

# Report of the Joint Legislative Transportation Vision Task Force to the 2019 Kansas Legislature

**CO-CHAIRPERSONS:** Senator Carolyn McGinn and Representative Richard Proehl

**LEGISLATIVE MEMBERS:** Senators Rick Billinger, Tom Hawk, Mike Petersen, Pat Pettey, and John Skubal; and Representatives J. R. Claeys, Shannon Francis, Henry Helgerson, Adam Lusker, and Troy Waymaster

**NON-LEGISLATIVE MEMBERS:** Jim Allen, Matt Allen, Mary Birch, Mike Brown, Jon Daveline, Max Dibble, Lindsey Douglas, Ty Dragoo, Chad Girard, Mike King, Kenzil Lynn, Alise Martiny, Cameron McGown, Donald Roberts, Andy Sanchez, Steve Sloan, Kip Spray, Bridgette Williams, and Jerry Younger

**EX OFFICIO MEMBERS:** Richard Carlson, Steve Hewitt, Jackie McClaskey, and Sam Williams

## CHARGE

The mission of the Task Force is as follows:

- Evaluate the progress of the 2010 Transportation Works for Kansas program to date;
- Evaluate the current system condition of the state transportation system, including roads and bridges;
- Solicit local input on existing uncompleted projects and future projects in each highway and metropolitan district;
- Evaluate current uses of the State Highway Fund dollars, including fund transfers for other purposes outside of infrastructure improvements;
- Evaluate current transportation funding in Kansas to determine whether it is sufficient to not only maintain the transportation system in its current state, but also to ensure it serves the future transportation needs of Kansas residents;
- Identify additional necessary transportation projects, especially projects with a direct effect on the economic health of the state and its residents;
- Make recommendations regarding the needs of the transportation system over the next ten years and beyond;
- Make recommendations on the future structure of the State Highway Fund as it relates to maintaining the state infrastructure system; and
- Make and submit reports to the Legislature concerning all such work and recommendations of the Task Force, on or before January 31, 2019.

January 2019

---

This page intentionally left blank.

# Joint Legislative Transportation Vision Task Force

## REPORT

### Conclusions and Recommendations

The Joint Legislative Transportation Vision Task Force finds it is imperative the State of Kansas provides consistent, stable funding in order to maintain a quality transportation system. The Task Force notes the negative impacts of transfers from the State Highway Fund (SHF), \$2.098 billion more since fiscal year 2011 than had been anticipated for the Transportation Works for Kansas (T-Works) program, on system quality and on the ability of the State to respond to economic development opportunities and system improvement needs.

### Preservation, Modernization, and Expansion of Highways

The Task Force recommends any new program authorize general transportation planning for at least ten years and include funding for preservation, modernization, and expansion and economic opportunity projects (further discussed below). The Task Force also recognizes a new program cannot maintain or enhance the current system unless dedicated funding for the program is left in the program and not transferred to other needs.

The Task Force finds the top transportation priority for the State must be to restore funding for preservation to protect the investment Kansans have made in their transportation system. It recommends the SHF receive and retain moneys sufficient to maintain or improve the health of the transportation system in Kansas at a steady state, assessing both surface and subsurface conditions. It notes Kansas Department of Transportation (KDOT) testimony indicated a combination of funding preservation at \$500.0 million annually plus funding modernization and expansion at \$100.0 million annually, or funding preservation at \$600.0 million annually, would begin to return the system to a steady state that serves Kansans in the most cost-effective way.

The Task Force recognizes the importance of expansion projects tied to economic development opportunities and modernization projects to improve system safety and made possible with funding in addition to that needed for preservation. It recommends the 21 modernization and expansion projects announced under T-Works, but delayed, be the top priority modernization and expansion projects and be let within four years, after consultation with local officials regarding each project's continuing priority. The Task Force understands, based on testimony, it will be difficult to garner support for a new program unless T-Works promises are fulfilled. It notes KDOT officials testified to costs of approximately \$500.0 million for the delayed T-Works projects if those projects are completed within the next four years, and it encourages faster completion of those projects if resources allow. The Task Force notes conferees in 2018 requested projects estimated to cost more than \$7.5 billion in total, including economic development projects, expansion projects, and modernization projects that improve safety in ways including widening shoulders. KDOT officials testified \$12.3 billion in needs identified prior to the T-Works program have not been constructed and total needs exceed \$18 billion. The Task Force notes economic opportunities and changing system demands will require additions to the current list of modernization and expansion projects and recommends KDOT plan for those additions by

reassessing the needs that have been identified, consulting with local officials, continually reviewing priorities, and completing such planning and design work as appropriate to ensure projects are ready for construction whenever funding becomes available.

The Task Force supports continuing emphasis on practical improvements to the state's transportation infrastructure.

## **Funding**

The Task Force notes sales tax revenues are statutorily directed to the SHF and recommends the Legislature review the role of the sales tax in transportation funding and examine additional sources of funding for transportation. It recommends the Legislature review potential sources of additional funding, including increasing registration fees, motor fuels taxes, and fees for oversize vehicles, and new fees specific to alternative-fuel vehicles, which should be commensurate with fuel-tax amounts paid to operate vehicles of similar weight.

The Task Force recommends statutes be amended to authorize KDOT, working with the Kansas Turnpike Authority (KTA), to collect tolls to offset a portion of the cost of construction, maintenance, or both of transportation infrastructure improvements that add capacity and remove requirements such tolls cover all costs. It further recommends tolling be considered for individual projects for which the Secretary of Transportation has determined, in consultation with local officials, that traffic volume, local contribution, or other relevant reasons make such tolling option worthwhile and such tolling is acceptable to the affected local communities. The Task Force suggests the Legislature consider authorizing the Secretary to proceed with specific tolling projects the Secretary determines to be feasible and acceptable to the affected local communities.

The Task Force recommends the Legislature consider removing the requirement in state law that each KTA toll expressway project be financed wholly through the investment of private funds in toll road revenue bonds.

The Task Force finds increasing vehicle fuel efficiency, alternative-fuel vehicles, and other factors have contributed to motor fuel tax revenues not keeping pace with transportation needs. It urges KDOT to partner with the Kansas Department of Revenue and other appropriate parties to investigate funding alternatives, including a fee based on vehicle miles traveled, drawing on the experiences of states at various stages of implementation of such a fee.

The Task Force finds geographic equity continues to be important in the distribution of state moneys spent on transportation in Kansas. It recommends, at a minimum, maintaining and fulfilling commitments to spend the \$8.0 million per county statutorily required before June 30, 2020. It further recommends the Legislature address geographic equity by requiring a minimum to be spent in each county in a specified period after the current T-Works statutory deadline for spending \$8.0 million in each county.

The Task Force urges pursuit of all federal funding opportunities available to advance transportation in the state, including funding opportunities linking KDOT with nontraditional partners, such as the U.S. Department of Agriculture.

## **Local Programs**

The Task Force affirms local transportation needs exceed available resources and some portion of

SHF moneys should be directed to local governments to meet those needs. It also notes increased local participation may be required for local projects, and it recommends the Legislature consider authorizing revenue-increasing options including, but not limited to, an exemption in the tax lid statute (KSA 2018 Supp. 79-2925c) for transportation purposes and modifications to demand transfers.

The Task Force recommends the Legislature review the statutory amounts for payments to cities for city connecting links maintenance, which have not increased since 1999.

The Task Force recommends reinstatement of the Kansas Local Bridge Improvement Program.

The Task Force recommends continuing the Federal Funds Exchange Program at its current rate of \$0.90 to the local entity for each \$1.00 in federal funds.

### **Modes of Transportation Other than Personal Vehicles**

The Task Force recognizes the increasing roles of transit, passenger rail, and active transportation in the overall Kansas transportation system and the continuing importance of aviation and freight railroads to the state. It notes increased demand for transit and active transportation infrastructure in both rural and urban areas to connect Kansans with work opportunities and to services needed by all Kansans. It recommends the Legislature and KDOT consider adding \$20.0 million to be allocated among these modes of transportation and encourages increased KDOT participation in these portions of the transportation system, including completion of an update to the 1995 Kansas Bicycle and Pedestrian Plan and consideration of a complete-streets policy.

To maintain and improve passenger rail service in Kansas, the Task Force recommends a separate statutory fund similar to the State Rail Service Improvement Fund but dedicated to passenger rail. It also urges KDOT to finalize its current study of passenger rail service between Newton and Oklahoma City to determine needs and potential costs and benefits to Kansas. The Task Force suggests light rail be investigated for the Kansas City metropolitan area.

### **Other Recommendations**

The Task Force recommends the Legislature consider regular oversight of state transportation needs and resources either by a standing committee or standing committees or by interim committees requested by the Chairperson of the House Committee on Transportation, the Chairperson of the Senate Committee on Transportation, or both. It recommends, at a minimum, any new plan expected to be in place for ten years or longer be thoroughly reviewed after five years.

The Task Force supports the KDOT project selection process for expansion and modernization projects but recommends additional priority for projects that incorporate practical improvements, offer opportunities to remove unnecessary transportation infrastructure from the system, identify priority corridors, and include local participation. It finds weighting for local participation should be based on equity of effort as measured by population, resources, or both. It notes tolling could be considered as a component of local participation.

The Task Force recommends KDOT be authorized to use alternative project delivery methods, perhaps such as those authorized under the State Educational Institution Project Delivery Construction Procurement Act (KSA 2018 Supp. 76-7,125 *et seq.*). The Task Force recommends

KDOT officials work with industry representatives to develop a mutually agreeable proposal for KDOT utilization of alternative project delivery methods to procure transportation projects and present that proposal, including any necessary statutory changes, to the 2020 Legislature.

The Task Force recommends the 2019 Legislature study possible statutory changes to authorize testing of automated vehicles, connected vehicles such as trucks operating in platoons, or both in Kansas and also review in-vehicle technology and traffic management systems. Related to implementation of these new technologies is broadband infrastructure across the state, and the Task Force recommends the Senate Committee on Utilities and the House Committee on Energy, Utilities and Telecommunications also review transportation needs related to broadband.

**Proposed Legislation:** None

## BACKGROUND

The Joint Legislative Transportation Vision Task Force was created with enactment of 2018 House Sub. for SB 391.

**Mission.** The bill, placed into the statutes at KSA 68-185, established the mission of the Task Force:

- Evaluate the progress of the 2010 Transportation Works for Kansas (T-Works) program to date;
- Evaluate the current system condition of the state transportation system, including roads and bridges;
- Solicit local input on existing uncompleted projects and future projects in each highway and metropolitan district;
- Evaluate current uses of the State Highway Fund (SHF) dollars, including fund transfers for other purposes outside of infrastructure improvements;
- Evaluate current transportation funding in Kansas to determine whether it is sufficient to not only maintain the transportation system in its current state, but also to ensure it serves the future transportation needs of Kansas residents;
- Identify additional necessary transportation projects, especially projects

with a direct effect on the economic health of the state and its residents;

- Make recommendations regarding the needs of the transportation system over the next ten years and beyond;
- Make recommendations on the future structure of the SHF as it relates to maintaining the state infrastructure system; and
- Report to the Legislature on its work and recommendations by January 31, 2019.

**Membership.** The Task Force includes both legislative and non-legislative members. The legislative members by virtue of office are these:

- The chairperson and ranking minority member of the House Committee on Transportation;
- The chairperson of the House Committee on Transportation and Public Safety Budget;
- The chairperson of the House Committee on Appropriations, or the chairperson's designee from the House Committee on Appropriations;
- The chairperson and ranking minority member of the Senate Committee on Transportation;

- The chairperson of the Senate Committee on Ways and Means Subcommittee on Transportation; and
- The chairperson of the Senate Committee on Ways and Means, or the chairperson's designee from the Senate Committee on Ways and Means.

The Chairperson of the House Committee on Transportation and the Chairperson of the Senate Committee on Ways and Means were selected as co-chairpersons of the Task Force by the Speaker of the House of Representatives (Speaker) and the President of the Senate (President), respectively.

Ex officio non-voting members are the Chief Executive Officer of the Kansas Turnpike Authority (KTA) and the Secretaries of Transportation, Revenue, and Agriculture. Other members were appointed by the Speaker, the President, the Minority Leaders of the House and the Senate, Kansas Economic Lifelines, the League of Kansas Municipalities, and the Kansas Association of Counties. The statute requires most non-legislative appointees to represent the following organizations or classifications named in the bill: the Kansas Contractors Association; the Heavy Constructors Association; the Kansas Aggregate Producers' Association; the Kansas Ready Mix Association; the Greater Kansas City Building and Construction Trades Council; the American Council of Engineering Companies of Kansas; the Kansas Public Transit Association; a class I railroad company; a short line railroad company; the Kansas Motor Carriers Association; the Portland Cement Association; the Petroleum Marketers and Convenience Store Association of Kansas; the Kansas Asphalt Pavement Association; the International Association of Sheet Metal, Air, Rail and Transportation Workers; a Kansas aerospace company; the Kansas Grain and Feed Association; the Kansas Economic Development Alliance; and the AFL-CIO.

The statute further specified all members be residents of Kansas and at least two members be from each district of the Kansas Department of Transportation (KDOT).

**Meetings.** The statute required the Task Force to hold at least one meeting in each of the six KDOT districts and in the Wichita and Kansas City metropolitan areas. The Legislative Coordinating Council approved 12 meeting days for the Task Force. The Task Force met 11 times, including a final 2-day meeting, as specified in the next section of this report.

**Report organization.** In addition to presenting Task Force findings and recommendations, this report summarizes presentations at informational sessions. It also summarizes local input testimony in two categories: policy recommendations and requests for specific projects.

## TASK FORCE ACTIVITIES

### Informational Sessions

This portion of the report summarizes Task Force discussion and informational sessions of Task Force meetings. Consultants to KDOT, from the firm Burns & McDonnell, facilitated discussion and coordinated informational presentations. Referenced illustrations are provided in Appendix A to this report.

#### *August 6, Topeka*

At the meeting August 6 in Topeka, Task Force members introduced themselves and identified their goals for the Task Force and their concerns about transportation in the state. They also discussed topics to be covered in future informational sessions. The statutory mission was reviewed, as was the schedule for nine regional meetings and directions for local input testimony. An Assistant Revisor of Statutes reviewed Kansas Open Meetings Act provisions relevant to the Task Force. Informational sessions also were presented on the history of Kansas transportation programs, building a vision for transportation in Kansas, KDOT operations, projects planned for completion under the T-Works program but delayed, and SHF cash flow.

**History of Kansas transportation programs.** The former State Transportation Engineer, a member of the Task Force, provided an overview of the Comprehensive Highway Program (CHP)

enacted in 1989, the Comprehensive Transportation Program (CTP) enacted in 1999, and T-Works enacted in 2010. He stated CHP and CTP project categories included substantial maintenance, major modification, system enhancement, and priority bridge. He described the roles of priority formulas, KDOT staff input, and local participation in choosing projects under the CHP and CTP.

The T-Works bill (2010 Senate Sub. for Senate Sub. for HB 2650) changed the categories to preservation, modernization (actions such as correcting horizontal or vertical curves and correcting shoulder slopes), and expansion (actions such as adding a lane or an interchange). The former State Transportation Engineer stated modernization projects have been chosen based 80 percent on engineering data and 20 percent on local input, and expansion projects have been selected based 50 percent on engineering data, 25 percent on local input, and 25 percent on economic impact.

**Building a vision.** A representative of High Street Consulting stated building a vision for transportation requires obtaining input from transportation stakeholders, using data and information systems to evaluate current conditions and investments needed, determining the funding already in place and what would be required, and selecting and prioritizing projects with views toward transparency, geographic equity, and aligning with local and regional goals.

**KDOT operations.** The Secretary of Transportation (Secretary) provided an update on KDOT operations. He stated Kansas has 140,000 miles of state and local roads, the fourth highest total in the nation, over which \$603 million of freight is transported each day. He described pavement conditions, how those are determined, and how federal calculations of pavement and bridge conditions have changed. Under T-Works to date, 12,871 miles and 846 bridges had been improved, and at least \$8 million had been spent in 102 of the 105 Kansas counties for preservation and other projects. He also discussed transit, aviation, and rail projects. He noted authorized positions at KDOT have been reduced by approximately 25 percent since 1998 and the engineering staff is nearly 40 percent smaller than during the CTP; he stated the agency has difficulty

in attracting engineering staff. The Secretary stated there has been a slight increase in traffic fatalities in the previous few years, in line with a national trend and reflecting more miles driven.

