

## MINUTES

### JOINT LEGISLATIVE TRANSPORTATION VISION TASK FORCE

September 6, 2018

Kansas State University Polytechnic Campus—College Center Conference Room  
2310 Centennial Road, Salina, KS

#### Members Present

Senator Carolyn McGinn, Co-chairperson  
Representative Richard Proehl, Co-chairperson  
Senator Rick Billinger  
Senator Tom Hawk  
Senator Mike Petersen  
Senator Pat Pettey  
Senator John Skubal  
Representative J. R. Claeys  
Representative Shannon Francis  
Representative Adam Lusker  
Representative Troy Waymaster  
Jim Allen  
Matt Allen  
Mary Birch  
Mike Brown  
Richard Carlson  
Jon Daveline  
Max Dibble  
Ty Dragoo  
Chad Girard  
Steve Hewitt  
Mike King  
Kenzil Lynn  
Alise Martiny  
Jackie McClaskey  
Cameron McGown  
Donald Roberts  
Andy Sanchez  
Steve Sloan  
Kip Spray  
Bridgette Williams  
Sam Williams  
Jerry Younger

#### Members Absent

Representative Henry Helgerson

Lindsey Douglas

### **Staff Present**

Aaron Klaassen, Kansas Legislative Research Department  
Whitney Howard, Kansas Legislative Research Department  
Katelin Neikirk, Kansas Legislative Research Department  
Adam Siebers, Office of Revisor of Statutes  
Lea Gerard, Committee Assistant

### **Conferees**

Shanna Walker, Student Governing Association, Kansas State University Polytechnic Campus  
Julie Lorenz, Burns & McDonnell  
Catherine Patrick, State Transportation Engineer, Kansas Department of Transportation (KDOT)  
Ben Cleaves, Office of Finance and Budget, KDOT  
Ron Seitz, Director of Engineering and Design, KDOT  
Chris Herrick, Director of Planning and Development and Interim Chief Financial Officer, KDOT  
David Schwartz, Asset Management and Performance Measures Manager, KDOT  
Larry Thompson, Director of Operations, KDOT  
Senator Randall Hardy, 24<sup>th</sup> District  
Gregory DuMars, City Administrator, City of Lindsborg  
Senator Rick Wilborn, 35<sup>th</sup> District  
Amy Lange, City Manager, City of Concordia  
John Gough, County Engineer, Dickinson County  
D. Mitch Robinson, Executive Director, Salina Community Economic Development Organization  
Michelle Griffin, Transportation Director, OCCK, Inc.  
Jon Halbgewachs, Senior Vice President and Kansas Operations Manager, Kirkham Michael Consulting Engineers  
Edward DeSoignie, Interim Director, Economic Lifelines  
Justin Mader, Project Engineer, McPherson County  
Jeff Blosser, County Engineer and Road Superintendent, Morris County

### **Others Attending**

See [Attached List](#)

## **Morning Session**

### **Welcome and Review of Task Force Goals**

Co-chairperson Proehl called the meeting to order at 10:05 a.m. and welcomed the Joint Legislative Transportation Vision Task Force (Task Force) members and public. He introduced Shanna Walker, a student at Kansas State University Polytechnic Campus currently in her second year to become a pilot. Ms. Walker is Vice President of the Student Governing Association and the granddaughter of Dave DePue, State Director of Capitol Commission, Kansas.

Shanna Walker welcomed Task Force members and stated there are many programs at Kansas State University Polytechnic Campus involving transportation, including professional pilots, unmanned aircraft systems, and airport management.

Co-chairperson Proehl stated the meeting would include presentations from the Kansas Department of Transportation (KDOT) staff regarding the Transportation Works for Kansas (T-Works) program, highway traffic conditions, and system preservation; and an opportunity to hear from citizens regarding transportation needs of the communities in the surrounding area.

Co-chairperson McGinn thanked Task Force members and the public for attending the meeting. She noted there was important discussion during the August 6<sup>th</sup> meeting in Topeka, and from that discussion, it was noted that future Task Force recommendations should focus on two areas: goals and strategies to achieve those goals. The Task Force's goals include clearly defining transportation needs and priorities, how much funding will be required to meet those needs and priorities, and identifying future funding options that can be consistently provided for transportation in the future. Co-chairperson McGinn stated future transportation investments should be multi-modal, support the economic priorities of Kansas, be flexible, improve safety, maintain the existing system, and benefit the entire state. She also noted the recommendations, plan, or proposals put forth by the Task Force must be legislatively viable. She stated throughout the process, the Task Force will look for ways to innovate in order to maximize transportation investments. She noted the Task Force is slated to discuss issues and strategies at a later meeting ([Attachment 1](#)).

