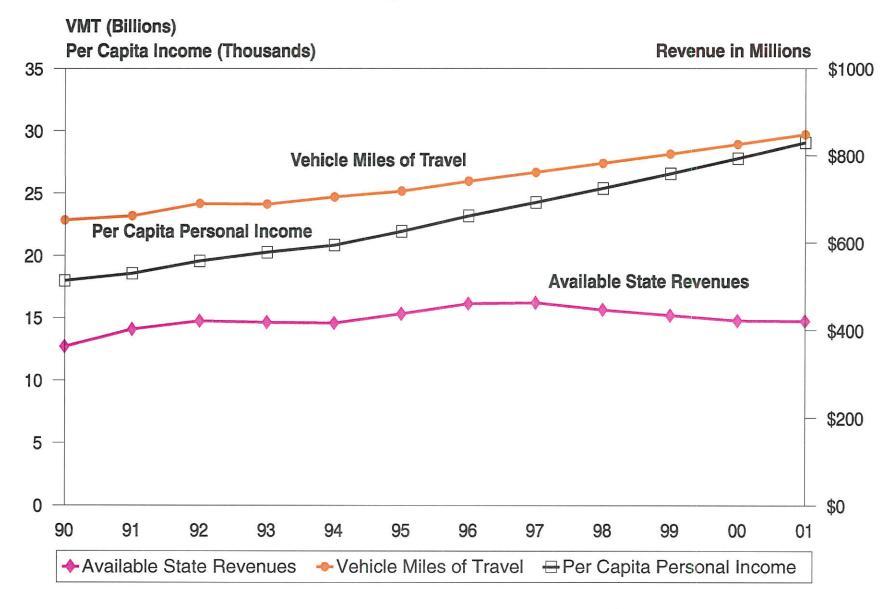
	Public Ro	ad Miles		People			
State	Ranking	Miles	<b>Population</b>	Per Mile			
Texas	1	296,259	19,163,000	65			
California	2	170,506	32,609,000	191			
Illinois	3	137,577	11,847,000	86			
Kansas	4	133,386	2,572,000	19			



# **Kansas Demographics Percentage Growth**



### State Revenues Compared to Income and Travel



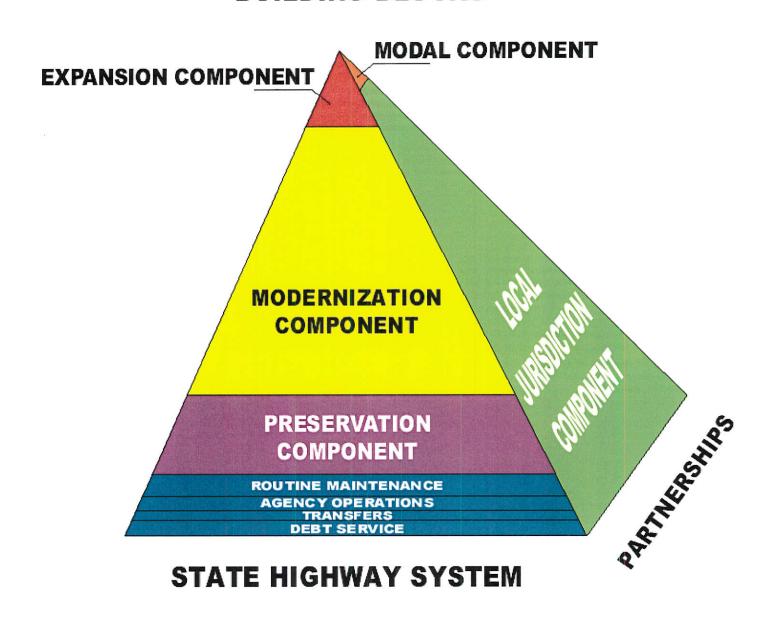
State Revenues have been reduced by the amount of the Debt Service Payments and do not include 16 Bond Proceeds. Projections of Personal Income and VMT uses a 10 year average growth rate.

# Economic Impacts of the 1989 Comprehensive Highway Program

- 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. <u>Economic Impacts of the Kansas Comprehensive Highway Program</u>. Kansas State University, 1997.