**Delayed T-Works projects.** The current State Transportation Engineer reviewed modernization and expansion projects announced under T-Works but delayed. She stated the estimated cost of those delayed projects, if they are completed over the next five years, would be approximately \$600 million. She also stated approximately \$1 billion has been reduced from anticipated preservation work; she discussed the implications of falling further behind with preservation and increased costs associated with delaying preservation work.

**SHF cash flow.** The Director of Planning and Development and Interim Director of Fiscal and Asset Management (Director of Planning and Fiscal Management), KDOT, stated the T-Works program had anticipated total revenues to the SHF for 2010 through 2020 to be \$14.2 billion, but the agency now expects \$12.2 billion. Transfers from the SHF through T-Works had been anticipated to average \$105 million a year, but have averaged more than \$493 million a year since 2015 (Appendix A, Illustration 1). He stated anticipated total SHF expenditures of \$14.3 billion were reduced to \$11.8 billion by cutting the budget for preservation, delaying some modernization and expansion projects, and cutting KDOT's operating budget. He also noted the T-Works bill capped bonding at 18.0 percent of specified revenues, but amendments have allowed that percentage to exceed 18.0 percent starting in fiscal year (FY) 2016.

### *September 6, Salina*

The September 6 meeting featured informational presentations on T-Works progress, highway system and traffic conditions, and system preservation and KDOT operations, as well as discussion of Task Force members' goals for the highway system.

**T-Works progress.** The current State Transportation Engineer stated T-Works expenditures are half of total KDOT expenditures of approximately \$14.0 billion over the years 2011 through 2020, with 38 percent for highway expansion, modernization, and preservation; 11

percent to the Special City and County Highway Fund (SCCHF); and 1 percent for aviation, rail, and transit. Debt service (14 percent); local support, administration, and transportation planning (12 percent); maintenance and buildings (10 percent); preliminary and construction engineering (7 percent); Federal Highway Administration local projects (5 percent); and other (2 percent) make up the rest. She reviewed the T-Works projects completed as described by the Secretary at the August 6 meeting.

The State Transportation Engineer also discussed various aspects of the T-Works program. She stated the public has been supportive of the program, in large part because projects were selected through a transparent, merit-based process. She noted bids for 25 expansion and modernization projects were \$133 million lower than anticipated, allowing moneys to be used on other projects. She requested consideration of providing KDOT authority for using alternative project delivery methods when appropriate for the project. She stated flexibility in the T-Works program was important to successful economic development projects, a 2016 example being \$7 million for a high-capacity intersection important to the Amazon distribution center in Kansas City, and the Federal Fund Exchange Program worked well for both local governments and the State. She stated transfers from the SHF have caused delays, overall pavement health to decline, accelerated bridge deterioration, and reduced performance and opportunities.

*(Note: At the November 8 meeting, a representative of Burns & McDonnell reported the National Highway Construction Cost Index increased by 21 percent from 2010 to 2018, not the 41 percent anticipated when T-Works was enacted.)*

**Highway system and traffic conditions.** The Asset Management and Performance Measures Manager, KDOT, discussed the proportionality of public road miles in the categories of the Kansas Turnpike (Turnpike), municipal roads, county or township roads, and the state highway system, and the vehicle miles traveled on each system (Appendix A, Illustration 2). He stated of the 24,833 total bridges in Kansas, 5,121 are under KDOT jurisdiction and 2,825 are on the National Highway System and are subject to federal

requirements. He noted interstate and urban-area traffic is heavy overall, but heavy truck traffic occurs across the state. He described the system KDOT uses to place routes into classes A through E, a system in place for many years that uses average trip lengths and other factors. He described KDOT procedures for collecting data to measure pavement smoothness and bridge condition and data KDOT uses to determine preservation priorities for the succeeding construction season; both pavements and bridges may be rated as good, fair, or poor. He reported 66 percent of interstate highway miles, 63 percent of non-interstate highway miles, and 74 percent of bridges on the state system were in good condition. He explained pavement rating is only for the surface and does not account for subsurface conditions, and he noted budget constraints have led to lighter preservation projects than otherwise would have been done; an average of 440 miles of heavy preservation work was completed under the CTP and 345 miles of heavy preservation work under T-Works.

**System preservation and KDOT operations.** The Director of Operations, KDOT, provided an overview of system preservation and KDOT operations. He described preservation work performed by contractors and maintenance performed by KDOT staff, which includes snow and ice removal that cost \$14.6 million during the winter of 2017-2018 and is important to preserving pavements as well as for passenger and freight movements. He noted 66 percent of T-Works project lettings have been for preservation projects, 30 percent for expansion, and 4 percent for modernization. He noted \$400.0 million in bonds were authorized for FY 2018 and FY 2019, with the proceeds used for preservation projects. He stated approximately \$600 million is needed annually for construction, reconstruction, contract preservation, and maintenance to maintain current conditions on the system of roads and bridges. The Director of Operations illustrated the numbers of bridges and miles of preservation work completed under T-Works (Appendix A, Illustration 3) and noted several costly bridge replacement projects are needed and being planned for FY 2019 and FY 2020. He stated all new, full-depth highway pavements are designed for 40-year life cycles; costs are based on the life-cycle maintenance actions anticipated over 40 years.

## *September 12, Kansas City*

Informational topics for this meeting were the economic importance of transportation to the Kansas City metropolitan area, Kansas demographic and economic trends, and what are described collectively along with rail as “modes”: aviation, transit, and bicycle and pedestrian (active transportation). In opening remarks, a representative of Burns & McDonnell noted the top ten business site selection factors include highway accessibility and proximity to major markets, as well as such factors as the availability of skilled labor and quality of life.

### **Economic importance of transportation.**

The President and Chief Executive Officer (CEO) of the Greater Kansas City Chamber of Commerce (KC Chamber) stated Kansas City grew because of its investments in transportation and KC Chamber members rely on transportation for the viability of their companies. He reported a survey of KC Chamber members found 63.5 percent said it is moderately or very challenging for employees to get to their businesses using public transportation, and the KC Chamber found fewer than 10.0 percent of jobs in the Kansas City metropolitan area are accessible by public transit. He stated local transit agencies were responding in direct ways, such as special services for the Amazon Fulfillment Center, but much work remains; he reported recruiters cite transportation as a barrier for getting workers in Kansas City to areas such as southern Johnson County and development near I-70 and I-435. He also described congestion on I-35.

The KC Chamber President and CEO also stated the KC Chamber survey found members concerned with congestion and the costs to business associated with potholes; 36.2 percent of survey respondents said they would be willing to pay additional fees or taxes to improve the transportation system and another 51.5 percent would consider it; and motor vehicle tax, tax on vehicle miles traveled, toll roads, and increased public transit fares were perceived as the fairest and best sources of revenues for transportation. He also stated innovation is important for the transportation system, such as infrastructure for autonomous vehicles and high speed rail service.

### **Kansas demographic and economic trends.**

The Asset Management and Performance Measures Manager stated 80.8 percent of population growth in Kansas from 1960 to 2016 was in urban areas. He noted population and high traffic routes are concentrated in northeast Kansas and in the Wichita metropolitan area, but freight networks span the state. He stated rural areas struggle with paying for transportation infrastructure as population shrinks, but roads and bridges remain critical to getting crops to markets. He noted the funding formula for the SCCHF remained unchanged from the CTP to T-Works.

The Asset Management and Performance Measures Manager addressed poorer health outcomes in rural Kansas. He noted T-Works helped to improve access to health care, such as expanding air ambulance access and regional transit routes. Another demographic trend is the aging of the population, which could reduce miles traveled, increase demand for transit, and require additional safety modifications to signs and pavement markings.

Seven key Kansas industries are transportation dependent, the Asset Management and Performance Measures Manager stated: advanced manufacturing, agriculture, bioscience, logistics distribution, value-added food processing, wind energy, and renewable fuels and bioenergy. The other key industry is professional services. He noted the Kansas Freight Advisory Committee had prioritized “corridors of significance.”

**Aviation.** The Director of Aviation, KDOT, reported Kansas aviation supports 91,300 jobs; the Kansas Airport Improvement Program (KAIP) has made grants to support projects at 138 local airports, with an average grant amount of \$147,587; air ambulance coverage has increased so that 94 percent of the Kansas population lives within 30 minutes of an airport that is accessible to air ambulance service; and unmanned aerial systems (UAS) are increasingly important to the state. Local match is required for KAIP grants.

The Director of Aviation noted Kansas was selected to participate in the U.S. Department of Transportation’s UAS Integration Pilot Program and UAS are used for purposes including inspections of infrastructure, such as highways and

railroads, and in precision agriculture. The Director of Aviation stated 154 recommendations were made at 50 Federal Aviation Administration National Plan of Integrated Airport Systems airports in Kansas for projects totaling \$67 million, based on facility and service benchmarks. He noted no direct revenue stream is tied to aviation.

**Transit.** The Public Transportation Manager, KDOT, reported 147 agencies, using more than 800 vehicles, provide 10 million rides annually, 2.5 million of those in rural areas. He stated total annual funding of \$26.2 million comes from local (\$2.2 million), state (\$11.0 million), and federal (\$13.0 million) sources; 83 percent of Kansas counties have some transit service; and 11 percent of rural providers were using coordinated scheduling in 2018. The majority of the 27 counties where no service originates are in the southwest Kansas transit region.

The Public Transportation Manager described the role of public transit in connecting Kansans with jobs, health care, school, and other activities of daily living. He discussed efforts under way to extend coordinated services to provide better access to regional health care services in north central Kansas, to connect employees to jobs in areas, such as southern Johnson County, that have little regular transit service, and to find “first-mile, last-mile” solutions.

**Active transportation.** The State Bicycle and Pedestrian Coordinator, KDOT, stated more than 61,000 households in Kansas do not have access to a personal vehicle; a significant proportion of Kansans are unable to drive due to physical, financial, or other limitations; walking and cycling increase mobility options and accessibility to services; and active transportation has positive effects on health and environmental quality. He noted the Dirty Kanza gravel road cycling event generates approximately \$2.2 million a year for the Emporia area, the state has more opportunities for bicycle tourism, and the average annual cost of operating a bicycle is \$390 versus \$12,000 for a car.

The State Bicycle and Pedestrian Coordinator stated most funding for active transportation projects comes from the federal Transportation

Alternatives (TA) Program (approximately \$11 million a year) and from local taxes and private moneys. He noted approximately \$64.4 million was requested from the TA Program for FY 2016 through FY 2019, and \$34.3 million was awarded, which funded 100 projects over 4 years; projects require a minimum 20 percent local match. Federal FY 2018 moneys of \$10.8 million were divided \$1.4 million to the recreational trails program administered by the Kansas Department of Wildlife, Parks and Tourism; \$1.9 million administered by metropolitan planning organizations; and \$7.6 million administered by KDOT, approximately half for statewide projects and half to communities. Of the \$3.8 million to communities, half was for communities of fewer than 5,000 residents.

The State Bicycle and Pedestrian Coordinator explained projects eligible for TA funding include a variety of bicycle and pedestrian facilities, Safe Routes to School projects and programs, historic preservation, and stormwater mitigation. He noted moneys are used to improve safety for pedestrians and cyclists and pedestrians and cyclists accounted for nearly 12 percent of all traffic fatalities in Kansas in 2016. He also stated the League of American Bicyclists rated Kansas 47<sup>th</sup> in the country in terms of being bike-friendly and had suggestions for the state, including updating the 1995 state Pedestrian and Bicycle Transportation Plan, adopting a statewide complete-streets policy, spending 2 percent or more of federal funds on pedestrian and bicycle projects, and establishing a pedestrian and bicycle safety emphasis area within the state’s Strategic Highway Safety Plan.

### ***September 20, Pittsburg***

Project needs, funding, and financing; an overview of the KTA and tolling; and other states’ approaches to system conditions, funding, and financing were the informational topics for this meeting. In opening remarks, a representative of Burns & McDonnell noted estimated sales tax deposits to the SHF under law enacted with the T-Works bill (2010 Senate Sub. for HB 2360) are \$533 million for FY 2019, \$543 million for FY 2020, \$553 million for FY 2021, and \$564 million for FY 2022.

**Funding and financing.** The Director of Planning and Fiscal Management reported primary

state sources of moneys into the SHF are state motor fuel taxes; vehicle registration, driver's license, and related fees; bond proceeds; local funding; and state sales taxes (after transfers to the State General Fund [SGF]). Moneys into the federal Highway Trust Fund distributed to states are primarily from federal fuel taxes. Kansas receives approximately \$370 million annually in federal funds, primarily from the National Highway Performance Program, the Surface Transportation Block Grant Program, the Highway Safety Improvement Program, the Congestion Mitigation and Air Quality Improvement Program, metropolitan planning programs, and the National Highway Freight Program. The Director of Planning and Fiscal Management stated, for FY 2011 through FY 2018, 54 percent of funds have been used for construction and local modes, 15 percent for local support, 13 percent for debt service, 10 percent for maintenance, and 8 percent for administration, planning, and support for modes. Approximately \$307.5 million annually is directed to local partners for all programs, including SCCHF distributions.

The Director of Planning and Fiscal Management noted the State has \$2.13 billion in outstanding transportation debt and debt service for the CTP of approximately \$40 million a year will end in FY 2025; he discussed the effects of sales tax transfers to the SGF on the bonding cap. He noted the Legislature approved \$400 million in bonding for FY 2018 and FY 2019 for preservation projects.

Three investment scenarios were offered for 2021 through 2030: \$11.3 billion to preserve, operate, and maintain the current system; \$11.9 billion to add completing T-Works projects; and \$14.3 billion if \$2.4 billion in new improvements are added (Appendix A, Illustration 4). Under those scenarios, \$400 million in new revenues would be needed to complete new improvements in the third scenario if transfers are \$105 million a year, but none of the scenarios could be completed without new revenues if transfers are \$506.5 million annually. (*Note:* At the November 8 meeting, a representative of Burns & McDonnell reported, if KDOT retains only \$59 million in sales tax, not matching federal aid becomes a risk around federal FY 2024 and KDOT likely would not be able to issue more bonds until FY 2029.)

The Director of Planning and Fiscal Management reported KDOT and the KTA studied tolls in 2008 and found tolls would not cover all construction and maintenance costs for any new four-lane freeway projects, based on traffic projections.

**Turnpike overview and tolling.** The CEO of the KTA, a member of the Task Force, provided historical information about the Turnpike, its relationship with KDOT, and its governance by a five-member board. He noted the Turnpike has been self-funding since its inception in 1954. He stated the KTA's current long-term plan outlines more than \$700 million in projects and, since 2016, the KTA has invested more than \$158 million in projects and enhancements, such as open road tolling at certain Turnpike exits and raising heights of bridges to enhance freight movement. He noted state law requires any new toll road project study to find such project to be entirely self-funding, but the trend nationally is to require tolls to cover at least 25.0 percent of construction and maintenance and joint DOT and toll authority projects are in 12 states, including Colorado.

**Other states' approaches.** A representative of Burns & McDonnell stated Kansas ranked 34<sup>th</sup> in revenues per capita used for highways (\$449), Nebraska ranked 4<sup>th</sup> (\$895), Oklahoma ranked 5<sup>th</sup> (\$868), Iowa ranked 12<sup>th</sup> (\$710), and Missouri ranked 46<sup>th</sup> (\$373), as of 2016. Disbursements in 2016 for highways per total lane miles were \$5,426 for Kansas, \$8,131 for Missouri, \$9,156 for Nebraska, \$9,269 for Iowa, and \$14,127 for Oklahoma. She noted Oklahoma is addressing a backlog of bridge replacements. A comparison of per capita debt obligations as of 2016 found the Kansas number to be more than \$700 as compared with approximately \$400 in Missouri and \$300 in Oklahoma; Iowa and Nebraska do not use bonding, she stated. (*Note:* Colorado was excluded from these comparisons because of its topographical differences.)

The Burns & McDonnell representative noted a 2016 study found all states use fuel taxes for transportation funding; nearly all use vehicle registration fees; most use state bonding, federal financing, and tolls; and fewer than half use general funds, public-private partnerships, and general sales taxes; Kansas uses all those listed

except general funds and public-private partnerships. She provided information on states that had enacted increases in revenues for transportation in 2012 through 2017, and she stated revenue-raising initiatives were pending in 21 states.

The Burns & McDonnell representative stated estimates of increases in electric vehicles expected to be registered in the future vary, but a fee of \$150 for each electric vehicle could increase SHF revenues by approximately \$381,000 per year in the near term. She noted ten states have completed or are planning pilot projects on road usage charges, and she briefly reviewed managed lanes, congestion pricing, and public-private partnerships.

