

Program Financing



PROGRAM FINANCING

FUNDING

The funding of highway improvements is based upon criteria established by state and federal law for the use of those funds. Highway projects may be financed entirely by state funds, by a combination of federal and matching state funds, by a combination of federal or state funds and matching local funds; or by a combination of all three- federal, state and local funds. Estimates for project cost in the FFY 2019-2022 STIP reflect an inflation rate of approximately 4.5 percent per year. KDOT's historical cost trends and future cost expectations were used to develop these rates. Cost trend information is based upon reasonable financial principles developed cooperatively by KDOT, the MPO's and experts from the public and private sector.

A key federal requirement of the STIP is the demonstration of fiscal constraint. Fiscal constraint of only federal funds is demonstrated in the Federal Funds section of this narrative in the "Federal Fiscal Years 2019-2022 Estimated Apportionments & Obligations" table. This table provides a breakout by apportionment grouping of the federal apportionments and obligations anticipated in the next four federal fiscal years. The federal apportionments by

year represent the federal funds the state of Kansas reasonably expects to be available in the next four fiscal years. While the obligations demonstrate the projects currently programmed and anticipated to obligate in the next four fiscal years- including projects anticipated to obligate in the MPO areas. To stay within limitation on obligations imposed by Congress, KDOT strives to maintain obligations of not more than approximately 93% of apportionment.

In addition to the "Federal Fiscal Years 2019-2022 Estimated Apportionments & Obligations" table, at the end of this discussion is a Cash-Flow Worksheet, which provides a broader picture of KDOT funding, by itemizing all anticipated resources- state, federal and local and all anticipated expenditures in the upcoming four years. Assuming that funding and expenditures continue at levels estimated, the Cash-Flow Worksheet provided demonstrates that KDOT is funded through 2022.

To further illustrate financial constraint all projects programmed to date and administered by KDOT that are anticipated to have one or more work phase obligate regardless of funding source (meaning not just federally funded projects) in the years of the

STIP are listed in the project appendixes A & B. In Appendix A, the first project index, the interim projects from the preceding year that are anticipated to obligate during the preparation and approval period of the new STIP are reported. Appendix B, the second project index, reports all KDOT administered projects programmed at the time the STIP was developed and that are anticipated to have a work phase obligate during the four federal fiscal years of the STIP. Both appendixes provide the estimated total project cost for each project listed (included in this total project cost if funded, are the estimates for work phases that extend outside the STIP years). Appendix C provides a summary by year of the information provided in Appendixes A & B. The fourth appendix, Appendix D, lists projects using Advanced Construction and provides the year(s) and amount (s) of anticipated conversion for each project listed. The information provided in these indexes along with the information in the finance section illustrates the fiscal constraint the State of Kansas has in place.

The KDOT Cash-Flow Worksheet is based upon the state fiscal year (SFY) which is from July 1 through June 30 while the “Federal Fiscal Years 2019-2022 Estimated Apportionments & Obligations” table is based upon the federal fiscal year, which is from October 1 through September 30. The reason for the different periods is that federal funds are distributed on the FFY while state funds are distributed on the

SFY. It is important to recognize this difference when comparing the information in this narrative. The federal funding estimated in the KDOT Cash-Flow Worksheet is the funding estimated based on the state fiscal year. This is not the same period used in the anticipated apportionments and obligations presented in the “Federal Fiscal Years 2019-2022 Estimated Apportionments & Obligations” table and therefore the two numbers are not the same.

STATE FUNDS

Designated funding sources for T-WORKS include motor fuels tax, sales and compensating tax, vehicle registration fees, bond proceeds, driver’s license fees, special vehicle permit fees and several miscellaneous fees such as mineral royalties, publications and sale of usable condemned equipment. These revenues are itemized in the **Resources section** of the Cash-Flow Worksheet located at the end of the Fiscal Constraint section of this narrative. These revenue sources are, also, listed in the “Estimated State Generated Revenues by Source” table on the following page. However, in the “Estimated State Generated Revenues by Source” table rather than itemizing each source as in the Cash-Flow Worksheet, several of the sources have been grouped together. Specifically, Miscellaneous fees (Revenues), Transfers, Motor Carrier Property Tax and Interest (on funds) are grouped together and Driver’s License Fees and Special Vehicle Permits are combined. The “Esti-

mated State Generated Revenues by Source” table provides estimates of the anticipated revenue by source per year for the next four years and provides a sum of the 4-year total revenue anticipated from each source.