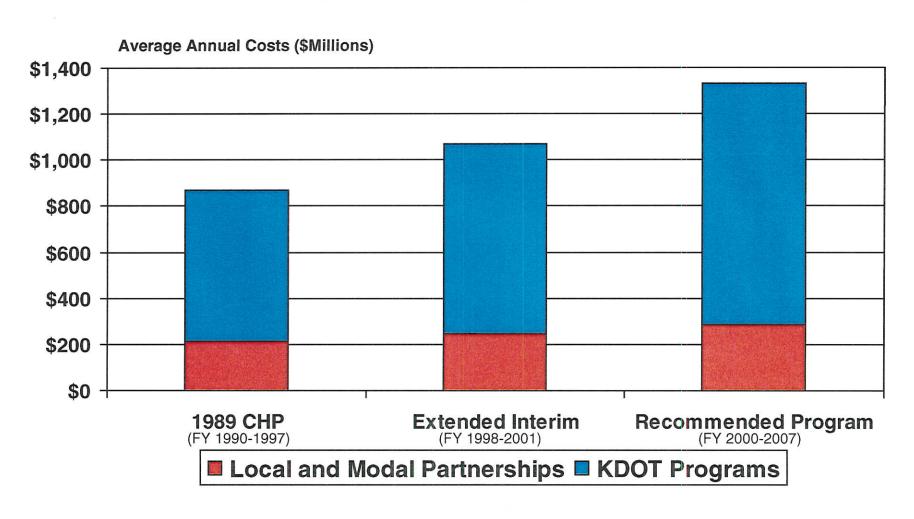
# COMPREHENSIVE TRANSPORTATION PROGRAM "BUILDING BLOCKS"



### **Governor's Transportation Program**

Average Annual Costs (\$MILLIONS)	Compre	989 ehensive ay Plan	Extended Interim	Re	commended Program
Maintenance:					
Routine Maintenance	\$	84	\$ 119	\$	119
Substantial Maintenance		93	201		201
Construction:					
Major Modification & Priority Bridge		269	299		399
System Enhancement		105	•		125
Modes:					
Aviation		-	-		3
Public Transit (Includes both State & Federal Funds)		5	5		10
Rail (Includes both State & Federal Funds)		3	1		4
Local:					
Special City and County Highway Fund		117	136		160
Local Federal Aid Projects (Includes Local Match)		70	80		80
Local Partnership		17	22		25
KLINK Maintenance Payments		2	2		3
Management and Other		43	70		73
Transfers Out		35	48		48
Existing Debt Service		27	85		85
	\$	870	\$ 1,068	\$	1,335
Available Resources (including beginning balance and adjusted for required ending balance)		926	1,033		1,033
Enhanced Resources					302
Annual Surplus (Shortfall)	\$	56	\$ (35)	\$	0

### Program Comparison



2-21

# Overview of Core Highway Construction Program

- Program Categories and Subcategories
  - Preservation (Substantial Maintenance)
  - Modernization (Major Modification and Priority Bridge)
- Multiyear Construction Program Determination
- Objective project selection criteria for all categories including priority formulas for Interstate, Non-Interstate, and Bridges

## **Highway Preservation Component**

- Substantial Maintenance Program
  - Protect state investment
  - Preserve "as-built" condition as long as possible
  - Extend useful life of roadway

# Highway Preservation Component (cont.)

- Resurfacing projects
  - Based on Pavement Management System (PMS)
     optimizing performance and cost
  - Maintain a minimum of 72% of system miles rated
     "good" for non-Interstate and 85% for Interstate

2-24

# Highway Preservation Component (cont.)

- Bridge repair projects based on information from Bridge Management System
- Set-aside programs for specific needs such as Safety Projects, Emergency Repair, Pavement Marking, Signing, and Highway Lighting

## Highway Modernization Component

- Most roads eventually require modernization due to increased traffic volume and outdated geometrics
- Core program based on systematic modernization with adjustments made for route classification
- Set-aside programs for specific needs
  - Economic Development and Geometric Improvement (Local Partnership Program)
  - Railroad/Highway Crossing and Hazard Elimination (federal safety programs)
  - Railroad Grade Separations
  - Railroad Crossing Surfacing
  - Corridor Management