### ***October 4, Newton***

At this meeting, the main informational topics were freight and rail and KDOT local programs. A representative of Burns & McDonnell also reviewed recent transportation lockbox legislation in other states. A representative of High Street Consulting demonstrated an online calculator Task Force members could use to test various scenarios for SHF revenues and expenditures; a copy of calculator assumptions was provided.

**Freight and rail.** The Program Manager, Office of Freight and Rail, Bureau of Transportation Planning, KDOT (Freight and Rail Program Manager) noted Kansas is a hub of freight accessibility; all of the country except the West Coast is accessible within 24 hours. Freight travels on highways (mostly interstate and US routes), on 4 Class 1 railroads, on 11 short line railroads, *via* air cargo facilities, including at Dwight D. Eisenhower National Airport in Wichita, and through pipelines; and freight reaches the U.S. Marine Highway System *via* the Missouri River and the Port of Catoosa, Oklahoma. He reviewed Kansas economic measures and the share attributed to freight in 2014, from the 2017 Kansas Freight Plan (Appendix A, Illustration 5).

The Freight and Rail Program Manager stated truck tonnage is expected to increase by 34 percent by 2040, with inbound traffic increasing more than outbound or intrastate truck movement. He reviewed the Kansas Truck Routing and Intelligent Permitting System (KTRIPS), which has been

used since 2014 to issue approximately 243,000 permits for oversize and overweight loads, such as construction equipment, general freight, wind energy components, oil and gas equipment, and agricultural equipment, as required by state law. He stated KDOT issues more than 90,000 permits annually, 79 percent of which are self-issued using KTRIPS, and the 8-state Truck Parking Information System will launch in early 2019.

Regarding transport of freight by rail, the Freight and Rail Program Manager stated rail tonnage is expected to increase by approximately 11.6 percent through 2040, and carloading on short line railroads is increasing. He noted 41 miles of track of the Nebraska Kansas Colorado Railway has been abandoned since T-Works began. He stated the State Rail Service Improvement Fund (SRSIF), which receives \$5.0 million a year from the SHF, has been used to complete 67 projects since 2000. Examples of the projects include rail rehabilitation, switch installation, and bridge repair. He also reviewed developments at Logistics Park Kansas City, Edgerton, and federal grant funds used to rehabilitate BNSF Railway line used by Amtrak's Southwest Chief in Kansas, Colorado, and New Mexico.

**Local programs.** The Director of Engineering and Design, KDOT, stated the local road system—93 percent of Kansas roads—includes 115,000 miles of county roads, 17,000 miles of city streets, and 19,712 (79 percent) of Kansas bridges. The local system carries 42 percent of vehicle miles traveled, but also accounts for 48 percent of fatalities and 54 percent of disabling injuries associated with vehicle crashes. He noted because of the rural to urban population shift since this system was put in place, 69 counties have fewer than 10 people per road mile, and the number of farms has decreased substantially but farm production has increased significantly. Approximately half of all local bridges are 50 or more years old; 2,955 are rated deficient, but about 15 per year are replaced with federal aid and an unknown number are replaced with local funds.

Funding for county roads and bridges in 2016 came 74 percent from local funds, 19 percent from the SCCHF, and 7 percent from federal funds, including the State's Federal Fund Exchange Program on average, the Director of Engineering and Design reported. Approximately \$150 million

annually in motor fuel taxes (33.63 percent, per KSA 2018 Supp. 79-34,142) is distributed through the SCCHF, 57 percent to counties and 43 percent to cities. City connecting link maintenance payments (for state highways within cities) total approximately \$3 million annually, an amount that would need to be increased to about \$5 million annually to have the same purchasing power as in 1999 when the current rate was established. He stated the Federal Fund Exchange Program has provided more than \$260 million in federal funds since T-Works was enacted; the exchange rate currently is \$0.90 in state funds for each \$1.00 in federal funds.

The Director of Engineering and Design also reviewed other programs and their annual expenditures: Economic Development Program (\$20 million); City Connecting Link Improvement Program (\$12 million); Off-system Bridge Program (\$8 million); Highway Safety Improvement Program Intersection Improvement Program (\$3 million to \$4 million); and the High Risk Rural Roads Program (\$3.5 million). He also referenced the Kansas Local Bridge Improvement Program, a one-year program of \$10.5 million KDOT would like to reinstate (project awards were announced in October 2014), and he stated the Transportation Revolving Fund is inactive.

### ***October 11, Garden City***

Safety was the focus of the informational portion of the meeting in Garden City. A representative of Burns & McDonnell also provided information on budget scenarios and transportation calculator scenarios saved to date and led discussion about calculator scenarios.

**Safety.** The State Highway Safety Engineer, KDOT, stated KDOT's Traffic Safety Office improves safety in two key ways: behavioral programs to make drivers safer and engineering programs to make roads safer. The former is supported by \$7 million annually from the National Highway Traffic Safety Administration and \$800,000 from a portion of district court fines; the latter is supported with \$19 million annually from the Federal Highway Administration and \$3 million in state set-aside moneys (except those state funds were not available in 2016 and 2017).

The State Highway Safety Engineer reported the number of fatalities has remained near 400 since 2007, but increased in 2016 and 2017; the fatality rate on rural roads is 1.97 per 100 million vehicle miles traveled, but 0.51 on urban roads (1.22 overall); and five-year average fatalities for 2012-2016 were 126 in urban areas, but 252 in rural areas (defined as areas with fewer than 5,000 people). He reported fatalities are higher in rural areas because crashes typically occur at higher speeds, discovery and emergency response time is slower, the patient's needs may exceed the capabilities of the local hospital, and many rural roads were built before implementation of modern safety standards. He noted almost half of the fatalities involved unbelted vehicle occupants and Kansans' rates of using seat belts have improved, but still lag behind the national average of 90 percent. On average, 240 fatalities a year result from roadway departures. He also noted Kansas State University research has found an association between speed limits increased to 75 miles per hour and increased fatalities and national research on that topic is under way.

He stated Kansas is generally improving in seat belt usage overall, teen crashes and fatalities, alcohol-related fatalities, and preparing for older drivers. Challenges include the low rate of rural seat belt usage, drunk driving, drugged driving, and distracted driving.

The State Highway Safety Engineer stated rumble strips, guardrail replacements, and improved skid resistance on pavements can be included in preservation projects; improved interchanges, passing lanes, and lane additions in expansion projects; and wider shoulders, flattened curves, and improved sight distances in modernization projects. He also stated roundabouts have been shown to reduce serious injuries by 80 percent and crashes by 50 percent. He also discussed programs to improve safety on local roads and for pedestrians and bicyclists.

A Kansas Highway Patrol (KHP) Technical Trooper stated his agency's efforts to improve safety include programs provided to schools and community groups. He emphasized the Seatbelts Are For Everyone (SAFE) program for teenagers and proper child restraint device use.

## ***October 18, Wichita***

Intelligent transportation systems, autonomous and connected vehicles, and electric vehicles were the informational topics for this meeting. The Mayor of Wichita also provided an update on economic development in Wichita and discussed the economic development importance of investments, including nearly \$1 billion from all sources on US-54/400 in Wichita.

**Intelligent transportation systems (ITS).** The Director of Innovative Technologies, KDOT, stated ITS are tools to assist with infrastructure challenges and are used to reduce crashes and improve efficiency. Ramp meters have reduced crashes by 64 percent and improved freeway speeds in 12 of 24 segments on which they were added, at a cost of approximately \$150,000 per meter, he said. ITS on the freight network and in rural areas include dynamic message signs (\$125,000 per sign), closed-circuit cameras (\$125,000 per camera), vehicle detection, traveler information, and incident management. He noted WICHway, Kansas City (KC) Scout, and Topeka Metro information is available regarding traffic and roadway conditions.

The Director of Innovative Technologies stated ITS investment in the country has increased to \$39 billion in 2018; annual spending in Kansas is approximately \$7 million, but \$10 million in Nebraska and \$15 million in Missouri. Statewide, 150 message boards and 15 ramp meters have been installed; expansion projects continue through 2019, but then the emphasis will shift to maintenance. He noted maintenance expenses will continue and KDOT works to leverage its relationships with the KHP, counties, and other public and private entities.

**Autonomous and connected vehicles.** The Director of Innovative Technologies provided an overview of autonomous vehicles (driven by a system or several systems) and connected vehicles (using sensors that interact between vehicles). He described the levels of autonomous vehicles, noting vehicles on the market provide assistance features but require continuous driver engagement. He noted that in addition to traffic management systems available in the metropolitan areas, Kansas has the KDOT ITS Network, KDOT's 800 megahertz radio network (also used by public

safety and other emergency responder agencies), and a Statewide Autonomous Vehicles Task Force made up of representatives of state agencies and private industry and legislators.

Human error causes 94 percent of crashes in Kansas, the Director of Innovative Technologies reported. Although these technologies have the potential to reduce numbers and severity of crashes, he stated safety concerns remain, such as the performance of new technologies in weather extremes and what happens when autonomous and human-driven vehicles share highways. He noted highway signs and pavement markings likely will need improvements and regular maintenance to be useful to these systems.

The Director of Innovative Technologies stated Kansas is one of a minority of states without pending or enacted legislation on autonomous vehicle testing. He stated Kansas also must consider expanding communications systems and review the use of data from connected vehicles.

**Electric vehicles.** A representative of Burns & McDonnell stated 279,000 electric vehicles are used in the United States and 1,556 of the approximately 1.5 million vehicles registered in Kansas operate solely on electric power, with rates of ownership per 1,000 people about the same as in Missouri, greater than in Nebraska and Oklahoma, and less than in Colorado. He noted national and international trends related to electric vehicles, such as Volvo announcing it will produce only hybrid or fully electric vehicles and countries including France and Great Britain announcing plans to end sales of gasoline- and diesel-using vehicles by 2040. He noted freight and passenger vehicles using electricity and other alternative fuels, such as hydrogen, will require charging stations and refueling options in Kansas for the state to remain a major transportation corridor.

## ***October 24, Hays***

Informational topics for this meeting were alternative delivery of construction projects and county transportation. Improvements to the transportation calculator also were reviewed.

**Alternative project delivery.** The Design-Build Coordinator for the Missouri Department of Transportation (MoDOT) described alternative

procurement used by that agency as a “two step” competitive negotiation in which contractors must qualify in order to bid on projects, MoDOT officials choose a short list of contractors, the chosen contractors put together proposals based on project performance, and a contract is awarded based on best value. He stated MoDOT has awarded 13 design-build projects since 2005 for projects ranging from \$17.5 million to \$420 million in cost, a total of \$1.6 billion in projects, including the kcICON bridge and a bridge over the Missouri River on US-69; the target is using this process for 10 percent of the construction program. He stated MoDOT has also used design-build for bundled projects, including 554 bridge replacements and certain safety improvements.

The MoDOT Design-Build Coordinator stated the agency evaluates projects to determine whether they would be good candidates for design-build. Factors to be considered are the complexity of the project, to take advantage of contractor innovation; whether the project needs to be completed quickly; whether MoDOT staff can manage risks associated, such as for conflicts with utilities and environmental protection; and whether industry supports design-build for the project. Contractors are instructed to bring innovation, for example, to provide the most safety improvements or the biggest reduction in crashes for a certain amount of money. The Design-Build Coordinator said contractor innovation is key, and lessons learned from the contractors can be incorporated into more traditional design-bid-build projects. He also stated in-state contractors at first were at a disadvantage because they were not experienced with design-build, but that has changed over time. He recommended consulting with the Design-Build Institute of America, the Federal Highway Administration, and states with mature design-build programs.

The Director of Engineering and Design, KDOT, reviewed KDOT and KTA experience with alternative procurement: the use of engineer-procure-construct on the KTA’s project to increase the heights of various bridges and design-build on the Johnson County Gateway at the intersections of K-10, I-435, and I-35. He described the Gateway project as one in which the fixed-price design-build process reduced the time to project delivery and reduced lane closures; KDOT

accepted 14 of 22 alternative technical concepts offered by the contractors. He noted design-build is fully authorized in a majority of states, but was authorized for only one project in Kansas, as part of T-Works. He stated the Kansas Department of Administration uses alternative procurement for facility infrastructure. If authorized, KDOT would contemplate using alternative procurement for projects for which reduced project development time is important, such as emergencies, economic development opportunities, and projects in high traffic or freight-intensive locations, but not for routine projects with little or no potential for innovation. The Director of Engineering and Design stated potential barriers are that funding commitments happen early in the process, unstable funding sources limit an agency’s ability to make such commitments, and a limited number of firms have the ability to take the lead on alternative procurement projects.

**County roads.** The Local Road Engineer with the Kansas Association of Counties stated, as of 2016, KDOT was responsible for 10,200 miles of roads and 5,100 bridges, counties were responsible for 115,000 miles and 18,050 bridges, and cities were responsible for 17,000 miles and 1,250 bridges; 62 percent of vehicle miles traveled are on the local systems; and almost every trip begins and ends on a local road or street. He noted county roads are essential to agriculture, rural residents, oil and gas, aggregate production, and wind power and each of the 105 counties is unique in its mix of population, industry, and terrain. He also noted, since local roads were established, the Kansas population has shifted, farm and agricultural equipment size have increased substantially, and federal funding has shifted away from local roads. He stated the American Society of Civil Engineers in 2013 found 62 percent of Kansas roads were in poor or mediocre condition and TRIP, a national transportation research group, reported that at least 30 percent of Kansas major rural roads were in poor condition in 2013.

The Local Road Engineer stated road maintenance challenges include static budgets but higher costs, which have led to reduced staff; asphalt roads converted to gravel; gravel roads converted to dirt; closed bridges; and reduced mowing and maintenance. He noted most roads cannot be closed because they are necessary to access property. He discussed reliance on property

tax, but statutory limits on local ability to tax, the percentage of fuel tax revenue directed to the SCCHF and its proportionality to road miles and vehicle miles traveled, and how the population shift from farm to town within rural counties affects local property tax. He noted the SCCHF provides approximately 19 percent of funding for county roads and bridges, but the rate of 33.63 percent of fuel tax revenues to the SCCHF is historically low. He proposed consideration of a county option for a special county road fund financed by a mill levy on property in unincorporated areas and other options to fund rural roads. He also noted the importance of the Federal Fund Exchange Program to counties.

The Local Road Engineer stated 257 local bridge replacements are needed each year, but 115 bridges are being replaced, with an average replacement value of \$417,000, leaving a need for approximately \$60 million total each year. He requested reinstatement of the Kansas Local Bridge Improvement Program, through which 77 bridges were replaced, and noted state programs for rail, transit, and aviation.

### ***November 8, Olathe***

Future preservation funding needs, transportation development districts and cost-share programs in Missouri, the economic development program, and the economic impact of transportation on Johnson County were the informational topics for this meeting.

**Preservation funding needs.** The Director of Operations, KDOT, stated projected preservation investment for T-Works exceeded actual preservation spending in 2011, 2013, 2016, 2017, and 2018 and is expected to be less in 2019 and 2020. As a result, the system needs annual spending of \$375 million on pavement preservation, \$125 million on bridge repair and replacement, and \$100 million for modernization and expansion work, a total of \$600 million. He explained the system loses approximately 10,000 mile years per year of pavement health, and preservation projects must add that number of mile years per year to keep the system in its current condition; he stated the T-Works program slightly improved road conditions until 2016, but conditions have declined since then. He also explained pavement condition, or smoothness, is

not the same as pavement health, a measurement of subsurface conditions that accounts for the service life of the road (Appendix A, Illustration 6). He noted conditions of bridge decks also have declined.

The Director of Operations stated “heavy” treatment options last approximately 15 years, “light” options approximately 6 years, and “very light” options approximately 2 years, and compared the average annual miles of pavement treatment programs by category and by program: CTP, T-Works 2011-2015, and T-Works 2016-2017. During 2016-2017, there was much less heavy and light work than on average during the earlier periods, he continued. He noted modernization and expansion projects improve system health, but average modernization and expansion investments dropped significantly in recent years. He also noted the system has increased in size through the CTP and T-Works, increasing preservation costs, and approximately 2.6 million more trucks a day use the system than at the start of T-Works, which is an increase of nearly 31 percent.

To improve pavement health back to recommended levels would require an annual investment of \$342 million in 2018 and 2019 to slow decline and \$600 million for 2020-2024 to begin to improve pavement health and continuing to 2028 to return pavements to recommended levels, the Director of Operations stated. He also stated the T-Works bill requires \$8.0 million be spent in each county by June 30, 2020, and at least that much has been spent in 102 of the 105 counties. He added the goal would be met for Greeley and Stanton counties by 2020, and design is under way for a project in Chautauqua County for construction in 2022.