As the “Estimated State Generated Revenues by Source” table illustrates, motor fuels tax receipts and sales tax receipts provide most of the revenue with an estimated 36% and 42%, respectively of the four-year total SFY 2019 - 2022 state-generated funding. Vehicle registration fees and bond proceeds represent approximately 16% and 4% respectively. Bonding is expected in only the first year of the STIP and the estimated bond values reflect this in the source table. (In 2017 the Kansas Legislature approved bonding for SFY 2018 & 2019. Additional bonding has

not been approved for years beyond 2019.) All remaining sources combined- Driver’s License Fees, Special Vehicle Permits and Interest-compose 2% of the four-year total.

The estimates for KDOT revenues come from three main sources- the Consensus Estimating Group (CEG), the Highway Revenue Estimating Group (HREG) and agency staff in the Office of Finance and Budget (OFAB). The CEG includes staff from the State Division of the Budget, the Department of Revenue, Legislative Research, as well as several consulting economists. Each member of the CEG prepares independent estimates of receipts to the State General Fund and then the CEG meets as a group to arrive at a consensus. Although the primary emphasis of the CEG group is on the State General

Estimated State Generated Revenues by Source
(\$ Millions)
 Some totals may not sum due to rounding of dollars.

Source	State Fiscal Years				Source 4-year Total
	2019	2020	2021	2022	
Motor Fuels Tax	459	460	462	463	1,844
Vehicle Registration Fees	208	208	208	208	830
Sales & Compensating Tax	534	544	554	565	2,197
Bond Proceeds (Net)	200	0	0	0	200
Driver’s License Fees & Special Vehicle Permits	12	12	12	12	46
Miscellaneous Revenues, Transfers & Interest	<u>19</u>	<u>15</u>	<u>15</u>	<u>14</u>	<u>64</u>
Total Estimated State Revenues by Fiscal Year	<u>\$1,431</u>	<u>\$1,239</u>	<u>\$1,250</u>	<u>\$1,261</u>	<u>\$5,181</u>

fund receipts, the group also prepares estimates for the growth rate of personal income, inflation, interest rates, and fuel prices and production. These factors all affect state revenues and ultimately the revenues KDOT receives from taxes and fees. The CEG provides estimated revenue growth from **sales and compensating use taxes** for two years.

The HREG group is composed of representatives from the State Department of Revenue, Legislative Research, Division of the Budget and KDOT. Typically, this group meets shortly after the CEG meets. The primary function of the HREG is to prepare forecasts for the amounts of **motor vehicle registration fees and motor fuels tax** that will be collected. Since these revenues do not flow into the State General Fund, the CEG does not prepare these estimates. In addition, since the CEG only estimates a growth rate of revenues for two years, the HREG agrees on a long-term growth rate of revenues for the latter years.

KDOT's OFAB estimates the remaining KDOT revenues in the Cash-Flow Worksheet Resources group. **Miscellaneous revenues, Drivers Licenses Fees and Special Vehicle Permits** are estimated based upon historical data and the previous year's actual revenues. **Transfers** are determined by review of applicable statute and **Interest on Funds** is determined by staff projected interest rates. **Transfers (Out)** are resources that are transferred to other state

agencies for transportation-related functions performed by these agencies but financed by the State Highway Fund. KDOT transfers funds to agencies to finance salary and operating costs of these functions. The Department of Revenue, for example, receives state highway funds for activities related to the collection and enforcement of vehicle registrations, titles, driver licensing and motor fuel tax. Estimates for 'transfers out' are from the budget and are modified after each legislative session to reflect appropriations set by the legislature.

The second revenue section of the Cash-Flow Worksheet is the **Federal and Local Construction Reimbursement** section. While this group is not "revenue" in the traditional sense, the section estimates the receipt of the federal share and local share of project costs. The federal-aid program is a reimbursement program, which means funding received from FHWA is reimbursement for monies already spent. In the case of the local share, these are monies received from locals in advance of a project using local funds being let. The local share is the LPA estimated portion of projects programmed. After construction is completed for projects with LPA participation, a final accounting of cost is done. This final accounting is to determine if the local share received prior to construction was less than or greater than the actual local share of actual project costs. Any overage is returned to the LPA and reimbursements for shortages are requested from the LPA.

FEDERAL FUNDS

The federal transportation program, Fixing America's Surface Transportation Highway act (FAST Act) is in place for the first two-years of this STIP and the latter two years are estimated at the 2020 funding levels of the FAST Act. In general, the FAST Act provides for a modest increase in funding with levels slightly higher than inflation and with proportionate funding increases for both highway and transit programs. The FFY 2019-2022 STIP for Kansas funding information reflects the funding outlined in the FAST Act. Using these funding levels in the STIP assures that programming is based upon reasonably expected sources and ensures that the State of Kansas does not over program.