Co-chairperson McGinn noted the Task Force members have a copy of the contact information for each Task Force member ([Attachment 2](#)).

Co-chairperson Proehl remarked the Task Force members have a copy of the locations and topics that will be discussed at future meetings ([Attachment 3](#)).

## **Topics for Today and Future Meetings**

Co-chairperson McGinn recognized Julie Lorenz, Burns & McDonnell. Ms. Lorenz stated she has worked with task forces in Kansas and across the country. She noted there are many things to consider when evaluating transportation investments, and Task Force members should consider the economy of Kansas, including getting goods to market, moving products in different ways, providing jobs, and making travel safer for the people of Kansas. Ms. Lorenz stated the Task Force is an opportunity and a responsibility to evaluate the state's transportation investments. She noted there is a process to cover all statutorily required topics and for the Task Force to hear from residents across the state to understand what drives their need for transportation. She stated the Task Force process will connect vision, goals, and investments ([Attachment 4](#)).

Ms. Lorenz noted a tracking document is provided in each Task Force member's packet. If questions are asked, the question will be categorized, assigned a tracking number, and a status update to the question will be provided at each meeting ([Attachment 5](#)).

In response to a question, Ms. Lorenz stated Task Force members should submit their questions in writing.

## T-Works Progress

Co-chairperson Proehl recognized Catherine Patrick, State Transportation Engineer, KDOT, who provided an update of KDOT's responsibilities, including T-Works ([Attachment 6](#)). Ms. Patrick stated when the T-Works program was originally announced, it was an \$8.2 billion program, of which approximately \$1.6 billion included the Special City and County Highway Fund, which is a third of the motor fuel tax and is a pass-through fund within KDOT's budget. She stated 12,871 miles have been improved through preservation, modernization, and expansion projects since 2011. She noted T-Works did make a promise for \$8.0 million to be spent in each of the 105 counties. To date, 102 counties have received at least \$8.0 million; overlays and road work are currently being done in the other 3 counties. She also provided updates on rail, aviation, and public transit progress.

Ms. Patrick stated the public has been very supportive of the T-Works program, in large part because projects were selected through a transparent, merit-based process. She noted local residents provided information through the local consult process and economic impact analyses were completed for projects. She noted KDOT also accounted for projects that could increase safety. She stated KDOT received lower than expected bids during the bid process. The 25 modernization projects were estimated to cost \$1.423 billion, but the actual cost of these projects was \$1.289 billion. Ms. Patrick noted the \$133 million in estimated savings was rolled into the State Highway Fund, which allowed KDOT to work on additional projects.

Ms. Patrick stated under T-Works, KDOT was given the authority to complete one alternative project delivery method in Johnson County or Wyandotte County. KDOT selected the I-435, I-35, and K-10 interchange in Johnson County. She stated the Task Force should consider allowing another alternative project delivery method project for a future transportation plan. She noted another success is the federal fund exchange program, which allows local governments to exchange their federal funds. The current exchange rate is \$0.90 in state funds for every \$1.00 in federal funds awarded. She noted federal funds have certain restrictions.

Ms. Patrick also stated flexibility in the T-Works program allowed for KDOT to seize opportunities, such as the Amazon distribution center in Kansas City. She noted the T-Works economic development program provided \$7.0 million in 2016 for a high capacity intersection essential for the company to locate in Kansas City. She also noted challenges under the T-Works program, including State Highway Fund transfers, which have caused shifts to lighter preservation treatments, less reconstruction, the decline of overall pavement health, and accelerated bridge deterioration.

Ms. Patrick asked the Task Force to consider how to balance the completion of 21 projects that were selected in 2011 with how to be more flexible in addressing future needs. She noted a Task Force member submitted a question regarding whether a ten-year program is too long and it might be beneficial to consider a five-year program or a rolling program. She noted this may be something for the Task Force to consider going forward.

In response to questions, Ms. Patrick stated the T-Works highway progress of 12,871 improved miles is a current number and not the target number. She stated T-Works was established with a ten-year set of projects like the previous program, and funded by sales tax that was four-tenths of a cent sales tax. The sales tax was supposed to continue coming into the State Highway Fund, which would have allowed KDOT to plan for another five years after FY 2020.

In response to a question regarding the pie chart and the responsibilities with percentages, Ben Cleaves, Office of Finance and Budget, KDOT, stated the total dollar amount is approximately \$7.0 billion for KDOT's other responsibilities and approximately \$7.0 billion for T-Works projects and programs, for a total of \$14.0 billion.