**Transportation development districts and cost-share programs in Missouri.** The District Engineer for the Northeast District, MoDOT, described the 17-county Northeast District as encompassing rural and suburban counties, and Missouri’s highway system as the seventh largest in the country. Partnership programs in Missouri include cost sharing (amounts set by the Missouri Highway Commission), cost participation, the Missouri Transportation Finance Corporation (MTFC), transportation development districts, and transportation corporations. She also described the

roles of Missouri's regional planning commissions in determining which projects go forward.

The MoDOT District Engineer reviewed several case studies involving local partnerships. In Kirksville, safety concerns on US-63 prompted local citizens to dedicate sales taxes to widening US-63 south of the city and later to provide a US-63 bypass; the MTFC allowed the local portion to be financed. Four of five counties along a two-lane section of US-36, from Macon to Hannibal, approved a half-cent sales tax to complete four lanes on US-36 across Missouri. Those counties were able to use transportation financing, but paid off the amount two years early (in part because implementation of practical designs reduced costs), stopped collecting the tax, and disbanded that transportation development district. A transportation development district in Troy, Lincoln County, did not get community buy-in for plans to upgrade MO Route 47, a commuter route to St. Louis, and had to disband.

The MoDOT District Engineer noted the importance of local buy-in to any project with local support and stated her agency has developed a citizens guide to transportation; the guide reviews personal costs for transportation, explains how Missouri uses transportation moneys, describes current conditions, and describes high-priority funding needs. She also recommended fostering collaboration among the DOT, local officials, and planning partners and offering a variety of partnership options. She noted the MTFC, set up as a finance corporation, has been well utilized.

**Economic development program.** The Bureau Chief of Transportation Planning, KDOT, stated the goal of the economic development program is to create jobs and capital investment in Kansas by making transportation improvements that recruit new businesses or help existing businesses expand. Approximately \$100 million in economic development projects were identified for T-Works, but \$70 million was available, and all of that has been invested or committed for approximately 40 projects. He stated typical projects have been turning lanes, access roads, and rail spurs, at costs of \$500,000 to \$2 million, noting projects can be on or off the state system and for any mode of transportation. Two of the examples he cited were a replacement interchange

for the Amazon fulfillment center in Wyandotte County and paving of a county road used by a large dairy in Thomas County.

The Bureau Chief explained projects are selected based on applications from cities and counties and referrals from the Department of Commerce. He noted the Department of Commerce uses the economic development program as a tool to recruit businesses to Kansas and program dollars could be used as match for federal funding opportunities.

The Bureau Chief stated the program cannot be reinstated if the transfers from the SHF continue at the current rate, and requests for more than a dozen projects have been submitted.

**Economic impact of transportation on Johnson County.** The chairman of the Johnson County Board of County Commissioners stated Johnson County understands the importance of transportation to further business growth and the links between well-planned infrastructure, population growth, and economic development. He stated the county cooperates regionally on transportation and economic development, working with KDOT as a partner. He noted approximately 23,000 businesses, 25 percent of Kansas jobs, and a larger percentage of payroll are in Johnson County, with professional services, logistics, manufacturing, agriculture, and oil and gas all present. He discussed expansion of Logistics Park Kansas City, as well as additional business and the importance of maintaining infrastructure. The chairman requested the Legislature recommit itself to keeping transportation funds in the SHF and available for local programs. He stated Johnson County cannot add sales tax, has limited capacity to respond locally to transportation needs if that need would exceed the property tax lid, and holding a tax lid election would cost the county between \$800,000 and \$1 million.

### ***November 9, Manhattan***

The informational topics for this meeting were city streets, project selection, and KDOT initiatives and innovations.

**City streets.** The City Engineer and Director of Public Works for the City of Newton and the

General Counsel for the League of Kansas Municipalities noted the diversity among Kansas cities, with populations ranging from 24 to 382,368, but only 60 of the 625 cities exceeding 5,000 in population. They noted municipal transportation systems include bike paths, sidewalks, airports, railroads and crossings, and transit as well as roadways; 27 percent of vehicle miles traveled are on city streets, which are 12 percent of total road miles; maintenance includes street cleaning to protect storm sewers and waterways; and construction materials costs have increased. They noted increased demand for infrastructure to improve safety related to active transportation and requested a study of this type of infrastructure in the state.

The conferees described KDOT local programs. They noted the State has \$8 million a year available to cities and counties to maintain and replace bridges and more than half of local bridges are 50 or more years old; payments for city connecting links have not increased since 1999; and SCCHF revenues from motor fuel taxes grow at less than the rate of inflation. The City Engineer provided examples of successful economic development projects in Newton.

The conferees described the state property tax lid as limiting local options and stated cities have few options, as some have little retail and bonding costs more in the long run, leaving only property tax. They noted the lid does not take into account increases in costs for construction materials and labor.

The conferees listed as priorities for cities protection of SHF moneys for transportation, completing T-Works projects, increasing state funding for the preservation and expansion of local systems, more control for cities over how to spend transportation program moneys, and attention to alternate modes of transportation.

**Priority formula and selection criteria.** The Director of Planning and Fiscal Management described selecting highway projects as like building a professional sports team in that it requires selecting the right mix to get the most improvement for the entire system with a specific amount of money. He reviewed the bases for T-Works selection processes by type of project. He

stated Kansans have been supportive of KDOT's selection processes overall.

He explained engineering data reflect geometrics, capacity, surface conditions, and structural conditions and are adjusted based on route classification, overall and commercial traffic volume, crash rates, and, for non-interstate highways, whether the roadway is divided and whether the shoulders are stabilized. He noted the priority formula does not consider project cost.

The Director of Planning and Fiscal Management stated, to determine where new projects are needed and their economic impact, KDOT measures economic impact using a modeling tool, the Transportation Economic Development Impact System. The tool estimates changes in long-term jobs, income, and economic impact; rural and urban projects are scored separately, he said. He stated all T-Works modernization and expansion projects were chosen at the start of the program, but most preservation projects are chosen only for the upcoming year. He noted many projects have been requested during Task Force meetings. He noted expansion projects may take five years to complete preliminary engineering, purchase right-of-way, and move utilities before the project can be let. He stated KDOT plans to consult with local officials on remaining T-Works and any new modernization or expansion projects. He stated \$12.3 billion in needs identified during local consultation before the T-Works program have not been constructed and the costs of projects requested this year during local input testimony to date reached \$5.6 billion; with approximately \$600 million to complete delayed T-Works projects, the total for modernization and expansion project needs reached \$18.5 billion.

**KDOT initiatives and innovations.** The Director of Operations reviewed recent KDOT initiatives, including partnering with KTA on a field office, certain projects and engineering services, and maintenance on ITS equipment in Wichita and a partnership with Douglas County to share winter maintenance and fueling infrastructure. In exchange for allowing fiber installation in a right of way, companies provide KDOT with access to data services. He described cost-saving improvements, such as site-specific practical improvements, passing lanes rather than

four lanes, and low-cost safety improvements, such as rumble strips.

The Director of Operations noted the role of real-time message boards at work zones in improving traveler safety and that KTRIPS reduces paperwork and wait time for truck routing and permitting. He described KDOT as a leader in pavement preservation techniques, noting surface recycling and cold in-place recycling were developed in Kansas and are now used across the country. He also described innovations in responses to winter weather and use of drone technology for tasks such as light tower inspections and project documentation that save time and money and improve employee safety.

The Director of Operations noted a challenge for the agency is recruiting and retaining personnel for engineering and road maintenance positions. He stated the number of engineers is down 40 percent since the start of T-Works and, of the 211 current engineers, 30 are eligible to retire now and another 24 within 3 years; 17 engineering positions were being advertised as of the date of the meeting, but are not competitive in terms of salary. He also described 100 percent turnover in equipment operator trainees, who are paid \$12.66 per hour and can take their commercial driver's licenses to other, better-paying jobs.

### ***November 28-29, Topeka***

The work for the Task Force at this meeting was to discuss and reach consensus on conclusions and recommendations to be included in this report. A representative of Burns & McDonnell facilitated that discussion. She also reviewed findings from a survey sent to Task Force members for return the previous week, which indicated some areas in which Task Force members were in agreement. She reviewed the three scenarios presented for 2021 through 2030 and the ending balances associated with each depending on assumptions made about transfers from the SHF (Appendix A, Illustration 7). She also presented phased scenarios that assumed increasing portions of sales tax moneys would remain in the SHF.

### ***Additional Sources of Information to the Task Force***

To respond to specific questions posed by Task Force members, KDOT consultant staff, in consultation with KDOT and Kansas Legislative Research Department (KLRD) staff on certain topics, prepared a document titled "Information Requests: Tracking & Resources." Cumulative versions were distributed at Task Force meetings including the November 28-29 meeting.

KLRD staff prepared and distributed memoranda on topics including protections in state law for transportation funding (including constitutional amendments in other states to protect moneys for transportation), fees for electric and hybrid vehicles in other states, payments to cities for highway connecting links, state revenues used for transportation purposes, SCCHF distributions, the relationship between KDOT and the KTA, SHF receipts and transfers, and the history of and trends in state motor fuel taxes. All are available on the KLRD website, [www.kslegresearch.org](http://www.kslegresearch.org).

KDOT held stakeholder meetings before Task Force meetings, on freight and rail in Newton on October 4; on transit, bicycling and pedestrian concerns, and aviation in Wichita on October 18; on local programs and rural mobility in Hays on October 24, and on urban mobility in Olathe on November 8. Oral reports of those stakeholder meetings were presented during meetings and written discussion summaries were distributed to Task Force members at the November 28-29 meeting.

### **Local Input Testimony**

At its meetings at which local input testimony was received, Task Force members received testimony from 319 individuals or groups—approximately 400 local officials and other members of the public in total—regarding policy considerations or changes and requesting specific projects. Those conferees came from or represented at least 60 counties (Appendix A, Illustration 8). In the following section of this report, the numbers in parentheses indicate the number of individuals who presented testimony—oral, written, or both—that, at least in part, related to that category. Because not all conferee

comments could be categorized, the numbers in parentheses should not be considered to be absolute.

### ***Policy Recommendations***

Conferees expressed their views on multiple transportation-related topics and requested the Task Force and other decision makers take those views into consideration. While conferees provided testimony on a wide range of transportation-related topics, the vast majority fell into one of the categories included in this section. Main topics are presented in alphabetical order.

**Agriculture and rural roads (13).** Conferees stated more than 45 percent of the state's economy and more than 12 percent of Kansas jobs depend on agriculture and, therefore, properly maintained and improved rural roads are vital to the entire state and should remain a funding priority. They noted agricultural production has increased significantly, and increased production in terms of bushels and pounds of animal protein has increased demand on rural roads and bridges and the amount of maintenance and improvements needed. They also noted farms have increased in size and sizes of farm equipment, including trucks, have increased correspondingly; farm trucks now are likely to be tractor-trailer combinations weighing up to 85,500 pounds.

**Aviation (19).** Conferees noted the impact of aviation on the Kansas economy and on quality of life. As an example of direct impact, a conferee stated a grant of \$350,000 to resurface a taxiway led to placement of a commercial facility in Salina with a direct economic impact of \$4 million. Sales taxes paid on aviation fuels were referenced. Another conferee noted opportunities to develop UAS applications in Kansas. Also mentioned were improvements to encourage cross-country planes to stop in Kansas for fuel and other services and the importance of airport improvements in training workers who are in high demand for the aviation industry. They stated improvements to date have decreased the time it takes to get critically ill or injured patients to medical services. Conferees discussed the impact of regional access *via* aviation on other types of economic development, as well as increasing use by regional residents and visitors. A conferee also noted uses for aviation in modern agriculture.

Conferees noted state investments in aviation lag those of other states and requested increased investment in the KAIP. Conferees stated increasing the \$5.0 million designated for the KAIP would increase Federal Aviation Administration (FAA) funds available to airports, and municipal airports need both state and FAA moneys for improvements to enhance safety and otherwise improve infrastructure. It was noted an automated weather observation system costs approximately \$150,000 and \$20,000 to \$30,000 to maintain.

**Active transportation (26).** Conferees stated some Kansans have no means of transportation other than walking or cycling, but those Kansans also must access jobs, medical care, healthy food, and other services. Conferees also noted constituents in all circumstances ask for improvements for active transportation. Improving the safety of walking and cycling encourages more people to walk and cycle, conferees said. It was noted electric bicycles are becoming more popular and increase the range in which a person can travel by bicycle. Several described a lack of safe places where pedestrians can cross state highways within cities, and it was noted seniors and people of color are over-represented among pedestrian fatalities.

Conferees noted economic benefits of investment in infrastructure for use by pedestrians and bicyclists, directly and indirectly. Direct economic benefits include amounts spent by cycling tourists, including more than 2,000 participants in the Dirty Kanza gravel ride near Emporia. Indirect benefits cited included recruiting and retaining younger people in local jobs and reducing congestion and related pressure on vehicle infrastructure. Safety for pedestrians crossing state highways also was cited as a reason for increased attention to infrastructure for active transportation.

Health benefits of active transportation and linked reductions in health care costs also were discussed, such as preventing and treating chronic diseases, including cardiovascular disease, diabetes, and high blood pressure. Other benefits cited included decreased depression and anxiety and improved learning. Conferees stated 81 percent of Kansans did not meet recommended levels of physical activity in 2017, and also stated lack of physical activity costs Americans an

estimated \$177 billion a year. KDOT coordination with health agencies was requested.

Conferees described community uses of moneys made available *via* state programs; requested increased funding for active transportation, including dedicated state funding; and noted the needs and requests far exceed moneys available through the State.

**Economic development (36).** In addition to describing economic development benefits of specific projects, conferees addressed economic development in general. Conferees noted Kansas economic development depends on the state's access to other states and the rest of the world *via* highways, train, and air, and companies choose Kansas because of its transportation resources. They stated public investments in highway, rail, and airport infrastructure attract private investment and pay for themselves in taxes paid. Conferees provided examples, such as Logistics Park Kansas City, the transload facility in Garden City, and an industrial area in El Dorado.

Conferees noted multi-modal transportation resources also are key to recruiting and retaining talent. Several noted concern for Kansans who commute over roads in need of modernization or additional lanes.

Conferees stated congestion and highways in need of modernization hinder economic development (*e.g.*, businesses can lose efficiency due to delays and will locate elsewhere).

**Effects on construction-related companies (9).** Company representatives and other conferees stated the instability in transportation funding negatively affected Kansas businesses not only in terms of work not done in Kansas but also in recruiting and retaining talent. Conferees also said delays and uncertainty have delayed investments in equipment to make future work better and more cost-effective. They noted many Kansans and Kansas companies have been working outside of Kansas and described that workforce as an asset to the state. They requested funding stability and a new program that will provide well-paying jobs.

The conferees also noted direct economic benefits of construction, such as the payroll of

more than \$70 million for the nearly 1,000 workers employed on the Johnson County Gateway and amounts spent with materials suppliers. Conferees stated \$1 spent on transportation is \$5 to the economy, and the economic impact of the CHP was found in 1997 to have had an economic impact of \$7.4 billion, not including lower congestion and accident costs.

**Ending transfers from the SHF (21).** Conferees called for an end to transfers from the SHF, stating the transfers have delayed projects on which communities were depending and have reduced public trust. Conferees stated the T-Works program worked well when it was adequately funded, meaning funding for preservation, modernization, and expansion projects, and an underfunded highway program jeopardizes economic development. Conferees requested stable funding and rebuilding of essential services and suggested using constitutionally protected sources of revenue to prevent transfers.

**Finishing T-Works (24).** Conferees requested KDOT complete projects that had been expected to be completed during the T-Works program and asked that those projects have high priority. They stated the projects are important to economic development and the safety of those using these roadways. Several conferees noted private and local government investments had been made in anticipation of these projects, such as \$5 million for streets in Newton, and KDOT has already invested in designs and right of way for the unfinished projects. Conferees also emphasized the importance of the State fulfilling commitments made to communities.

**Funding in a new transportation plan (29).** Conferees expressed support for dedicated and protected revenues that sustainably fund infrastructure and support economic growth and increasing population. Among revenues suggested were new motor fuel taxes; taxes on alternative-fuel vehicles (at parity with taxes paid for gasoline and diesel); new fees for driver's licenses, vehicle registrations, or both; toll revenues and user fees; congestion fees; vehicle weight fees; and revenue increases resulting from economic development and capacity projects. It was noted gasoline taxes have recently been increased in nearby states. A production tax was suggested, as certain industries use heavy vehicles that result in high road

maintenance costs, but was opposed by another conferee, as was a special county road fund financed by a mill levy on property in unincorporated areas to be added with voter approval. It was noted the trucking industry pays 43 percent of taxes and fees owed by Kansas motorists but accounts for 13 percent of the vehicle miles traveled, an average paid to the State of \$6,635 annually as of January 2017.