## **Highway Expansion Component**

- System Enhancement Program
  - Established as a part of CHP to substantially improve safety, relieve congestion, improve access, or enhance economic development
  - Legislature directed KDOT to develop and utilize selection criteria
  - Project applications solicited from cities and counties

# System Enhancement Project Categories

- Three separate categories
  - Corridors
  - Interchanges/Separation Structures
  - Bypasses
- Each category had unique selection criteria
- "Extra credit" for local match funds and lane-miles removed from highway system

#### **GOVERNOR'S RECOMMENDED**

### **Comprehensive Transportation Program**

		ANNUAL (Millions)	8-YEAR (Millions)
Existing Resources:			
Federal Reductions:	\$306		
Demonstration Projects Obligation Limitation	\$ 19 \$ 20		
		\$ 267*	\$ 2,136
State Local (Through SHF)		\$ 748** \$ 18	\$ 5,984 \$ 144
Total		\$1,033	\$ 8,264
New Resources:			
Bonds (Net of in period debt service) Investment Earnings Sales Tax Transfer		\$ 194 \$ 39 \$ 69	\$ 1,552 \$ 312 \$ 552
Total	P	\$ 302	\$ 2,416
TOTAL RESOURCES		\$1,335	\$10,680

<sup>\*</sup>Demonstration Projects: Federal funds for demonstration projects have not been included because of uncertainty as to timing of the projects. In the 1989 CHP, federal demonstration funds were included as part of the local match for selected system enhancement projects.

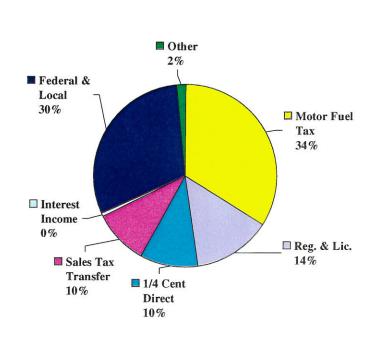
Reduction for obligation limitation: The US Congress annually establishes a limit on the Federal Highway spending. The federal obligation limitation is assumed at 93%.

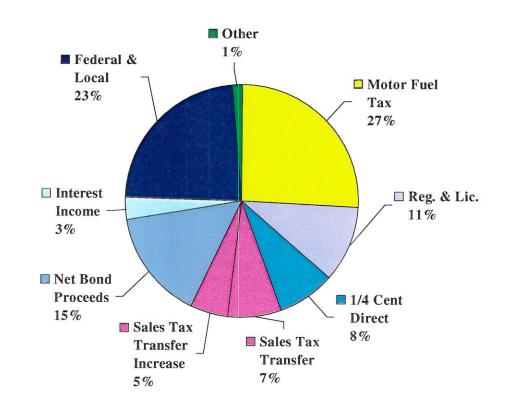
<sup>\*\*</sup>Includes beginning balances adjusted for required ending balance.



### **Extended Interim**

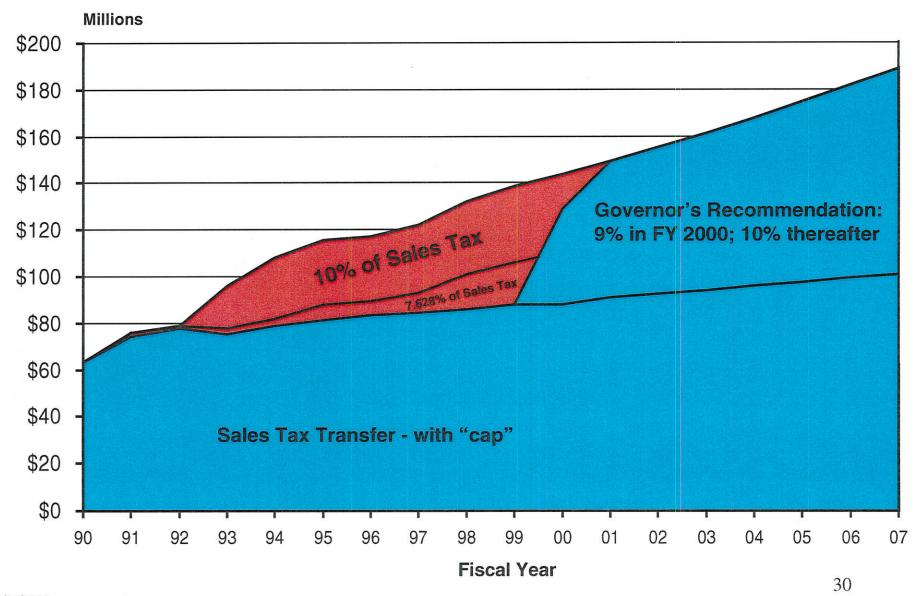
### Governor's Recommended Comprehensive Transportation Program