The FAST Act builds upon the program structure established in MAP-21 while making some revisions. The changes enacted by the FAST Act are reflected in this STIP. The "core" program established in MAP-21 continues in the FAST Act with some modifications and with the addition of a new program. This brings the total number of core programs to six. Additionally, the smaller programs and allocations from MAP-21 are continued and two new discretionary programs were created.

The National Highway Performance program (NHPP), which is part of the apportioned core programming

continues without change. This program is designed to provide support for the condition and performance of the National Highway System (NHS), for the construction of new facilities on the NHS and to ensure that funds used in highway construction support the newly established performance targets established in each state's asset management plan for the NHS.

The second core program, under the FAST Act is the Surface Transportation Block Grant Program (STBG). The STBG program includes as a set-aside, the Transportation Alternatives (TA) program, which when originally created under MAP-21 was designated as a core program. The STBG program has the greatest flexibility in eligibility among all Federal fund programs and is intended to provide funding to address transportation needs at the State and local levels. To achieve this goal, the STBG program sub-allocates funds by population to areas with populations greater than 200,000, to areas with populations greater than 5,000 but not more than 200,000 and to areas with populations of 5,000 or less. The percentage of funding to be sub-allocated by population grows over the period of the FAST Act by 1% each year beginning at 53% of state apportionment of STBG in FFY 2018 to 55% in FFY 2020. Until a new act is passed, in the years after FFY 2020 the STBG allocation remains estimated at the FFY 2020 level of 55%. The portion of STBG funds remaining after all set-asides and

sub-allocations are applied may be used in any area of the State.

Under the FAST Act, the Transportation Alternatives Program (TAP) created under MAP-21 was eliminated. Instead the projects and activities that were previously eligible under TAP are now funded by the Transportation Alternatives (TA) set aside of the STBG program. The TA set aside provides funds that encompass a variety of smaller-scale transportation projects such as pedestrian and bicycle facilities, recreational trails, safe routes to school projects, community improvements such as historic preservation and vegetation management, and environmental mitigation related to storm water and habitat connectivity.

Recreational Trails (RT) funding remains a set-aside of the TA funds and the portion of funding for RT is transferred to the Kansas Department of Wildlife, Parks and Tourism (KDWP&T) for their administration as directed by the Governor. Since these funds are transferred from KDOT and are never obligated by KDOT, they are not included in the KDOT funding tables of apportionment and obligation that follow this discussion. For more information about the RT program including funding and projects, see the RT narrative section later in this document.

Congestion Mitigation and Air Quality program (CMAQ) remains a core program under the FAST Act and

is designed to provide funding for projects or programs that alleviate congestion to improve air quality in areas of nonattainment or in areas of former nonattainment. Some limited expansion in activity eligibility was made under the FAST Act but essentially the program remains unchanged from MAP-21.

The fourth core program under the FAST Act, the Highway Safety Improvement program (HSIP) is intended to achieve a significant reduction in traffic fatality and serious injury accidents nationally on all public roads including Federal, State and non-State-owned public roads and roads on tribal lands. The approach to achieving the goals of this program and the newly created performance measures are data driven and strategic in nature. To be eligible under HSIP, projects must be for safety activities and must be consistent with each State's strategic highway safety plan.

A set-aside of the HSIP, the Railway-Highway Crossings program, continues to be funded under the FAST Act. The Railway Highway Crossing program provides funding for safety related improvements to reduce fatal and serious injury accidents at public railway-highway grade crossings. Funds set-aside for this program are not eligible for transfer to other apportioned programs.

The FAST Act establishes a new core program, the National Highway Freight Program (NHFP), to promote

the efficient transport of freight on the National Freight Network (NHFN) by investing in infrastructure and operational improvements that will strengthen economic competitiveness, reduce congestion, reduce freight transport costs, improve reliability and increase overall productivity. Other areas of emphasis of the program include the improvement of safety and security of freight transport across the nation in both rural and urban areas, the improvement of State flexibility in supporting corridor planning and highway freight connectivity and the reduction of environmental impacts created by freight transport on the NHFN. To be eligible for funding States are required to have a freight plan and a freight investment plan in place. The State of Kansas Freight Plan was approved by FHWA on November 22, 2017 and the plan may be viewed at the following link: <https://www.ksdot.org/Assets/wwwksdotorg/bureaus/bur-Rail/Rail/Documents/KDOTPublic-CommentFreightPlanWithAppendices.pdf> .

Metropolitan Planning (MP) is the sixth and last core program of the FAST Act and continues from prior acts. The focus of this program is the establishment of a cooperative comprehensive framework for decision making concerning transportation issues and investments in metropolitan areas of the state. The MP program funds are transferred to the FTA and are managed jointly by FTA, FHWA, the Kansas MPOs and KDOT. Since these funds

are transferred from KDOT and are never obligated by KDOT, they are not included in the funding tables of apportionment and obligation that follow this discussion.