Conferees also discussed the distribution of funding in a new plan. The comments included these: current state funding structures are heavily slanted away from multi-modal networks; any support for increased fuel taxes in the conferee's area would depend on plans to return the increased tax revenues to that area; new revenues should be shared with local governments using a formula; and projects should be prioritized based on the willingness of local jurisdictions to partner in some way. Speaking directly to formulas used to distribute funding to cities and counties, conferees requested consideration of population growth and the number of bridges as well as of road miles, vehicle registrations, and vehicle miles traveled. Conferees also requested any new plan guarantee a specific amount be spent in each county or transportation district.

**Local funding (15).** Conferees described funding their communities provide for transportation, such as overall amounts dedicated to and sales taxes earmarked for transportation. A city representative stated more local revenues go to transportation than to any other city budget category.

Conferees noted challenges related to the lid on property tax increases and indicated property tax is the primary source of local transportation funding (approximately 71 percent of transportation budgets for counties collectively). Among the comments were that the property tax lid forces more reliance on KDOT programs, makes it difficult for local communities to respond to emerging economic development opportunities, has meant a county's bridge program was not funded, and limits the ability of local governments to keep pace with community demand for services. Several stated rural areas are losing residents and, with larger proportions of in-town residents, fewer county residents use rural roads and will vote to increase property taxes to improve rural roads, but

those roads remain important to the local economy. A conferee also noted lower state sales taxes in Missouri and Oklahoma make raising local sales taxes difficult.

**Local programs (36).** Conferees expressed appreciation for KDOT's local programs but requested additions and changes. One noted, without the local programs, his community would need to raise property taxes by at least 6.4 mills to provide the same level of service. They also noted programs have not been consistent and amounts available have not addressed growth of needs or costs to address preservation, maintenance, and safety.

*Bridge replacement (12).* Conferees reported their counties cannot keep up with needs for bridge replacement and requested restoring the Kansas Local Bridge Improvement Program; it was suggested the program become statutory. The bridge program was successful in eliminating deficient bridges, according to county representatives. Conferees stated bridge replacement is a statewide issue, and counties may have to close half of their bridges over the next 50 years.

*Connecting links (14).* Payments for maintenance of and improvements to city connecting links were among programs called critical to cities. Conferees noted applicants requested multiples of amounts available, indicating an increase in funding is needed. They noted the portion of cost share depends on community population. Conferees noted the amount to cities per lane mile has not changed since 1999 and should be increased, and deferred maintenance because of low payments increases long-term costs. Conferees expressed support for the Geometric Improvement Program to improve intersections, widen narrow roadways, and add lanes.

*Economic development (4).* Conferees requested KDOT fund and allow use of economic development programs, such as the Economic Development Program and the Transportation Revolving Fund.

*Federal fund exchange (12).* Conferees described this program as critical to local

infrastructure preservation and maintenance and asked the exchange rate remain at 90 percent for each \$1.00 in federal funding.

*Safety programs* (4). Conferees expressed support for programs that improve safety on rural roads. One encouraged distribution based on cost-benefit analysis, taking into consideration reduced costs of crashes and reduced numbers of fatalities. Also suggested for safety reasons was expanding intelligent transportation systems and offering ITS funding to local governments.

*SCCHF* (17). Conferees noted the SCCHF is, for many counties, the largest single source of funding for county road and bridge departments, and a representative of one city stated the city would need to raise property taxes by at least 15 mills without it. Conferees urged increases in the percentage of state fuel tax revenues directed to the SCCHF to reflect vehicle miles traveled on the local system. Conferees also requested commercial vehicle property taxes or fee moneys be directed to the SCCHF; these moneys are statutorily directed to the SHF but have not been transferred to the SHF since FY 2010.

*Transportation alternatives* (3). Conferees stated transportation alternative grants increase transportation choices and improve safety and quality of life. It was suggested a grant remain in place even if a project is delayed.

**Multi-modal transportation (17).** Conferees expressed support for a multi-modal transportation plan that includes funding for passenger and freight rail, commercial and general aviation, transit, and bicycle and pedestrian projects, as well as highway and bridge projects for both safety and economic development reasons, to create an integrated system that serves the needs of people. They described connected travel options as a catalyst to economic development. Conferees stated demand is increasing in all sizes of communities and across the demographic spectrum for approaches to transportation that combine modes of transportation, and they also noted efficient freight operations also need to move smoothly from one form of transportation to another. They stated multi-modal transportation is increasingly important to attracting and retaining

employees and has been a component of successful in-city redevelopment.

**New transportation plan, overall (31).** Conferees provided suggestions for ideas to be included in a new comprehensive transportation plan as well as expressed support for a long-term plan in general. The points they made include these:

- A new plan should address the split of tax revenues between the state and local governments. Conferees stated the proportions of vehicle miles traveled, total road miles, and numbers of bridges on local roads are not reflected in the proportion of motor fuel taxes distributed to local governments *via* the SCCHF (33.63 percent) and requested an increase in that percentage. They also requested sales tax be shared with cities and counties. They noted increased numbers and weights of vehicles on rural roads, including vehicles used in agriculture, oil and gas, wind power generation, and other expanding industries in the state. It also was noted more than half of vehicle crash fatalities are on rural roads, but local governments get less than half of safety funds. (11)
- Modernization is needed on many highways to reduce accidents and fatalities. Driver inattention and wider farm vehicles and commercial loads have decreased safety, and safety should be a priority. Safety improvements a new plan should support also include intersection improvements, turning lanes, traffic studies, and the use of ITS. (4)
- Technology changes will be disruptive and affect transportation planning, which elevates the importance of data and data sharing. Additional funding should be provided for ITS and cooperative partnerships should be allowed. Support for adequate alternative fuel corridor infrastructure should be included. (3)
- KDOT and local governments should have greater authority to use alternative

delivery methods and innovative construction tools where such use adds value and can be overseen effectively. (2)

- A new plan should prioritize major regional projects with significant impact on the state and both intrastate and interstate connections. Predictable future needs should be addressed, beyond what is funded, and the plan should not just focus on high-priority problem areas. (4)
- Continue to educate public officials about transportation, but require qualified people to carry out a transportation plan. When engineers outside of KDOT are involved, qualification-based selection ensures the most qualified firm is engaged in design and engineering. (2)
- Local transportation should be addressed in any new plan. (1)

**Preservation (26).** Preservation of roadways and bridges was a priority for conferees for reasons of cost effectiveness, economic development, and safety. Points made regarding cost effectiveness included prolonging the system's useful life, deferred maintenance increases costs and decreases the reliability of the transportation system, system health is reaching a critical point, reconstruction costs three- to eight-times more than preservation, KDOT's "right action at the right time" approach should be continued and preservation fully funded, a sustainable quality standard should be determined, roadways should be constructed to a standard that requires minimal maintenance, and preservation actions increase safety. Conferees stated poorly maintained infrastructure is a disincentive for businesses to invest, and negative impressions of the state's transportation system could have economic development repercussions. It was noted surface preservation projects on city connecting links have not been approved for the past two years. KDOT was commended for a standard of excellence in road quality and for its preparation for winter storms.

**Rail (30).** Both freight and passenger rail received conferee support, as did intermodal

facilities and the SRSIF. Conferees also stated Kansas must have a plan to address current and forecast rail deficiencies.

*Freight rail (7).* Conferees described the importance and value of both short line and class 1 freight rail to agriculture and industry. They stated one rail car holds the volume of four trucks, so use of rail reduces the number of trucks on roads and reduces highway maintenance costs. Representatives of short line railroads described investments they have made in Kansas rail.

*Passenger rail (16).* Conferees requested continuation of the Amtrak Southwest Chief route through Kansas and extension of the Heartland Flyer (which currently runs from Dallas-Fort Worth to Oklahoma City) from Oklahoma City to Newton to connect with the Southwest Chief. They cited economic development reasons and increasing demand for travel alternatives; they also noted significant investment has been made to keep the Southwest Chief on its current route.

*Intermodal facilities (6).* Conferees stated intermodal projects have been successful economic development projects and additional opportunities for successful intermodal projects are available in Kansas, opening rail access to more customers.

*SRSIF (7).* Conferees described the SRSIF as a public-private partnership vital to Kansas agriculture, industry, and commerce as well as to the railroads themselves, that should be continued and its amount increased. They noted the SRSIF is 40 percent loan, 30 percent match, and 30 percent grant. They stated the short line railroads took over line that had been abandoned by class 1 railroads and it has needed significant investment. Of particular interest is authorizing use of the SRSIF to assist railroads with replacing rail in order to handle cars engineered for the Association of American Railroads maximum gross rail load of 286,000 pounds (effective since 1995); conferees stated customers require the heavier rail cars.

**Regional planning (25).** Conferees emphasized the importance of intrastate and interstate regional planning for transportation. They described their own regional organizations and planning and how they built consensus on

regional transportation priorities. They stated lack of four-lane highway access slows economic development in the southeast and southwest regions of the state. They noted, for example, the conditions of highways in south central Kansas affect traffic and conditions in southwest Kansas. They noted increased efficiency from regional coordination and dispatch for rural transit. Among regional concerns are safety for commuters; in some areas, commutes of 50 miles each way are common. Conferees urged prioritizing major regional projects.

**Transit (17).** Conferees cited increased demand for transit and the need to provide transportation alternatives for Kansans to access work, services, groceries, and schools. They noted an objective is to connect workers and people seeking work with jobs and described initiatives to address those needs, such as partnerships with specific employers. They also requested flexibility for pilot programs to test new mobility options. They noted, in many areas, there are few transportation options to get low-wage workers to available jobs and not every person can, or wants to, drive. Connecting residents with regional health care also was described as in demand.

While expressing appreciation for current KDOT efforts, conferees stated state support for transit should increase; state support for transit in the Kansas City metropolitan area is much less than for peer areas, conferees said. They noted transit is not available in any form in some areas of the state. Conferees also requested more support for regional dispatch and more regional mobility managers to help reduce costs and duplication.

Conferees also noted transit can reduce congestion, integrated transportation systems contribute to economic development, and improvements are needed to improve the safety of transit users.

### ***Specific Projects***

Conferees requested projects to address needs for bridge decking, interchanges, roadway expansion, and route modernization. Locations of requested projects are illustrated in Appendix B to this report.

**Modernization.** Proponents for route modernization overwhelmingly cited safety as the reason for their requests. The term “modernization” for purposes of this report refers to projects to widen roadways, add or widen shoulders sufficient to allow a vehicle leaving the roadway to easily re-enter the roadway and to allow a disabled vehicle to pull over, increase line-of-sight distances, and flatten curves.

*(Note: Usage of terms such as “modernization” in this report may not reflect how those terms are used by KDOT. In some cases, conferees requested improvements in more than one category, such as a project with both modernization and expansion components.)*

*(Note: The number in parentheses is the number of conferees requesting this particular project.)*

## **Northeast Kansas (KDOT District 1)**

### ***Modernization***

**Polk-Quincy Viaduct (I-70, in Topeka) (8).** Conferees stated economic development in that area of Topeka is stymied by lack of certainty on the route of the viaduct’s replacement. They also cited safety concerns, noting the corridor does not meet current design standards regarding the angle of the curve in the viaduct, shoulder width, placement of exits, and lengths of acceleration and deceleration lanes. The deceleration required by the curve and serious crashes on the viaduct slow I-70 freight movement, they stated.

**K-31, US-56 to US-75 (2).** Conferees cited safety concerns and economic development as reasons for the project. They noted the route is a connector between major highways; its narrow width and lack of shoulders create hazards; it was a T-Works project; it is used by vehicles as varied as horse-drawn buggies and heavy commercial vehicles; and its importance to commuters, emergency services, and school buses. Safety concerns block economic development, they stated. They noted the City of Osage City’s willingness to partner with KDOT on the project.

**K-68, I-35 to the Missouri line (9).** Conferees noted recent significant increases in use of this route by heavy commercial vehicles and

commuters and its potential as part of an outer loop around the Kansas City metropolitan area. They stated improvements between US-69 and US-169 had been expected under T-Works, and development in the area would increase the cost of right-of-way (ROW) acquisition. Another conferee noted a need for a connector between I-70 and I-49 without specifying K-68. Also requested was reconstruction of US-68 within the Gardner city limits.

**K-7 north of I-70 (1).** The conferee requested solutions to improve safety and travel times, including upgrades regarding turning movements.

### ***Expansion***

**K-7 to I-435 (1).** The conferee requested KDOT study and advance a new corridor to connect K-7 to I-435 at the existing Wolcott interchange.

**K-7 and Prairie Star Parkway bridge (1).** The conferee stated the bridge has insufficient capacity and no service for pedestrians or cyclists.

**K-7, 79<sup>th</sup> Street north to the Kansas River (1).** The conferee urged completion of this urban project.

**K-10, South Lawrence Trafficway (SLT) (3).** Conferees from Lawrence and Douglas County requested completing to four lanes the western section of the SLT portion of K-10. They noted the opening of the eastern leg of the SLT had greatly increased traffic, creating significant congestion on the two-lane western leg at peak times and an increasing number of crashes. They also discussed economic development associated with the SLT and opportunities to be created by expansion.

**US-69 south of I-435, in Johnson County (24).** Conferees cited congestion from high traffic volumes and its related negative effects on highway-user safety and on economic development as reasons for requesting an increase from four to six lanes on this portion of highway. They noted the congestion and safety issues are detrimental to the area's ability to attract and keep employees, access businesses along that commercial corridor, and attract additional economic development, and the area has become a

bottleneck for efficient freight movement. Conferees also noted the existing roadway has increasing maintenance issues and cited as reasons for advancing this project tourism, K-12 enrollment, its use by higher education students, and local investment already made in projects anticipating this improvement.

**I-35 at 75<sup>th</sup> Street in Shawnee (1).** The conferee requested additional lanes for I-35 at 75<sup>th</sup> Street.

### ***Interchanges***

#### *KC Metro*

I-35, I-435, and K-10 (next phase of the Gateway Project) (2).

I-35 at 75<sup>th</sup>, Gardner Road, 119th, 183rd (Moonlight), US-56 (to an urban diamond) (2).

I-435 at I-70, Johnson Drive, Parallel Parkway, State Avenue (2).

I-435 at 95<sup>th</sup> (1).

I-70 and the Turner Diagonal (1).

K-7 at Hollingsworth Road and at additional unspecified intersections in Wyandotte County (2).

K-10 and Lone Elm Road (1).

US-56 at Waverly Road (1).

A grade separation on 207<sup>th</sup> Street, near Logistics Park Kansas City (2).

#### *Elsewhere*

K-10 at US-59 (1).

KTA interchange at I-470 and SE 29<sup>th</sup> Street, Topeka (1).

Conferees cited safety, congestion, and economic development reasons for those interchange improvements. They specified concerns about the safety of employees using those interchanges and positive effects on economic development when employees,

commercial vehicles, and others move safely through those corridors and access the local routes.

**Local roads.** 207<sup>th</sup> Street east of Waverly Road, the entrance to Logistics Park Kansas City Phase II, was noted as a significant project (2).

**Connecting link.** US-56 through Gardner (1). The conferee requested reconstruction of this city connecting link.

### *Corridor Studies*

**K-113 (1).** The conferee requested a study of the K-113 corridor, to determine enhancements and to address safety and capacity concerns.

**I-70 and US-75 (1).** The conferee stated modeling shows this to be the most congested portion of the region's highway system by 2040.

**Preservation work** on I-70, I-470, I-335, US-24, and US 75 in Shawnee County was requested (1).

## **North Central Kansas (KDOT District 2)**

### *Modernization*

**K-4, at Lindsborg (1).** The conferee requested demolition of an overpass on K-4, which would allow the expansion of Bethany College and offer additional economic development options as well as improving bicycle and pedestrian connections.

**K-4 in southern Saline County (1).** The conferee requested completion of this roadway project, which had been expected to be a T-Works project.