# 2-30

### **Sales Tax Transfer**



### **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

Fiscal Year	Cur	rent			Coxemania B		m an dati an		
Ending	Outstanding	Tent	Debt		Governor's Ro		Increase in		Combined
June 30	<u>Debt</u>		Service		Bonds **		Debt Service	I	Debt Service
		Φ					, , , , , , , , , , , , , , , , , , ,		
1999	\$ 832,035,000*	\$	73,746,840	_				\$	73,746,840
2000			85,339,865	\$	528,155,000	\$	25,087,363		110,427,228
2001			85,332,942		541,570,000		50,811,938		136,144,880
2002			85,314,458		43,600,000		52,882,938		138,197,396
2003			85,320,661		445,785,000		74,057,725		159,378,386
2004			85,285,785		48,130,000		76,343,900		161,629,685
2005			85,290,332		450,640,000		97,749,300		183,039,632
2006			85,256,428		53,530,000		100,291,975		185,548,403
2007			85,225,212		56,585,000		102,979,763		188,204,975
2008			85,232,901				102,979,763		188,212,664
2009			85,221,922				102,979,763		188,201,685
2010			85,156,447				102,979,763		188,136,210
2011			85,154,541				102,979,763		188,134,304
2012			85,204,000				102,979,763		188,183,763
2013			60,466,131				131,789,763		192,255,894
2014			24,180,769				168,071,288		192,252,057
2015			12,350,550				179,904,438		192,254,988
2016							192,250,563		192,250,563
2017							192,251,475		192,251,475
2018							192,251,988		192,251,988
2019							192,246,650		192,246,650
2020							192,249,775		192,249,775
2021							192,249,488		192,249,488
2022							192,253,913		192,253,913
2023							192,245,225		192,245,225
2024							192,255,838		192,255,838
2025							192,246,025		192,246,025
2026							192,237,250		192,237,250
2027							192,239,313		192,239,313
2028							192,235,825		192,235,825
2029							192,235,400		192,235,400
2030							58,760,462		58,760,462
2031							59,272,787		59,272,787
Total	\$ 832,035,000	\$ 1	,279,079,784	\$	2,167,995,000	\$	4,384,351,175	\$	5,663,430,959

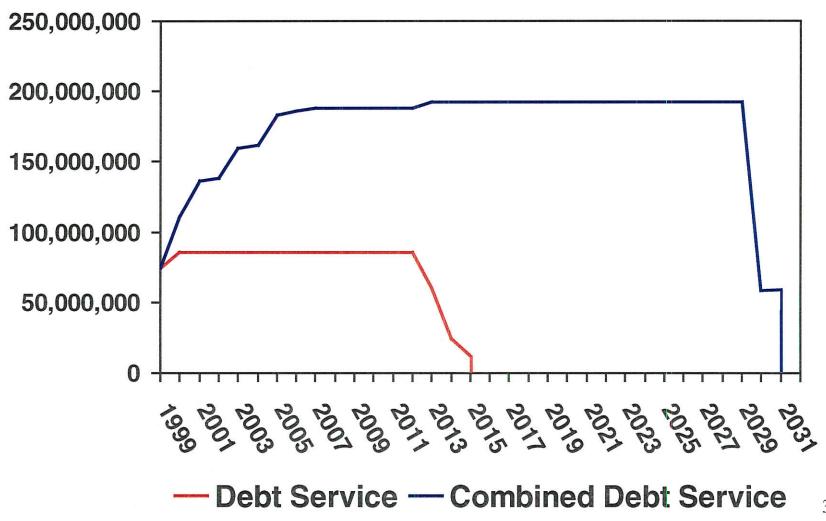
<sup>\*</sup> Principal outstanding at 12/31/98 was \$854,710,000, principal of \$22,675,000 will be paid 3/1/99.