Two new discretionary grant programs were established by the FAST Act, the Surface Transportation System Funding Alternatives program and the Fostering Advancements in Shipping and Transportation for the Long-Term Achievement of National Efficiencies (FASTLANE) program. Both programs require the submittal of an application from all interested eligible candidates with selection and award of funding made by FHWA. Since the funding for these programs is made by award, their dollars are not part of the apportioned funding table and obligations for these programs would only be added to the obligation table if/when an application submitted by Kansas were to be selected. Additionally, the non-core program Ferry Boats created under MAP-21 is continued under the FAST Act but Kansas does not receive this funding.

The number of discretionary programs were greatly reduced under MAP-21 and, in general, this trend continues with the FAST Act. For the discretionary programs that remain under the FAST Act, funds are allocated on a yearly basis without guarantees that the level of funding or frequency of funding will be in place from one year to the next. Generally, KDOT receives some allocated funding from the On-

the-Job Training Support Services program and Disadvantaged Business Enterprise (DBE) Support Services program but the amounts received have varied greatly from one year to the next. Due to the variation in funding received, KDOT does not estimate allocated funding in the federal funding apportionment table.

The apportionment and obligations that Kansas anticipates for the years of this STIP are presented in the table “Federal Fiscal Years 2019-2022 Estimated Apportionments & Obligations” on page 45. The funding tables establish the fiscal constraint KDOT has in place at the federal fund level for the years of the STIP and are organized by the apportioned funding categories just described with two exceptions. The HSIP and STBG set aside programs of Railway Grade Crossings (Railway) and Transportation Alternatives (TA) have been split out from their core programs and reported independently. The funding table is arranged in this way to match how funding is distributed to the States by FHWA and reflects how information concerning these funds must be reported to FHWA.

As with past transportation acts, some provisions in the FAST Act are comprehensive applying to all projects that use federal funding, while other provisions are program specific. For a project to be eligible to use a specific program’s funding, the project must meet the conditions identified within

the program in addition to meeting the broader requirements laid out in the act itself. The contents of this STIP reflect the requirements of the FAST Act.

In addition to apportioning funds to the states, Congress annually sets an upper limit, termed an obligation ceiling on the total amount of obligations that each state may incur. This limit is used as a means of controlling budget outlays to improve the federal-aid highway programs’ responsiveness to the nation’s current economic and budgetary conditions. The obligation limitation is typically less than the amount of federal-aid apportioned to the states and is determined and approved by Congress on an annual basis. Since this “ceiling” is unknown when the STIP is prepared, KDOT limits total estimated obligations for the four years of the STIP at approximately 93% of the total expected four-year contract authority. This percentage approximates the average obligation ceiling that Kansas has historically received.

The apportionment section of the “Federal Fiscal Years 2019-2022 Estimated Apportionments & Obligations” table provides the total apportionments anticipated to be received in each of the four years of the STIP and the anticipated FFY 2018 Carry-Over Apportionment by program. The FFY 2019 – 2022 apportionments reflect levels specified in the FAST Act with 2021 and 2022 levels estimated at levels of the last year covered by FAST- FFY 2020. Furthermore, the table displays

how the funding is anticipated to be distributed by year in the core funding programs. The funds estimated in the program groups are those that are at KDOT's discretion to use apart from SBTG and CMAQ. A portion of each of these program funds is shared. The SBTG funding as specified in the program guidelines must be divided into three portions, one for local entities, one for MPOs and the remaining portion is at KDOT's discretion to use. As specified in the CMAQ funding guidelines portions are reserved for the two larger MPO areas, the Kansas City area and the Wichita area, and for State planning and research activities with the remaining to be used at KDOT's discretion. As discussed in the program descriptions, neither, the MP program nor the RT program funding is shown in the tables since the funding is transferred to the FTA and the KDWP&T, respectively.

Currently, within the apportionments section the 'Other' grouping is reserved for the discretionary programs (if applicable) and the redistribution of miscellaneous funds- currently there are no apportionments in this grouping. The estimates presented within the apportionment and obligation table capture all projects within the boundaries of the state including estimates for projects located within MPO areas. However, the actual projects that comprise the estimates that fall within MPO areas are not listed in the project appendixes of this document. Rather, MPO project information is provided in the

STIP by reference only. Specific projects in MPO areas may be viewed in each MPO's Transportation Improvement Program (TIP), a document like the STIP that covers an MPO area program of projects. (For more information concerning MPOs and their TIPs, and links to these documents please refer to the Metropolitan Transportation Improvement Program section of this document.)