In response to a question, Ron Seitz, Director of Engineering and Design, KDOT, stated the federal fund exchange program is a state decision, but the Federal Highway Administration (FHWA) supports the program. Local programs nationally is one of their highest risk areas in their funding programs and they support this program very strongly. This is a state decision on the Federal Fund Exchange Program.

In response to a question, Chris Herrick, Director of Planning and Development and Interim Chief Financial Officer, KDOT, stated KDOT will provide information to the Task Force on the projections for T-Works and the original goals of the T-Works program.

A Task Force member noted the importance of dedicated funding for future transportation needs and the current funding structure does not provide enough dedicated funding for such needs. A Task Force member asked KDOT to consider what projects could be funded in the future if sales tax was not diverted from the State Highway Fund.

## **Highway System Condition and Traffic Conditions**

David Schwartz, Asset Management and Performance Measures Manager, KDOT, provided an overview of highway system condition and traffic conditions in Kansas ([Attachment 7](#)). He provided a comparison of public road miles and vehicle miles traveled in Kansas to note although the majority of public road miles are county or township roads, the majority of vehicle miles traveled takes place on the state highway system instead of those county or township roads. He stated there are 24,833 total bridges in Kansas, with 5,131 of those bridges under KDOT's jurisdiction. He mentioned 2,825 of those bridges are on the National Highway System and those bridges must meet federal requirements.

Mr. Schwartz stated daily vehicle miles traveled has increased since the Comprehensive Highway Program, with a 28 percent increase in overall travel. He also noted the economy can have an impact on travel. He stated heavy traffic occurs on interstates and near urban areas, whereas truck traffic occurs across the state.

Mr. Schwartz provided information on how KDOT classifies each route based on average trip length, from Class A-E. Class A routes are the interstates, which are high speed and carry the longest trips. The routes are only 8.0 percent of the state highway system miles, but they carry almost half of the vehicle and truck miles traveled. The Class B routes are those roads that support the Class A routes, such as roads that feed traffic into I-35. These roads have long trip lengths and while these roads aren't all four-lanes, the two-lane roads provide a full paved shoulder. Class C routes are prominent highways, but include less trip length. Class D routes are inter-county travel and connect to higher speed roadways. Class E routes connect small towns to the highway system and carry low traffic volumes and fewer trucks. Mr. Schwartz noted these Class D and E routes carry less weight in the priority formula and they don't often receive a full replacement, such as the Class A, B, and C routes.

Mr. Schwartz noted KDOT measures system performance by utilizing a data collection van that rates the highway system performance by checking for smoothness, cracking, faulty

concrete, and rutting asphalt. These pavement performance levels are ranked as good, fair, and poor. He also stated there is a federally prescribed process for inspecting bridges and bridges are also rated as good, fair, and poor. He noted pavement rating does not necessarily mean pavement health, because the pavement rating only refers to the first layer of the pavement and not to the condition of older layers.

In response to questions, Mr. Schwartz noted the state set new targets for pavement condition of state highways and non-interstate highways in light of new FHWA guidance. If Kansas does not meet targets, the FHWA could restrict how the state spends federal dollars. He also noted the Task Force could weigh in on if the targets should be changed. He stated Kansas is in the top third in the nation for pavement condition and the pavement condition reports are available on the KDOT website.

Mr. Schwartz stated he will provide the Task Force with the target numbers for surrounding states, a chart that has pavements in deteriorating condition, and a calculation for contract maintenance based on what KDOT estimated and actual bids for pavement projects.

A Task Force member noted pavement performance levels would be expected to decrease with lighter preservation being utilized and the Task Force should consider the additional dollars needed to complete projects where light preservation has occurred.

## **System Preservation and KDOT Operations**

Larry Thompson, Director of Operations, KDOT, provided an overview on system preservation and KDOT operations ([Attachment 8](#)). He noted KDOT maintains the system through construction, reconstruction, maintenance, and preservation. The maintenance program is performed by KDOT staff and includes such activities as minor pavement repairs, guardrail repair, and culvert inspections. The preservation program is performed by contractors and includes such activities as major repair and replacement of roads and bridges. He noted KDOT invested \$312.0 million in contract preservation in FY 2018.

Mr. Thompson provided information on the six KDOT districts and the administration of these districts. He noted the most visible pavement preservation project undertaken by KDOT every year is snow and ice removal. He also stated Kansans strongly support preservation work and 66.0 percent of project lettings for FY 2011-2020 were preservation projects.