**K-177, I-70 to Council Grove (65).** Conferees focused on safety problems with this route, stating safety concerns may limit economic development in tourism, new residents, and industry; their safety concerns included lack of shoulders, steep drop-offs, blind spots, and dangerous curves. They noted the route is very scenic, increasing numbers of tourists visit the Flint Hills, and the route is used frequently for transporting students, with very few places for stopped buses to leave the lane of traffic. Conferees stated they expect increasing residential

development along the corridor, mainly associated with the National Bio and Agro-defense Facility in Manhattan and developments at Fort Riley. They noted agricultural equipment much wider than half the roadway must use the route, which also is used to transport oversize loads, and detours add a number of miles, on county roads.

### *Interchanges*

**I-135 at Wells Fargo Road in McPherson County (5).** Conferees stated the project would open developable land to commercial and residential development, as well as ease commercial and commuter traffic concerns. Widening the current road and widening a bridge would be included in the project.

**US-81 at 1<sup>st</sup> Street in Concordia (1).** The conferee stated current traffic patterns create a safety hazard, as the intersection is frequently used by large trucks, particularly during harvest seasons.

### *Local Road*

**Magnolia Road, Salina (1).** The conferee cited capacity and safety concerns on this main route from I-135 to higher education facilities and stated the route is key to airport and other industrial development.

## **Northwest Kansas (KDOT District 3)**

### *Modernization*

**K-23, I-70 to Gove (1).** The conferee requested this road be widened and stated it is heavily used by large agriculture-related trucks and other vehicles.

**K-181, Downs to the Osborne-Mitchell County line (1).** The conferee stated the route has minimal shoulders, has a narrow roadbed, and was built for 48,000-pound loads.

**K-383 in Phillips and Norton counties (6).** Conferees cited safety concerns for this route and its use by heavy commercial vehicles, stating traffic volumes, particularly of heavy trucks and oversize loads, have increased significantly in recent years as it is used to link I-70 to I-80 and also as a route to southwest Kansas. The route's narrowness, lack of passing opportunities, and

outdated design also contribute to safety concerns, they stated. They noted portions in an adjoining county have been improved and that reduction in rail service in the area has contributed to increasing truck traffic.

**US-281, Osborne to Russell (2).** The conferees cited safety and congestion issues, some attributable to a roadbed 24 feet wide used by agricultural equipment 18 feet wide in folded-up position. They described guardrails too low to be effective and county costs and safety issues related to a portion of the roadway sloughing to one side. The portion from Russell to K-18 was on the T-Works list.

### ***Interchange***

**I-70 and 230<sup>th</sup> Avenue, Hays (1).** The conferee requested KDOT flexibility in use of economic development funds that have been tied to development of a truck stop at this location. The truck stop remains unbuilt after five years, but the area has otherwise been developed.

### ***Local Projects***

**230<sup>th</sup> Avenue, Hays (1).** The conferee stated 230<sup>th</sup> Avenue has become a *de facto* bypass for US-183, in part because it has no height restrictions, and development has taken place along the route. The conferee reviewed state and federal as well as local moneys available to improve and pave this route.

**County Road 388, Osborne County (1).** The conferee said this route links Osborne with Downs and Tipton and has no shoulders and a narrow roadbed.

### **Southeast Kansas (KDOT District 4)**

#### ***Expansion***

**US-69, Crawford and Cherokee counties (27, plus a resolution from the Crawford County Board of County Commissioners).** Conferees referenced primarily economic development and safety reasons for completing four lanes of US-69 south to the Oklahoma line. They stated access to a four-lane highway is often a determining factor in business location, cities along the entire route of US-69 would benefit from this link to I-44 in Oklahoma, Kansas is competing

with Missouri for benefits associated with north-south transportation routes, and studies show the completion would lead to an additional 4,000 jobs for the area. Those who focused on safety noted a history of and continuing high numbers of crashes on two-lane portions of US-69, the increasing number of heavy commercial vehicles, lack of passing opportunities, and the safety of students traveling to Pittsburg State University (including the impact of those students on the local economy). Two conferees also requested a bypass at Arma to improve safety by providing an option for heavy commercial vehicles.

**US-75, Caney to Oklahoma line (1).** The conferee requested KDOT expand US-75 south of Caney, citing its importance to economic development, and stated this improvement had been included as a T-Works project.

**US-169 (2).** Conferees urged purchase of ROW to allow this highway to eventually be expanded to four lanes along its route.

**US-400 (2).** Conferees cited economic development and increased traffic between US-69 and US-169 as reasons for expanding this route to four lanes. (This also was supported by resolutions from the governing bodies of the City of Parsons and Labette County.)

#### ***Modernization***

**K-31 in Coffey County (1).** The conferee cited safety concerns and requested gravel shoulders.

**K-68, I-35 to the Missouri line (9, plus a resolution from the governing body of the City of Paola).** Conferees noted recent significant increases in use of this route by heavy commercial vehicles and commuters and its potential as part of an outer loop around the Kansas City metropolitan area. They stated improvements between US-69 and US-169 had been expected under T-Works, and development in the area would increase the cost of ROW acquisition. Another conferee noted a need for a connector between I-70 and I-49 without specifying K-68. Also requested was reconstruction of US-68 within the Gardner city limits.

**K-99 in Chautauqua County (13, plus a resolution from the Chautauqua County Board of County Commissioners).** Conferees cited safety and economic development reasons. They pointed to a high crash rate and their safety concerns include a narrow roadbed, a lack of shoulders, and the route's use by oversize loads due to the absence of overpasses. They stated the roadway is too narrow to allow two oversize vehicles to pass each other going opposite directions, described steep drop-offs, and noted the route's use by school buses and users of a Boy Scout facility. The conferees stated some businesses no longer allow their commercial vehicles to travel on the route due to the safety issues. They noted portions in an adjoining county have been improved.

**US-59 in Garnett (1).** The conferee requested adding left-turn lanes, which had been scheduled as a T-Works modernization project.

**US-160 in Elk County (2).** The conferees cited safety concerns related to the roadway's narrow width and lack of shoulders, particularly as the route is heavily used for school transportation. They noted portions in an adjoining county have been improved.

**US-169 (13).** Conferees cited economic development and safety reasons. They noted the route's use as a freight corridor between Kansas City and the Tulsa/Port of Catoosa area leads to congestion and requested passing lanes. They noted the area has industry and is heavily dependent on exporting its products. Portions particularly noted are through Thayer and Coffeyville (9) and between Welda and Garnett (11), the latter primarily for safety reasons due to a narrow roadway and steep drop-offs. (Resolutions from the cities of Coffeyville, Garnett, Humboldt, and Chanute and Allen County support improvements on US-169 plus related interchange improvements.)

**US-400 (2).** Conferees thanked KDOT for adding some passing lanes on the route to Wichita but requested more, citing results of a study, to decrease travel times and reduce the number of crashes on that route.

## *Interchanges*

**K-126 at Free King Highway, Pittsburg (1).** The conferee requested a roundabout at this intersection next to the high school due to safety concerns and stated the project is among the city's top unfunded local projects, which also include drainage, shoulder, geometric improvement, traffic sign replacement, and pedestrian crossing projects.

**US-69 at 640 Avenue, Arma (1, plus resolution from the Crawford County Board of County Commissioners).** The conferee requested lowering the speed limit and taking additional steps to improve safety at this intersection.

**US-75 at 8<sup>th</sup>, 15<sup>th</sup>, and 22<sup>nd</sup> Roads, Coffey County (1).** The conferee requested asphalt shoulders along this route and turning lanes at these intersections to improve safety.

**US-169 at K-47 (8).** Conferees requested redesign of the intersection or an overpass for safety reasons.

**US-169 at US-160 (9).** Conferees requested an overpass at this intersection, for safety reasons.

## *Preservation*

**Resurfacing of US-169 in northern Allen County (3).** Conferees requested priority for this preservation project.

## **South Central Kansas (KDOT District 5)**

### *Expansion*

**K-96, Hillside to Greenwich (5).** Conferees stated this four-lane section has reached capacity due to considerable growth along the corridor, and development is continuing.

**K-254, Northwest Expressway, Wichita (6).** Conferees stated this project, planned for more than 20 years, is important for economic development and safety and urged a timeline for its completion. They stated governmental and private decisions have been based on those plans and the project would open opportunities for economic development, provide more efficient freight flows, allow more efficient access to a major medical facility built in the area because of

plans for the project, and improve safety for commuters.

**US-54 across Kansas, four lanes (1).** The conferee stated, without a major east-west route, Wichita is at a disadvantage in attracting and retaining companies.

**US-54, east of Wichita to Prairie Creek Road in Andover (1).** The conferee urged this expansion to alleviate congestion for commuters and accommodate freight movement into southeast Kansas and western Missouri.

**US-54, east of Wichita to Augusta (2).** The conferees stated this expansion is necessary to avoid a bottleneck in Butler County after improvements in eastern Wichita are completed.

**US-54, 119<sup>th</sup> Street West to 135<sup>th</sup> Street West (5).** The conferees requested expansion of this highway and construction of new interchanges at 119<sup>th</sup> Street West and 135<sup>th</sup> Street West. They stated the projects are necessary to meet the demands of growth in that area and to close the gap with a future interchange for a Northwest Expressway.

**US-54/400, Kingman Bypass (4).** Conferees included this as a regional priority and stated delays in completing this bypass are disincentives to new development in the city's business district. They also noted safety concerns and congestion related to heavy truck traffic through the city. A representative of the City of Kingman requested consideration of a different entrance to the city than previously planned.

**US-54, Pratt Bypass (4).** Conferees described this portion of US-54 as a major freight route needing improvement. They noted safety and congestion issues related to the large number and proportion of heavy trucks and oversize loads traveling through the city. They stated ROW has been acquired.

### ***Modernization***

**K-14/96 in Reno and Rice counties (18, plus a resolution from the governing body of the City of Lyons).** Conferees stated the Northwest Passage, Wichita to Hays, has been planned for

many years and improvements to a super-two highway on approximately 18 miles of the most dangerous section had been listed as a T-Works project. They cited safety concerns, including a narrow roadway, inadequate shoulders, train crossings, and heavy truck traffic. They stated the highway is important to industry, commuters, students, and those seeking health care at regional centers. They described efforts by local governments to advance this project and stated the project will assist economic development efforts in the region. A direct connection to the City of Lyons was requested.

**K-254 (3).** Conferees cited safety concerns for commuters and students using this route and noted its increasing industrial, commercial, residential, and entertainment development. They noted high crash rates, particularly as vehicles exit and enter at interchanges without acceleration or deceleration lanes. They also requested additional safety features, such as rumble strips, lighted stop signs, and overpasses.

**US-50 (2).** Conferees stated the route should be recognized as a major intrastate and interstate freight route, with high numbers of oversize loads, harvest vehicles, commuters, and other industrial traffic in Harvey County, and they requested safety improvements, including passing lanes, along the entire route in Kansas.

**US-54, Kingman County (1).** The Board of Commissioners stated completion of improvements is critical to the economy. They noted safety issues related to its design and its use by oversize freight and slow-moving agricultural vehicles.

**95<sup>th</sup> Street South, Woodlawn Boulevard to US-81, Wichita (3).** The conferees expressed support for development of a parkway system in this area as a loop road for Wichita, based on expected congestion. Their requests included a new bridge over the Arkansas River, grade separation at a railroad crossing, and a new turnpike interchange.

### ***Interchanges***

**North Junction, Wichita: I-135, I-235, K-96, and K-254 (11).** Conferees stated this interchange is the highest priority project for the Wichita

metropolitan area because of its impact on local, area, state, and interstate transportation. They stated the area handles more than four times as much traffic as it was designed to carry, and daily traffic and the numbers of crashes are increasing. They described steps local governments have taken to advance this project.

**I-135 at 36<sup>th</sup> Street, Newton (2).** Conferees noted this intersection is on the designated freight route to Logistics Park Kansas City and the Newton Industrial Park. They stated the project is shovel-ready and described local contributions to it.

**I-135 and US-50 (1).** The conferee stated trucks used by two of the largest businesses in Harvey County must use a different exit and negotiate roundabouts because of the outdated design of this interchange.

**K-96 at Sterling (1).** The conferee urged a single interchange on a modernized K-96 as close to Sterling as possible.

**K-254 at Rock, Webb, and Greenwich roads and other intersections (6).** Conferees stated traffic volumes are increasing on this corridor and crash rates are high, and they requested safety improvements, including interchange redesign at Greenwich Road, acceleration and deceleration lanes, and pedestrian overpasses. They cited safety concerns of businesses for their employees and customers.

**US-50 and Meridian, Newton (2).** Conferees stated the design of the current intersection is outdated and unsafe. They noted its use by industry in the area.

**US-54 at 143<sup>rd</sup> Street East, Wichita (2).** Conferees cited congestion at this intersection, particularly as improvements to US-54 in eastern Wichita are being completed.

**US-54 and I-235 (3).** Conferees requested replacement of two cloverleaf interchanges with flyover ramps, citing congestion problems related to the current design.

**US-54, Goddard (1).** The conferee stated the highway carries more than 20,000 vehicles a day

through the city and there are very few places where pedestrians and cyclists may safely cross the highway.

**US-54 at 100<sup>th</sup> Avenue, Pratt (1).** The conferee stated this intersection, where four lanes decrease to two, has no acceleration or deceleration lanes and the area is used by an increasing number of trucks.

## **Southwest Kansas (KDOT District 6)**

### ***Expansion***

**US-50/400, Dodge City to Cimarron (2).** The conferees requested completion of this T-Works four-lane expressway project.

**US-54 (9).** Conferees requested four lanes for US-54, ultimately its entire length west of Wichita but including segments between Wichita and Mullinville and from Liberal to Mullinville, and smaller projects, including segments between Liberal and Kismet. Widening US-83 to three lanes between Liberal and Mullinville also was suggested. Conferees listed safety issues related to congestion as their major concern, noting crash rates were reduced on current four-lane segments and the crashes on the four-lane segments were less severe. Conferees noted US-54 is heavily used by local industrial and agricultural businesses and is a major freight corridor between Kansas City and the ports of Los Angeles and Long Beach. Commuters and tourists also use the route. One conferee suggested an interim step would be continuous three lanes for passing. They stated improvements are critical to current businesses and to economic development in the area.

**US-83, at Garden City (1).** The conferee requested bypasses to the northeast and southwest of Garden City, stating the current bypass now serves as a city street.

**US-83, Liberal to Garden City (1).** The conferee requested continued planning for and development of four lanes from Liberal to Garden City.

**US-400, Dodge City to Mullinville (1).** The conferee requested continued planning and development of four lanes for this portion and ultimately Dodge City to Wichita.

## ***Modernization***

**K-156 (3).** The conferees requested improvements for safety. They stated this route is used as a freight route, including by oversized loads such as wind turbine components, and by oversized agricultural equipment, and the roadway is narrow and lacks shoulders vehicles can use to pull to the side. They noted it is the main route over which area students are transported.

**US-83 (12).** Conferees requested safety improvements, primarily passing lanes, from I-70 to the Oklahoma state line. They described its use by large numbers of commercial vehicles, slow-moving agricultural equipment, school buses, commuters, and area residents accessing regional health services. They stated congestion delays commercial vehicles and deters economic development. The specific requests included reconstruction from Liberal to Sublette and expanding passing lanes and shoulders between Garden City and Scott City. Also requested was acquisition of ROW for future expansion to four lanes.

## ***Interchanges***

**US-50/56 and 126 Road, Spearville (3).** Conferees stated improvements to this intersection are needed for reasons of safety and traffic flow. They noted school and truck stop traffic use the intersection.

**US-50/400 and K-25, Lakin (1).** The conferee requested a traffic light at this intersection, stating traffic counts have significantly increased in recent years due to new agricultural facilities in the area and stop times for those wishing to cross K-25 can range up to eight minutes. He noted children use the intersection to access school and an aquatic center and Lakin is the only county seat with no traffic control light at an intersection with a state highway.

**US-54 at Salley Road and US-83, Liberal (1).** The conferee noted Salley Road connects US-83 to US-54 and stated the lack of a turning lane for northbound traffic creates a hazard.

**US-54 at US-83, Liberal (1).** The conferee cited congestion at this “six-points” intersection,

stating it is not uncommon to wait for four or five light changes to get across.

**US-54 at Copeland Road, near Plains (1).** The conferee requested a left-turn lane and an acceleration lane onto US-54 westbound, noting the intersection’s use for vehicles transporting students.

**US-54, Liberal to Kismet (1).** The conferee requested dedicated left-turn lanes, deceleration lanes, and acceleration lanes at intersections along this segment, as well as passing lanes, for safety reasons.

## **CONCLUSIONS AND RECOMMENDATIONS**

The Joint Legislative Transportation Vision Task Force finds it is imperative the State of Kansas provides consistent, stable funding in order to maintain a quality transportation system. The Task Force notes the negative impacts of transfers from the SHF on system quality and on the ability of the State to respond to economic development opportunities and system improvement needs.