Following the apportionment section of the table is the estimated obligation section that provides the total estimated obligations for FFY 2019-2022 at the time this document was prepared. In addition to the total obligations anticipated in each of the four years, the table displays how the obligations are anticipated to be obligated within the core funding programs and the 'Other' grouping.

In the obligation section, the 'Other' grouping is reserved for earmark funding-if applicable and allocated funding. Specifically, in FFY 2019 and 2020 the 'Other' Grouping is composed of all allocated funding (DBE, OJT, ER and DEMO funds) anticipated to be awarded. While the OJT and DBE funds are allocated unlike DEMO and ER, the funding is usually distributed on a yearly basis. However, distribution is not guaranteed in each year and past amounts received have varied greatly from one year to the next. For these reasons, Kansas does not estimate DE and OJT funds in the

apportionment tables and does not develop projects and corresponding obligation for these funds in any year but the current year to be awarded plus one year. In this way, KDOT ensures that the risk of over programming without available funding is low.

For each year in the table, the estimated obligations for each grouping is composed of the expected advance construction conversion projects including projects within MPO areas- if any, and the obligation of non-advance construction committed projects including projects within MPO areas. From the table on the following page, the total estimated obligations for FFY 2019-2022 are \$632 million and of this obligation total advance construction conversions anticipated for FFY 2019-2022 are \$383 million (as determined from Appendix D-the Advance Construction Project Index). Additionally, in the “Federal Fiscal Years 2019-2022 Estimated Apportionments & Obligations” table the “Advance Construction Conversions after 2022” column provides estimates for advance construction already in place for years that exceed the STIP range. For the years after 2022, the advance construction conversions are provided as lump sums by federal fund category and currently are estimated at a total of \$107 million.

An exception to MPO projects not being listed in the STIP is projects using Advanced Construction. Since MPO projects are a significant portion of the projects funded in the state and

further, since these projects are usually constructed using the advance construction mechanism, to adequately illustrate fiscal constraint would not be possible without their inclusion. Thus, MPO project information is included in Appendix D-Advanced Construction and in the estimated obligations for advanced construction in the “Federal Fiscal Years 2019-2022 Estimated Apportionments & Obligations” table. This inclusion facilitates the demonstration of fiscal constraint in federal funding. The advance Construction in years after FFY 2022 is included to clarify that the State does have conversions planned outside the years of this STIP document and that total planned advance construction is within the policy for advance construction outlined under 23 U.S.C. 420.115 and 630 and to further aid in demonstrating fiscal constraint.

The total estimated obligations for the four FFY’s covered by this STIP are less than or equal to the federal appropriations expected in the four-year period (when including FFY 2018 Carry Over). When comparing estimated apportionments for an individual grouping with the estimated obligations for that grouping, there may be instances where obligations are greater than the apportionments estimated to be available. There may be several reasons for the apparent disparity. However, the most common reason is Carry-Over apportionment. Frequently, the federal obligation ceiling is set lower than the apportionment for a

Federal Fiscal Years 2019-2022 Estimated Apportionments & Obligations

Estimated Apportionments for FFY 2019-2022 STIP as of 07/10/2018

All dollar amounts in \$1,000's - Dollar amounts may be rounded

Apportionment Grouping	Anticipated Carryover from					FFY 2019-2022
	FFY 2018	FFY 2019	FFY 2020	FFY 2021	FFY 2022	Total
NHPP	\$260,227	\$233,786	\$238,649	\$238,649	\$238,649	\$949,733
STBG*	\$165,612	\$105,752	\$108,303	\$108,303	\$108,303	\$430,661
HSIP	\$37,430	\$19,228	\$19,616	\$19,616	\$19,616	\$78,076
Railway	\$2,732	\$6,502	\$6,638	\$6,638	\$6,638	\$26,416
CMAQ	\$19,655	\$9,854	\$10,054	\$10,054	\$10,054	\$40,016
TA	\$21,734	\$9,439	\$9,439	\$9,439	\$9,439	\$37,757
Freight**	\$11,235	\$12,700	\$14,112	\$14,112	\$14,112	\$55,036
Other	\$19,592	\$0	\$0	\$0	\$0	\$0
Total	\$538,217	\$397,261	\$406,811	\$406,811	\$406,811	\$1,617,695

Notes:

* STBG is the former STP grouping- this apportionment grouping was renamed under the FAST Act and the Transportation Alternative (TA) program was merged into the group as a set- aside. However, a separate row for TA remains in both the apportionment and obligation tables as the federal funds are distributed in this manner to the States.