Mr. Thompson stated in FY 2018, the Legislature and the Governor allowed KDOT to sell \$400.0 million in bonds over the course of FY 2018 and FY 2019, which allowed for more preservation projects. He noted KDOT estimates \$600.0 million is needed annually to maintain the highway system in its current condition. This amount is needed for construction, reconstruction, contract preservation, and maintenance. He noted original estimates for the T-Works program was \$400.0 million annually, but this amount was strictly for preservation projects.

In response to questions, Mr. Thompson stated KDOT's ability to sell bonds ends after FY 2019 and the KDOT districts were established in the 1950s. He also provided information on life cycle of pavements and the state mowing policy.

A Task Force member questioned what drives a decision to build a bridge, whether it is based on convenience or economic development. The Task Force member asked how many of

the new bridges were expansion projects versus regular bridge replacement. Mr. Thompson stated KDOT will provide this information.

### **Discussion: Task Force Vision, System Condition Goals, and Priorities**

Ms. Lorenz asked the Task Force members what they consider to be the important goals of the highway system. Task Force members provided the following goals for the highway system:

- Safety;
- Consideration of preservation and maintenance;
- Connectivity of the highway system;
- Getting goods to market or manufacturing;
- Economic growth;
- Partnering with local jurisdictions to leverage funds; and
- Technology.

A Task Force member asked for information on oversized loads, including permit fees that Kansas charges versus other states.

### **Approval of August 6, 2018, Minutes**

Co-chairperson Proehl stated the Task Force has been provided with a copy of the August 6, 2018, minutes and would entertain a motion for approval.

*Senator Pettey moved to approve the August 6, 2018, minutes; Senator Hawk seconded the motion; the motion passed.*

Co-chairperson McGinn recessed the meeting at 12:00 p.m. for lunch.

### **Afternoon Session**

Co-chairperson McGinn reconvened the meeting at 12:30 p.m. She thanked the Kansas Contractors Association for providing lunch for Task Force members and staff.

## Local Input Testimony

Senator Randall Hardy, 24<sup>th</sup> District, provided an overview of transportation needs in Saline County and surrounding areas ([Attachment 9](#)). He stated it was appropriate for the Task Force to hold their first meeting in Salina, which is at the intersection of two major interstate highways, I-70 and I-135. Senator Hardy noted the importance of preservation and maintenance projects to keep the highway systems and bridges in good working order; replacement of highways is more expensive than preservation and maintenance. He stated Kansas is dependent on a safe and reliable highway system and is hopeful the Task Force will lay the ground work for a reasonable and adequate highway funding plan.

Gregory DuMars, City Administrator, City of Lindsborg, provided an overview regarding transportation needs in the City of Lindsborg ([Attachment 10](#)). Mr. DuMars noted in the city's comprehensive plan, future growth is to the east of Lindsborg, with access to utilities and interstate proximity as driving factors for the growth plan to the east. However, the following two factors limit growth to the east:

- In 2009, the Federal Emergency Management Agency (FEMA) conducted a remapping and put much of the area east of Lindsborg in the flood plain; and
- The area lacks access to an interchange.

Mr. DuMars requested consideration of a diamond interchange directly east of Lindsborg at Wells Fargo Road and I-135. The cost of a diamond interchange is estimated to be \$7.3 million, which includes engineering, right-of-way acquisition, construction, and inspection. He also requested the demolition of the K-4 railroad overpass and reconstruction of K-4 to realign with Bethany Drive. The original purpose for the overpass no longer exists and there is an expense to maintain it. The estimated cost of demolition and realignment is \$3.74 million.

In response to questions, Mr. DuMars provided additional information on FEMA remapping and stated the community would be willing to make a local match. The match has not been determined at this time, but may be approximately a ten percent dollar match.

Senator Rick Wilborn, 35<sup>th</sup> District, stated McPherson County is very industrialized and transportation and economic development is key to the community. He noted Pfizer has 2,000 employees in the area and there is a \$700.0 million expansion currently underway. He stated per capita income is substantially above surrounding counties and to maintain this momentum, he urged the Task Force to consider Mr. DuMars' request. No written testimony was provided.

Amy Lange, City Manager, City of Concordia, testified in support of a geometric improvement project at the corner of 1<sup>st</sup> Street and U.S. 81 ([Attachment 11](#)). This is a Class B route that is heavily traveled with vehicle and truck traffic. The improvement project includes adding a turning lane for southbound traffic on U.S. 81 to accommodate slow moving agricultural equipment and trucks. The City of Concordia was recently denied KDOT funding for the third consecutive time for a relatively inexpensive geometric improvement project that would improve traffic flow for agriculture in the area.