### **Preservation, Modernization, and Expansion of Highways**

The Task Force recommends any new program authorize general transportation planning for at least ten years and include funding for preservation, modernization, and expansion and economic opportunity projects (further discussed below). The Task Force also recognizes a new program cannot maintain or enhance the current system unless dedicated funding for the program is left in the program and not transferred to other needs.

The Task Force finds the top transportation priority for the State must be to restore funding for preservation to protect the investment Kansans have made in their transportation system. It recommends the SHF receive and retain moneys sufficient to maintain or improve the health of the transportation system in Kansas at a steady state, looking at subsurface as well as surface quality. It notes KDOT testimony indicated a combination of funding preservation at \$500.0 million annually plus funding modernization and expansion at \$100.0 million annually, or funding preservation at

\$600.0 million annually, would begin to return the system to a steady state.

The Task Force recognizes the importance of expansion projects tied to economic development opportunities and modernization projects to improve system safety and made possible with funding in addition to that needed for preservation. It recommends the 21 modernization and expansion projects announced under T-Works but delayed be the top priority modernization and expansion projects and be let within 4 years, after consultation with local officials regarding each project's continuing priority. The Task Force understands, based on testimony, that it will be difficult to garner support for a new program unless T-Works promises are fulfilled. It notes KDOT officials testified to costs of approximately \$500.0 million for the delayed T-Works projects if those projects are completed within the next four years, and it encourages faster completion of those projects if resources allow. The Task Force notes conferees in 2018 requested projects estimated to cost more than \$7.5 billion in total, including economic development projects, expansion projects, and modernization projects that improve safety in ways including widening shoulders. It notes economic opportunities and changing system demands will require additions to the current list of modernization and expansion projects and recommends KDOT plan for those additions by consulting with local officials, continually reviewing priorities, and completing such planning and design work as appropriate to ensure a continuous list of projects.

The Task Force supports continuing emphasis on practical improvements to the state's transportation infrastructure.

## **Funding**

The Task Force notes sales tax revenues are statutorily directed to the SHF and recommends the Legislature review the role of the sales tax in transportation funding and examine additional sources of funding for transportation. It recommends the Legislature review potential sources of additional funding, including increasing registration fees, motor fuels taxes, and fees for oversize vehicles, and new fees specific to alternative-fuel vehicles, which should be

commensurate with fuel-tax amounts paid to operate vehicles of similar weight.

The Task Force recommends statutes be amended to authorize KDOT, working with the KTA, to collect tolls to offset a portion of the cost of construction, maintenance, or both of transportation infrastructure improvements that add capacity and remove requirements such tolls cover all costs. It further recommends tolling be considered for individual projects for which the Secretary of Transportation has determined, in consultation with local officials, that traffic volume, local contribution, or other relevant reasons make such tolling option worthwhile and such tolling is acceptable to the affected local communities. The Task Force suggests the Legislature consider authorizing the Secretary to proceed with specific tolling projects the Secretary determines to be feasible and acceptable to the affected local communities.

The Task Force recommends the Legislature consider removing the requirement in state law that each KTA toll expressway project be financed wholly through the investment of private funds in toll road revenue bonds.

The Task Force finds increasing vehicle fuel efficiency, alternative-fuel vehicles, and other factors have contributed to motor fuel tax revenues not keeping pace with transportation needs. It urges KDOT to partner with the Kansas Department of Revenue and other appropriate parties to investigate funding alternatives, including a fee based on vehicle miles traveled, drawing on the experiences of states at various stages of implementation of such a fee.

The Task Force finds geographic equity continues to be important in the distribution of state moneys spent on transportation in Kansas. It recommends, at a minimum, maintaining and fulfilling commitments to spend the \$8.0 million per county statutorily required before June 30, 2020. It further recommends the Legislature address geographic equity by requiring a minimum to be spent in each county in a specified period after the current T-Works statutory deadline for spending \$8.0 million in each county.

The Task Force urges pursuit of all federal funding opportunities available to advance transportation in the state, including funding opportunities linking KDOT with nontraditional partners, such as the U.S. Department of Agriculture.

### **Local Programs**

The Task Force affirms local transportation needs exceed available resources and some portion of SHF moneys should be directed to local governments to meet those needs. It also notes increased local participation may be required for local projects, and it recommends the Legislature consider authorizing revenue-increasing options including, but not limited to, an exemption in the tax lid statute (KSA 2018 Supp. 79-2925c) for transportation purposes and modifications to demand transfers.

The Task Force supports the KDOT project selection process for expansion and modernization projects but recommends additional priority for projects that incorporate practical improvements, offer opportunities to remove unnecessary transportation infrastructure from the system, identify priority corridors, and include local participation. It finds weighting for local participation should be based on equity of effort as measured by population, resources, or both. It notes tolling could be considered as a component of local participation.

The Task Force recommends the Legislature review the statutory amounts for payments to cities for city connecting links maintenance, which have not increased since 1999.

The Task Force recommends reinstatement of the Kansas Local Bridge Improvement Program.

The Task Force recommends continuing the Federal Funds Exchange Program at its current rate of \$0.90 to the local entity for each \$1.00 in federal funds.

### **Modes of Transportation Other than Personal Vehicles**

The Task Force recognizes the increasing roles of transit, passenger rail, and active transportation in the overall Kansas transportation system and the

continuing importance of aviation and freight railroads to the state. It notes increased demand for transit and active transportation infrastructure in both rural and urban areas to connect Kansans with work opportunities and to services needed by all Kansans. It recommends the Legislature and KDOT consider increasing amounts to these transportation modes by a total of an additional \$20.0 million and encourages increased KDOT participation in these portions of the transportation system, including completion of an update to the 1995 Kansas Bicycle and Pedestrian Plan and consideration of a complete-streets policy.

To maintain and improve passenger rail service in Kansas, the Task Force recommends a separate statutory fund similar to the State Rail Service Improvement Fund but dedicated to passenger rail. It also urges KDOT to finalize its current study of passenger rail service between Newton and Oklahoma City to determine needs and potential costs and benefits to Kansas. The Task Force suggests light rail be investigated for the Kansas City metropolitan area.

### **Other Recommendations**

The Task Force recommends the Legislature consider regular oversight of state transportation needs and resources either by a standing committee or standing committees or by interim committees requested by the Chairperson of the House Committee on Transportation, the Chairperson of the Senate Committee on Transportation, or both. It recommends, at a minimum, any new plan expected to be in place for ten years or longer be thoroughly reviewed after five years.

The Task Force recommends KDOT be authorized to use alternative project delivery methods, perhaps such as those authorized under the State Educational Institution Project Delivery Construction Procurement Act (KSA 2018 Supp. 76-7,125 *et seq.*). The Task Force recommends KDOT officials work with industry representatives to develop a mutually agreeable proposal for KDOT utilization of alternative project delivery methods to procure transportation projects and present that proposal, including any necessary statutory changes, to the 2020 Legislature.

The Task Force recommends the 2019 Legislature study possible statutory changes to authorize testing of automated vehicles, connected vehicles such as trucks operating in platoons, or both in Kansas and also review in-vehicle technology and traffic management systems.

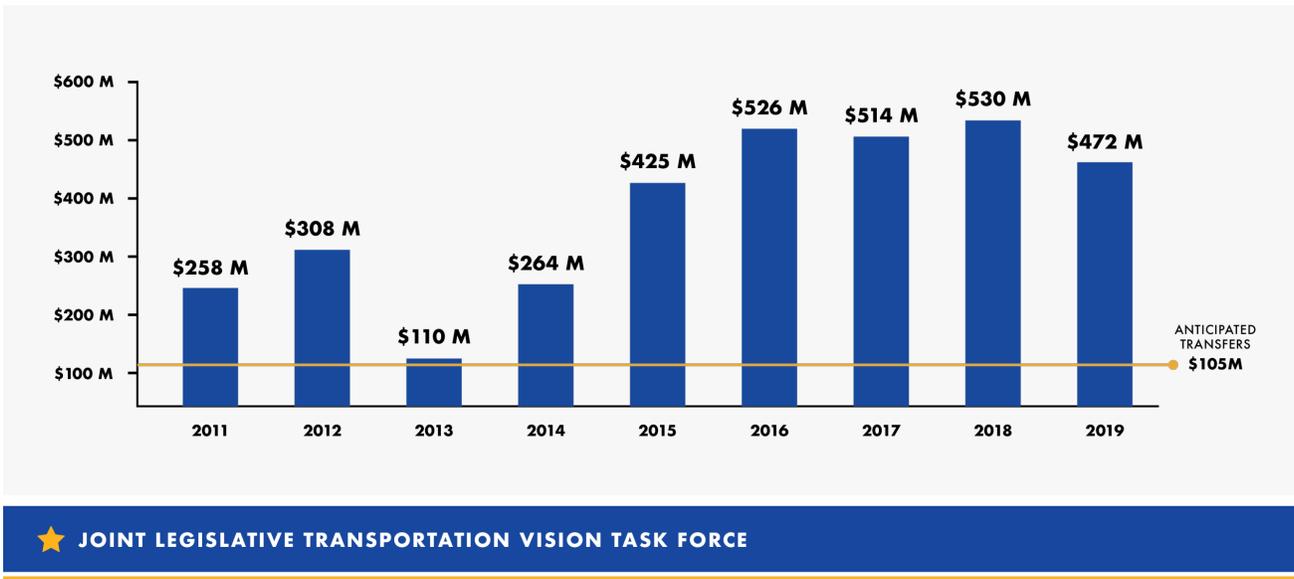
Related to implementation of these new technologies is broadband infrastructure across the state, and the Task Force recommends the Senate Committee on Utilities and the House Committee on Energy, Utilities and Telecommunications also review transportation needs related to broadband.

## APPENDIX A

All illustrations included in this appendix were presented in testimony from Kansas Department of Transportation (KDOT) officials except Illustration 7, which was presented by a representative of Burns & McDonnell, and Illustration 8, which was provided by Burns & McDonnell staff following the November 28-29 Task Force meeting.

Illustration 1

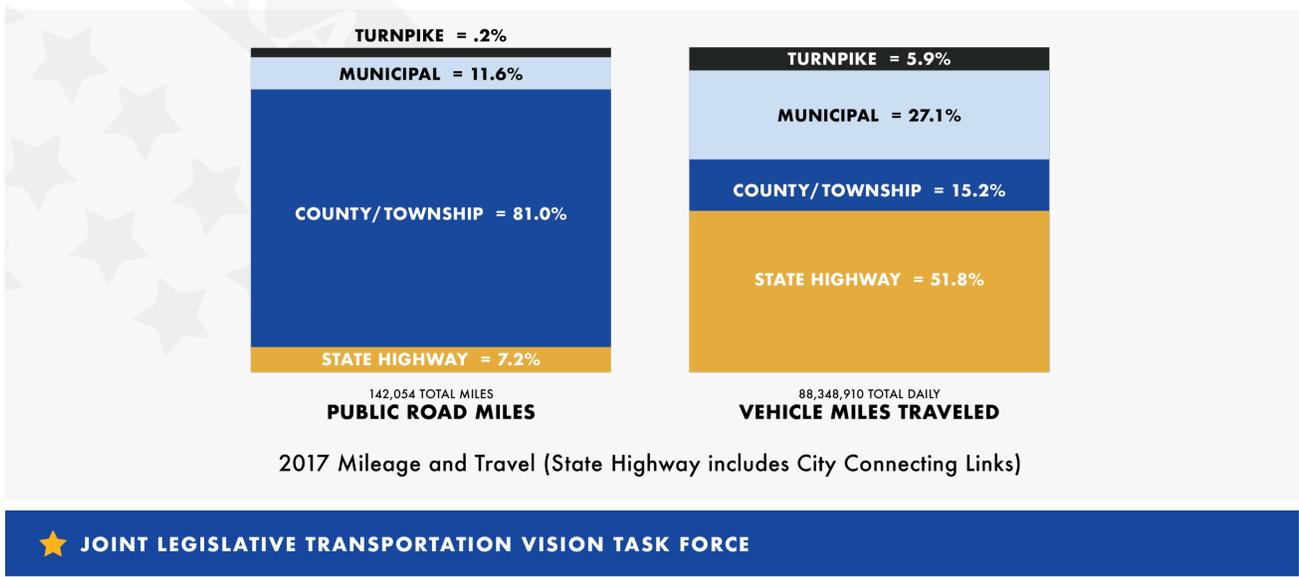
### State Highway Fund Transfers



Source: Presented by Director of Planning and Development, KDOT

Illustration 2

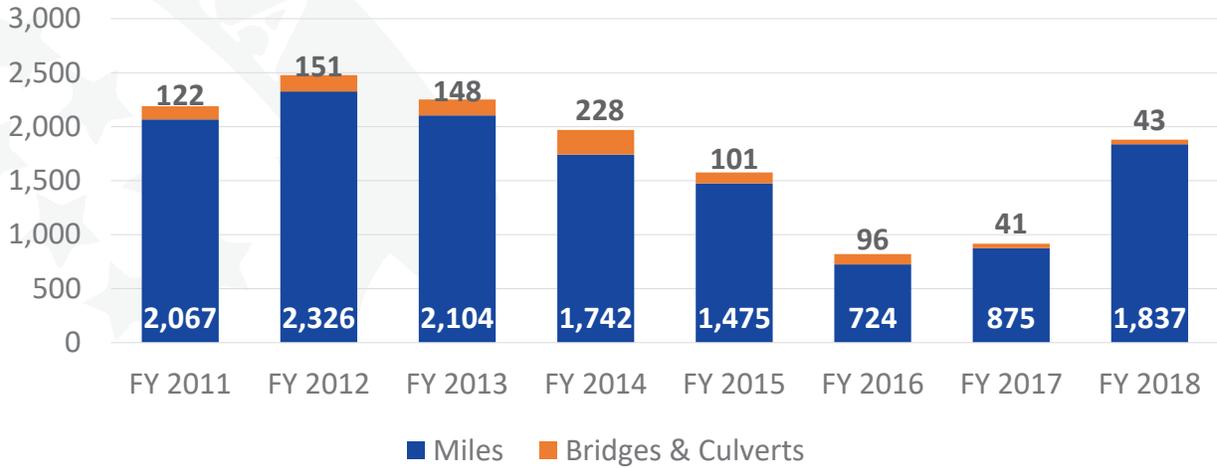
### Traffic Disproportionate to System Size



Source: Presented by Asset Management and Performance Measures Manager, KDOT

Illustration 3

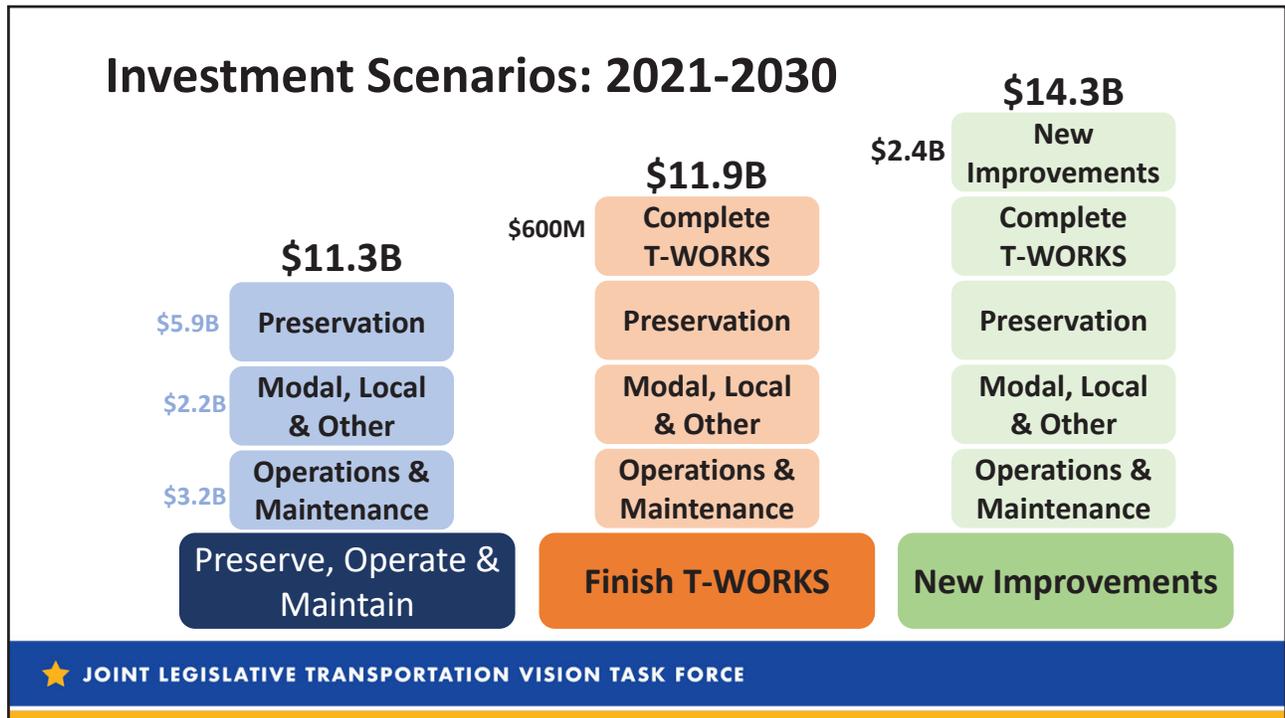
### T-WORKS Preservation Work Completed



★ JOINT LEGISLATIVE TRANSPORTATION VISION TASK FORCE

Source: Presented by Director of Operations, KDOT

Illustration 4



★ JOINT LEGISLATIVE TRANSPORTATION VISION TASK FORCE

Source: Presented by Director of Planning and Development, KDOT

Illustration 5



How is Freight Moving in Kansas Today?