** This is a new fund grouping authorized under the FAST Act.

Estimated Obligations for FFY 2019-2022 STIP as of 07/10/2018

All dollar amounts in \$1,000's - Dollar amounts may be rounded

Obligation Grouping	Advance Construction	FFY 2018	FFY 2019-2022				
	Conversion after FFY 2022	Remaining to Obligate	FFY 2019	FFY 2020	FFY 2021	FFY 2022	Total
NHPP	\$84,334	\$220,490	\$244,050	\$164,069	\$8,122	\$0	\$416,241
STBG*	\$21,419	\$50,189	\$91,777	\$43,412	\$0	\$1,416	\$136,605
HSIP	\$0	\$14,780	\$23,853	\$7,922	\$200	\$0	\$31,975
Railway	\$0	\$1,133	\$220	\$0	\$0	\$0	\$220
CMAQ	\$0	\$446	\$2,351	\$3,407	\$0	\$0	\$5,758
TA	\$0	\$10,696	\$10,745	\$752	\$0	\$0	\$11,497
Freight	\$870	\$12,611	\$11,685	\$11,235	\$0	\$0	\$22,920
Other	\$41	\$2,160	\$6,892	\$75	\$0	\$0	\$6,967
Total	\$106,664	\$312,505	\$391,573	\$230,872	\$8,322	\$1,416	\$632,183

Notes:

* STBG is the former STP grouping- this apportionment grouping was renamed under the FAST Act and the Transportation Alternative (TA) program was merged into the group as a set- aside. However, a separate row for TA remains in both the apportionment and obligation tables as the federal funds are distributed in this manner to the States.

In some years, the estimated obligation grouping may include funds apportioned in prior years resulting in the anticipated obligations being greater than the corresponding apportionments for that grouping.

The Other grouping estimates the obligations for allocated funds and other special funds that are not apportioned like emergency funding. For this reason, there is not a corresponding apportionment in the Other grouping in the apportionments portion of this table.

given year. The difference between the two is “carried-over” to the next fiscal year as part of the estimated obligation. The table includes a column for the anticipated carry-over apportionment from FY 2018 and each fund category grouping is anticipated to have apportionment carry-over. Finally, it must be noted that the inclusion of the anticipated advance construction conversions and MPO information in the “Federal Fiscal Years 2019-2022 Estimated Apportionments & Obligations” table precludes the total expected obligations in the table and the total expected obligations from Appendix C-Summary of State Transportation Improvement Program Project Indexes from matching. The table and the appendix do not share the same source data. Appendix C summarizes, Appendixes A & B which does not include the MPO projects (MPO project information is available in the individual MPO TIPs) or the advance construction conversion information (Advance construction information is listed separately in Appendix D). In general, the information presented within the “Federal Fiscal Years 2019-2022 Estimated Apportionments & Obligations” table is broader and more encompassing than the information summarized in Appendix C.

LOCAL FUNDS

Local government sources of transportation funds include state motor fuels tax revenue received through the Special City and County Highway Fund, federal-aid funds received

through KDOT, state funds through partnership with KDOT on certain projects or through the local federal fund exchange program, property taxes, local option sales taxes, and bond issues. Of these transportation revenue sources, property taxes are the largest with most of this revenue being spent on maintenance rather than new construction.

The funds are distributed to cities and counties with respect to all applicable federal laws, state statutes, and/or KDOT policies and these funds comprise the “obligation authority” or “allocation” that is distributed to each Local Public Authority (LPA). County funding is allocated in accordance with K.S.A. 68-402(b) and funding to cities is allocated based upon the proportion each cities population is to the total population of all eligible cities. Only cities with a population between 5,000 and less than 200,000, not within an urbanized area are eligible for funding. Cities with a population of 200,000 or greater fall within the urbanized classification and funding for these cities is outlined in the requirements in place for Metropolitan Planning Organizations (MPOs).

Additionally, local governments may obtain funding through the City Connecting Link Program (CCLIP) a partnership program between LPAs and KDOT. In this program, the state participates in a portion of the project cost. CCLIP includes the KLINK Surface Preservation (K1R), the newly created

KLINK Pavement Restoration (K2R) and the KLINK Geometric Improvement (K3R) subcategories. For more information about this program's requirements, refer to the "Project Selection Criteria" section of this document or visit KDOT's BLP webpage at <http://www.ksdot.org/burlocalproj/default.asp>

Another option for funding is the City Connecting Link Payments program. In this option, cities through an agreement with KDOT take responsibility for maintaining the city connecting link and in return receive payments from KDOT to assist in the cost of the maintenance.