John Gough, County Engineer, Dickinson County, stated it is important to the counties to have good transportation ([Attachment 12](#)). He stated the Kansas Legislature should return transportation funding to KDOT and not enact unfunded mandates. He also asked the Task Force to consider minimizing strings attached and to trust the expertise of local officials.

D. Mitch Robinson, Executive Director, Salina Community Economic Development Organization, provided the key transportation items from discussions with representatives of the City of Salina, Saline County, Salina Airport Authority, and the OCK (Attachment 13). Mr. Robinson requested improvements to K-4 in southern Saline County, which was a scheduled KDOT project that was eliminated due to budget cuts. He requested improvements to Magnolia Road, which is the main route to the Kansas State University Polytechnic Campus and industry surrounding the Salina airport. He also requested a new transportation plan include funding mechanisms for highways, roads, bridges, rail, public transit, and airport infrastructure and improvements.

Mr. Robinson introduced Michelle Griffin, Transportation Director, OCK, Inc., who stated public transportation is very important to the City of Salina. She noted November marks the tenth anniversary of CityGo. Ms. Griffin provided information on partnerships and the number of rides provided regionally. She requested the Task Force continue funding public transportation.

In response to a question regarding the Kansas Airport Improvement Program and adequate funding for the airport, Mr. Robinson advised he would follow-up with Tim Rogers of the Salina Airport Authority to provide additional information to the Task Force.

In response to a question, Ms. Griffin stated CityGo has approximately 60 employees and 46 of those are drivers. She noted the leading reason for driver turnover is low wages. Last year, the starting hourly wage was \$11.00, which was raised to \$11.50. She stated the plan is to raise the hourly rate to \$12.00 by the end of the year.

Jon Halbgewachs, Senior Vice President and Kansas Operations Manager, Kirkham Michael Consulting Engineers, provided an overview on state-funded transportation programs administered by KDOT that have helped clients manage their transportation systems, meet needs of new business development, and improve safety and quality of life for citizens (Attachment 14). He requested the restoration of transportation funding to complete delayed T-Works projects.

In response to questions, Mr. Halbgewachs stated county roads, like KDOT, find their funding has been strapped down and some counties have had tax changes. Recently, some counties lost a lawsuit with a pipeline company and had to forfeit taxes, which impacted their budgets. He also noted some of the county roads are starting to deteriorate.

Edward DeSoignie, Interim Director, Economic Lifelines, noted Economic Lifelines was founded 30 years ago at the urging of Governor Hayden, who believed in the need for a private-sector organization representing community, business, and transportation interests to work with the Legislature (Attachment 15). He noted after years of using transportation funds for other parts of the state budget, the State is faced with maintenance needs it is unable to fund.

Justin Mader, Project Engineer, McPherson County, and Jeff Blosser, County Engineer and Road Superintendent, Morris County, provided information on funding, the importance of rural roads, and the status of bridges in Kansas (Attachment 16).

In response to a question, Mr. Mader provided information on the federal fund exchange program and bridge specifications.

Tanner Yost, Project Manager and Project Engineer, Kirkham Michael Consulting Engineers, submitted written-only testimony ([Attachment 17](#)).

### **Next Steps and Closing Remarks**

Task Force members requested additional information about the following:

- Estimates of costs for maintenance projects;
- How public transportation funding is divided and disbursed, and the percent of matching funds from the local units of government;
- The Special City and County Highway Fund;
- The average size of grants for small airports in the last ten years;
- Public-private partnerships, such as the model in Pennsylvania, to address county bridges; and
- Partnerships between the local units of government and the state.

Co-chairperson McGinn stated the Task Force will be discussing rail and freight at the October 4<sup>th</sup> meeting in Newton. KDOT will organize a stakeholder meeting from 8:00 a.m. to 9:30 a.m. prior to the full meeting of the Task Force on October 4<sup>th</sup> to allow individuals to discuss rail and passenger freight. She noted these stakeholder meetings will be open to the public.

Co-chairperson Proehl stated the Task Force and public should contact the Kansas Legislative Research Department to provide testimony to the Task Force. He also noted there will be a reception in Pittsburg on September 19, 2018, hosted by Watco.

The next Task Force meeting will be September 12, 2018, in Wyandotte County at Memorial Hall.

Co-chairperson Proehl adjourned the meeting at 2:22 p.m.

Prepared by Lea Gerard

Edited by Whitney Howard and Aaron Klaassen

Approved by the Task Force on:

September 20, 2018

(Date)