Kansas Economic Measures  
Share Attributed to Freight, 2014

- Highways
- Rail
- Air Cargo
- Waterway
- Pipeline
- Intermodal
- Transload

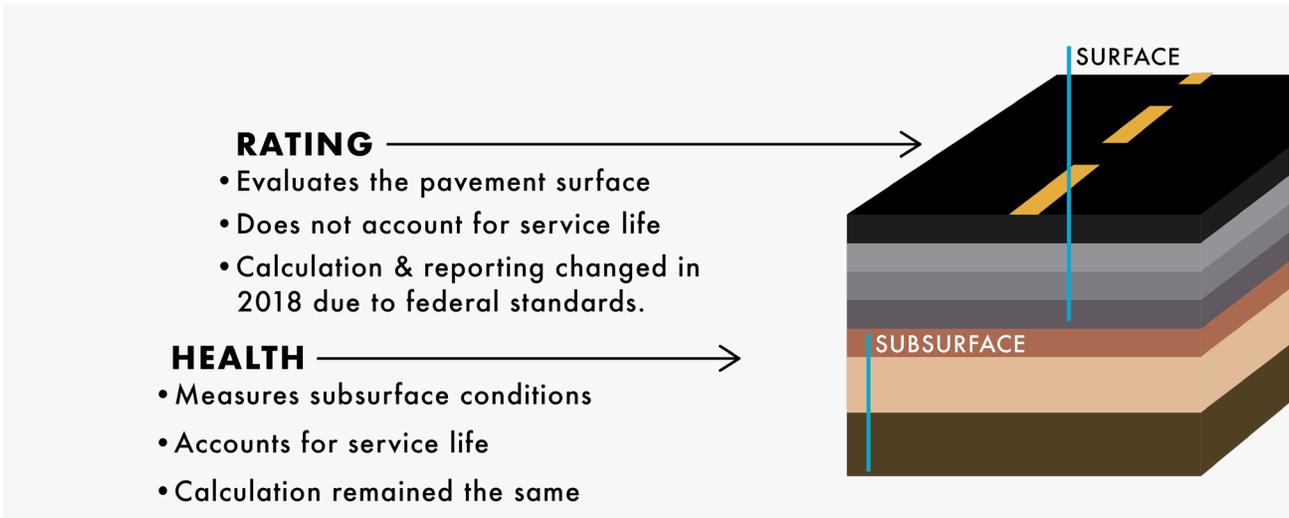
Measure	Statewide Value	Attributable to Freight	Freight Share of Total
Employment	1,883,641	819,230	43.5%
Income *	\$95,166	\$44,191	46.4%
Gross State Product *	\$150,764	\$70,969	47.1%
Output *	\$329,432	\$179,925	54.6%
Tax Revenues *	\$9,829	\$5,142	52.3%

Source: IMPLAN  
Kansas Statewide Freight Plan, 2017 \*in millions of 2014 dollars

Source: Presented by Program Manager, Office of Freight and Rail, Bureau of Transportation Planning, KDOT

Illustration 6

PAVEMENT RATING ≠ PAVEMENT HEALTH



Source: Presented by Director of Operations, KDOT

Illustration 7

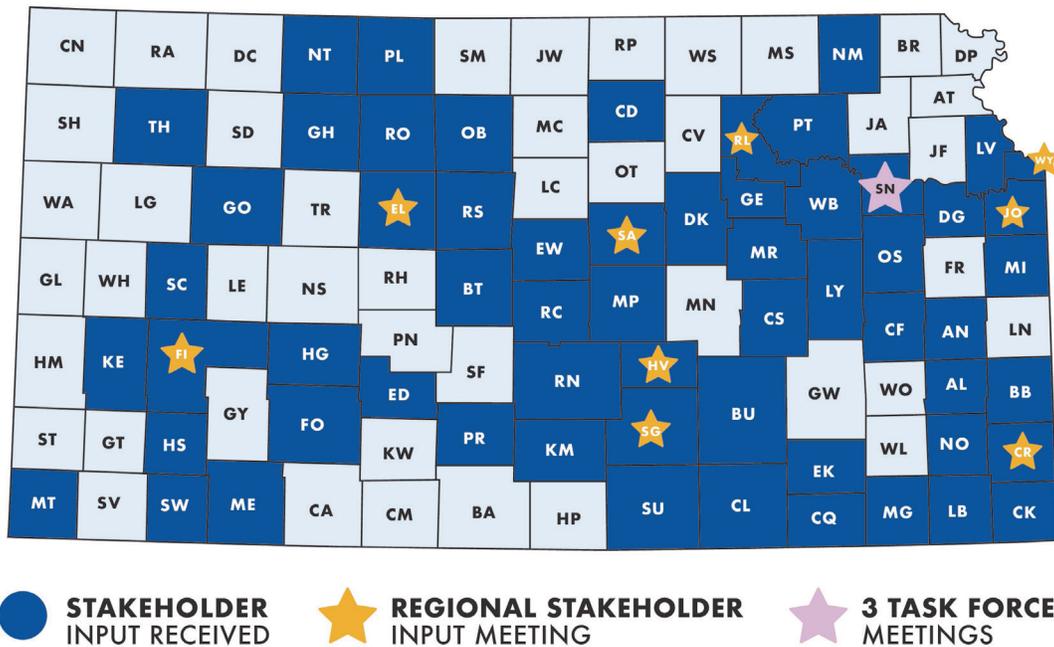
## Gap/Surplus for Scenarios by Transfer Amount

	Revenue required for FY 2021 to 2030	Ending Balance with Routine Transfers (\$105M)	Ending Balance with \$506.5 M transfers annually
<b>Preserve, Operate &amp; Maintain</b>	\$11.3 Billion	\$1.6 billion	<b>-\$2.4 billion</b>
<b>Finish T-WORKS</b>	\$11.9 Billion	\$1.0 billion	<b>-\$3.0 billion</b>
<b>New Improvements</b>	\$14.3 Billion	<b>-\$0.4 billion</b>	<b>-\$4.9 billion</b>

**★ JOINT LEGISLATIVE TRANSPORTATION VISION TASK FORCE**

Source: Presented by representative of Burns & McDonnell

Illustration 8



Source: Updated graphic provided by Burns & McDonnell

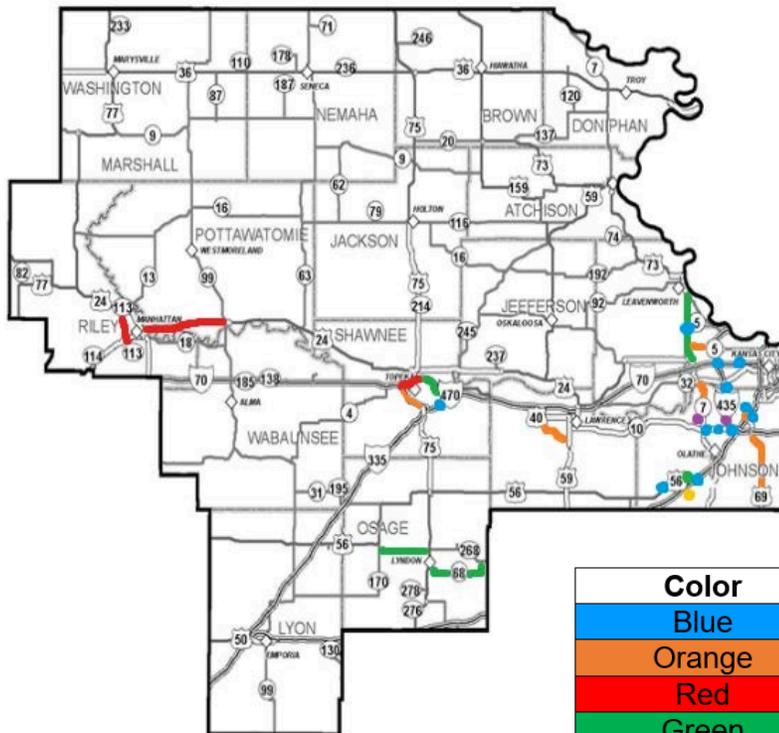
## APPENDIX B

### Projects Requested by Conferees by KDOT District



Image source: KDOT, <https://www.ksdot.org/bureaus/burrow/Propman/default.asp>

### KDOT District 1



Map source: KDOT, <https://www.ksdot.org/bureaus/divoperat/district1.asp>

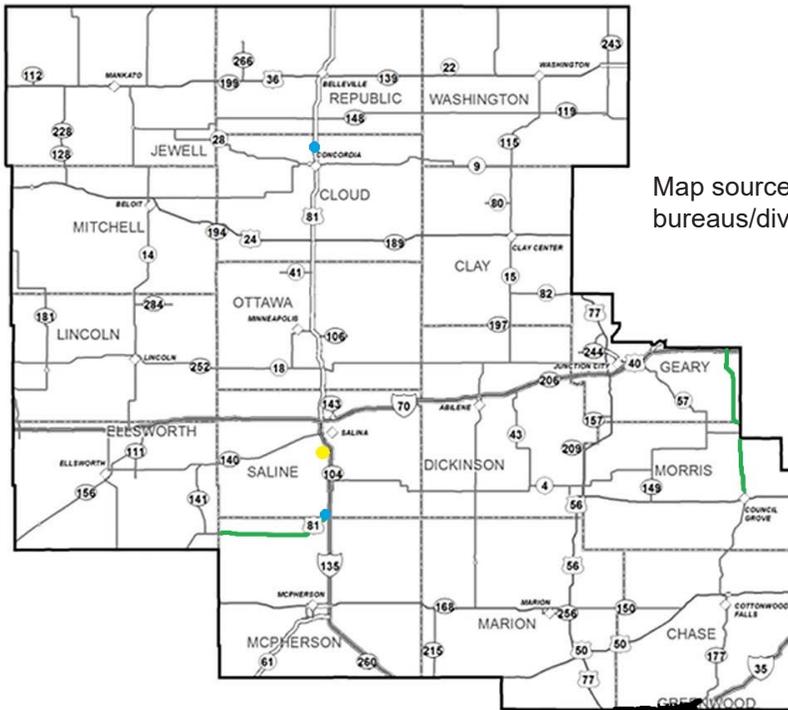
Color	Type of Project
Blue	Interchange
Orange	Expansion
Red	Corridor Study
Green	Modernization
Yellow	Local Project
Purple	Bridge

\*Preservation projects are not displayed on the map as these projects concern multiple sections of I-70, I-335, I-470, US-24, and US-75.

\*\*Some dots represent more than one project.

Project locations added by KLRD staff.

## KDOT District 2



Map source: KDOT, <https://www.ksdot.org/bureaus/divoperat/district2.asp>

Color	Type of Project
Blue	Interchange
Orange	Expansion
Red	Corridor Study
Green	Modernization
Yellow	Local Project
Purple	Bridge

Project locations added by KLRD staff.

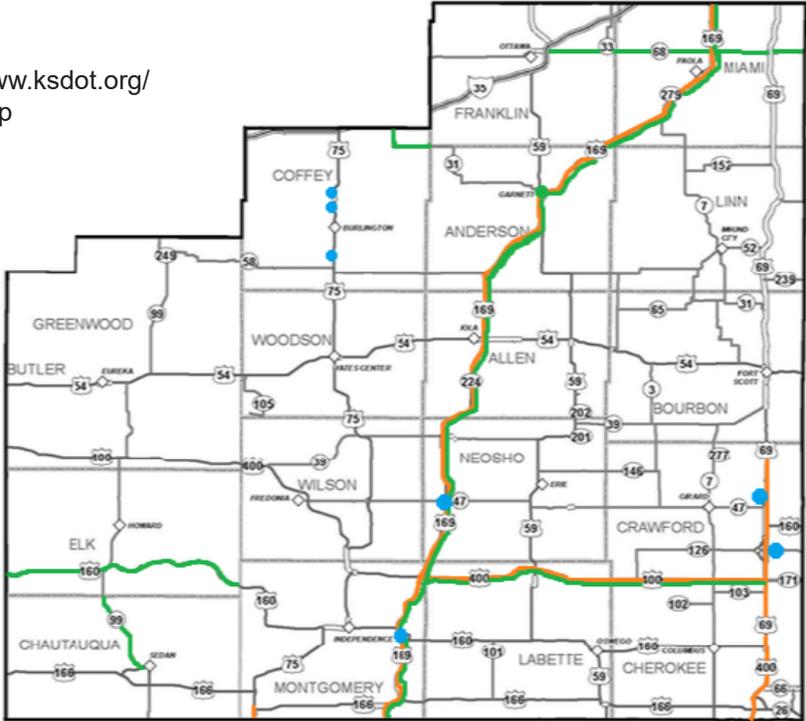
## KDOT District 3



Map source: KDOT, <https://www.ksdot.org/bureaus/divoperat/district3.asp>

### KDOT District 4

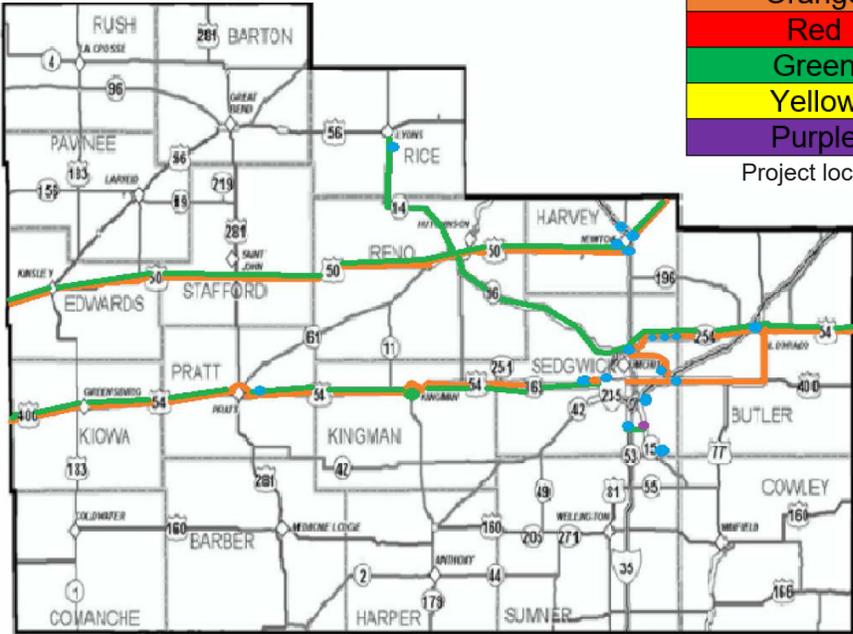
Map source: KDOT, <https://www.ksdot.org/bureaus/divoperat/district4.asp>



### KDOT District 5

Color	Type of Project
Blue	Interchange
Orange	Expansion
Red	Corridor Study
Green	Modernization
Yellow	Local Project
Purple	Bridge

Project locations added by KLRD staff.



Map source: KDOT, <https://www.ksdot.org/bureaus/divoperat/district5.asp>

## KDOT District 6



Map source: KDOT, <https://www.ksdot.org/bureaus/divoperat/district6.asp>

Color	Type of Project
Blue	Interchange
Orange	Expansion
Red	Corridor Study
Green	Modernization
Yellow	Local Project
Purple	Bridge

Project locations added by KLRD staff.