The Federal Fund Exchange (FFE) program was implemented under T-WORKS and is a voluntary program. By electing to participate in the FFE program, a Local Public Authority (LPA) may trade all or a portion of their federal fund allocation in a specific federal fiscal year with KDOT, in exchange for state transportation dollars or with another LPA in exchange for their local funds.

Under this program, the LPA may utilize the funds in a project following its own procedures, criteria, and standards. All work performed shall be consistent with the Kansas Statutes, applicable regulations, and normal engineering practices. Any work performed on the state highway or city connecting link will require coordination with the local KDOT Area Office.

Only LPAs eligible to receive a federal fund allocation may participate in the federal fund exchange program. Eligible LPAs include all counties in the state and cities with populations greater than 5,000 that are not located in a Transportation Management Area (TMA). Currently the only TMAs in Kansas are the Mid-America Regional Council (MARC – Kansas City Region) and the Wichita Metropolitan Planning Organization (WAMPO).

This optional program provides LPAs more flexibility when planning their programs and when deciding how to fund them. Eligible LPAs may elect to exchange their federal funds or they may use the funds to develop a federal-aid project following the established procedures. If exchanged, the exchange rate for the program is \$0.90 of state funds for every \$1.00 of local federal obligation authority exchanged. For more information about this program, visit KDOT's Bureau of Local Projects website at the following link: <http://www.ksdot.org/burlocalproj/default.asp>

STATE EXPENDITURES

Sources used to forecast expenditures are more varied than those used for revenues. Primary sources for expenditure forecasting are the agency's budget and two computer information systems- the Comprehensive Program Management System (WinCPMS) and the Contract Management System (CMS). These two computer systems

are used to maintain program information and specific project and contract information. Data generated from these two computer programs are used to create the FFY 2019-2022 Estimated Apportionments and Obligations table, Interim Project Index- Appendix A, FFY 2019-2022 Project Index- Appendix B, Project Index Summaries- Appendix C and the Advance Construction Index- Appendix D, and aids in the generation of the expenditure information in the KDOT Cash-Flow Worksheet.

Expenditures in the KDOT Cash-Flow Worksheet may be divided into fixed costs and variable costs. Fixed costs represent the expense of KDOT's daily operation and costs such as debt service and transfers to other agencies. Variable costs are expenses that change in proportion to the magnitude of the work being done. For KDOT, variable costs are those associated with the preservation, modernization and expansion of the highway infrastructure and those associated with modal support. Specifically, in the Cash-Flow Worksheet, the fixed costs are the following categories: from the Maintenance section - Regular Maintenance (state roads) and City Connecting Links (local roads); from the Construction section - Buildings; from the Local Support section - Agency Operations; from the Transportation Planning and Modal Support section - Agency Operations and Other Planning, Ad-

ministration, and Debt Service. All remaining categories in the Cash-Flow Worksheet are variable costs.

Regular Maintenance, a fixed cost, is the first category under the Maintenance expenditure section of the Cash-Flow Worksheet. Regular Maintenance is defined as expenditures on equipment, staff salaries, and materials used in snow/ice removal, mowing and minor roadway repair necessary to preserve the State Highway System. This Cash-Flow Worksheet expenditure is a summation of four budgeted groups: salary, contractual activities, commodities and capital outlay. The *salary* portion is the budgeted amount for positions in SFY 2019 & 2020 that are necessary to maintain the system. (Included are the salaries for the district, area and subarea maintenance personnel as well as some headquarter positions that provide policy and planning support.). *Contractual activities* are the portion budgeted for equipment repair that exceeds the capabilities of the KDOT shops or repairs that are more cost effective to be contracted. The *commodities* portion represents the materials necessary to accomplish the work anticipated in SFY 2019 & 2020. (This is a large and varied group composed of items like fuels-unleaded, ethanol, diesel, equipment repair parts, signing materials, motor oil, propane gas, rock salt and traffic paint.) *Capital outlay* is the last group included in regular maintenance and is for the pur-

chase of heavy equipment to maintain the system, vehicles to transport the personnel to the work sites, shop tools, equipment and computers used in the support of these maintenance activities. Regular maintenance is typically done entirely by KDOT forces. The long-term projected need for this expense is calculated by inflating historical actual expenditures for the above four groupings using a standard inflation rate of 2.5 percent. In the Cash-Flow Worksheet, the values for SFY 2019 are from the budget submittal, while SFY 2020, 2021 and 2022 are percentage estimates based upon projected inflation. Recently rolled into this category are the expenses associated with the network of 76 communication towers KDOT operates across the state. Expenditures are for maintenance to keep the towers operational and for the purchase of 800 MHz digital trunked radio system to replace the current antiquated conventional MHzl radio towers.