2-32

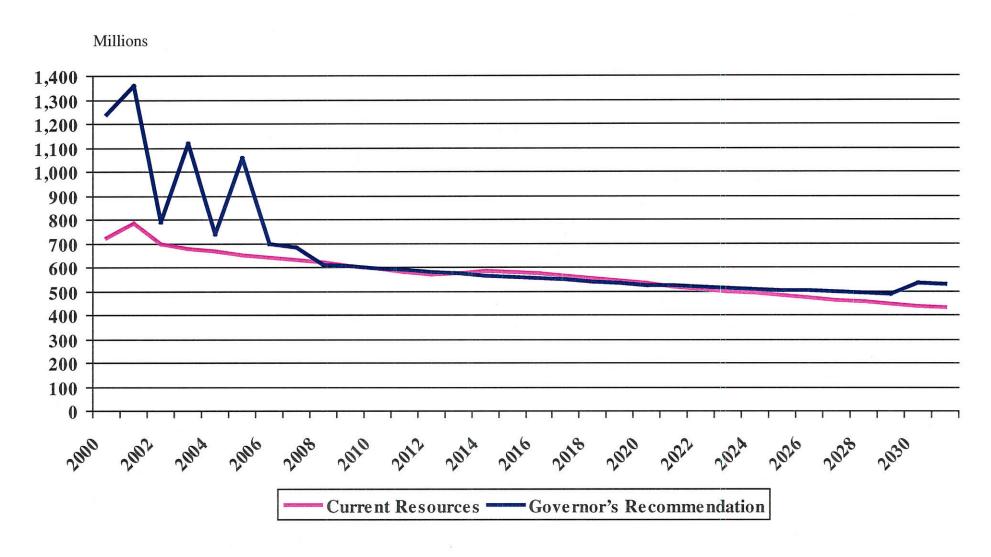
<sup>\*\*</sup> Hypothetical schedule for issuance of \$1,800,000,000 of new bonds plus \$367,995,000 of bonds issued as principal is paid. All bonds issued at 4.75% interest. Actual issues may vary.

2-33

# KANSAS DEPARTMENT OF TRANSPORTATION Comparison of Debt Service



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



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]

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

<sup>-</sup> Represents or rounds to zero. X Not applicable. 

<sup>1</sup> Includes items not shown separately. 

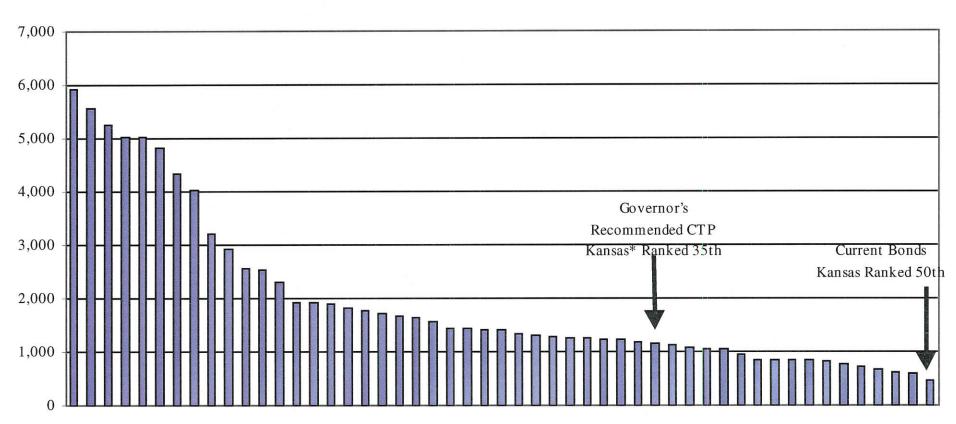
<sup>2</sup> Based on estimated resident population as of July 1.

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

U.S. Census Bureau, the Official Statistics<sup>TM</sup> Statistical Abstract of the United States: 1998 Oct. 16, 1998

### 1996 Per Capita State Governments Debt

Dollars



Source: Statistical Abstract of the United States:1998

<sup>\*</sup>Data as previously reported in the Statistical Abstract adjusted to reflect additional \$1.8 billion of CTP bonds over the next six years.