City Connecting Links is the second expense category under Maintenance. The expense associated with this activity is routine maintenance in nature even though occurring on local roads. The expenditure is for payments from KDOT to Local Public Authorities (LPA) that have elected to maintain the City Connecting Links within their boundaries. Instead of KDOT, the LPAs oversee the maintenance of these roads and KDOT pays for a share of the cost of the maintenance. The expenditure for this category is calculated based on formula as outlined in state

statute and is set at a rate of \$3,000 dollars per lane mile with a total estimated number of city connecting link miles of 1,120 miles.

Construction is the second category under expenditures and is divided into six categories of expense. The first three of these categories **Preservation, Modernization, and Expansion and Enhancement**, are the anticipated construction work phase expenditures for KDOT projects and are the three ‘Core’ program groups KDOT uses to organize similar work. (For a discussion of the core KDOT programs and subcategories within, refer to the preceding Project Selection Criteria narrative.) The expenditures for these three categories pertain to road system infrastructure on state roads. The expenditure amount for the unprogrammed portion of each category is determined by the current state program and estimated revenues from all sources. Project expenditures prior to letting are based on engineers’ estimates and the post construction letting expenditures are based on the encumbered construction contract amount and actual payments to contractors.

The construction expenditure information presented here is provided at the project work phase level in Appendix A & Appendix B for projects KDOT has programmed. However, the total of the projects programmed will not equal the Cash-Flow Worksheet forecasts. There are four reasons for the difference:

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- 1) The Cash-Flow Worksheet forecasts the entire program including the unprogrammed portion, while the Appendixes only provide information about projects created and committed at the time the STIP was prepared;
 - 2) The Cash-Flow Worksheet includes projections for projects that have all work phases obligated and underway; these projects are not part of Appendixes A or B.
 - 3) While expenditures in the Cash-Flow Worksheet prior to construction letting are based on engineers' estimates as is the STIP information in Appendixes A & B, post construction letting Cash-Flow expenditures are based on a combination of the encumbered construction contract amount (inflated slightly for change orders) and actual payments made to the contractor.
 - 4) The Cash Flow Worksheet is developed on the State Fiscal Year which is from July 1 through June 30, while the STIP is based upon the Federal Fiscal Year which is from October 1 through September 30.

Construction engineering and preliminary engineering (CE & PE) categories are expenditures for the design aspect of KDOT projects on state

roads. The expenses in this category are a combination of agency CE & PE work and projected contracted CE & PE work. For the agency engineering salary portion, the first two years of the Cash-Flow Worksheet expenditure are taken directly from the budget and the last two years are determined by inflating the budgeted amounts. For the contracted CE & PE, estimates are provided by the Bureau of Design and are adjusted for inflation. CE & PE information is provided at the project level in Appendix A & Appendix B for projects KDOT has programmed. However, CE costs are rolled into the Construction costs in the Appendixes to display the costs in the manner preferred by Federal Highway, since construction and CE expenditure are not separated at the federal level.

Local Federal Aid expenditures, the fifth expenditure in the Construction section, deals with road infrastructure improvements on local roads. Specific project information programmed for LPAs during the STIP years is in the STIP appendixes, except for those projects being completed by LPAs using the Federal Fund Exchange program. The expenditure estimated for the unprogrammed portion is determined by the current state program and estimated revenues from all sources. Project expenditures prior to letting are based on engineers' estimates and the post construction letting expenditures are based on the encumbered construction contract amount and actual pay-

ments to contractors. Since the initiation of the Federal Fund Exchange program, the number of LPA projects funded with federal dollars has diminished greatly. Currently, most LPAs elect to trade their federal funds with KDOT for state funds. For more information about the Federal Fund Exchange program, see the Project Selection Criteria section of this document and the following Local Support section of the Cash-Flow Work Sheet Expenditure.

Buildings expense is the only fixed cost reported under the Construction section of the Cash-Flow Worksheet and is for the purchase, maintenance and repair of KDOT-owned buildings. These buildings are located throughout the state in the district, areas and subareas of KDOT and are used for offices, equipment storage and material storage. Estimates for this expenditure are from the Capital Improvement Plan, a five-year request adjusted each year to reflect the Governor's budget.

The expenditures in the Local Support grouping of the Cash-Flow Worksheet are for improvements on city or county roads. This section is composed of Agency Operations, Special City & County Highway Fund (SC&CHF), Local Partnership Programs and the new Categorical Grants (which was formerly reported as part of the Local Partnership Program) categories.

The first two expense categories under Local Support, **Agency Operations and SC&CH** are fixed costs. Agency Operations are for salaries for administrative and support personnel dedicated to the support of local planning activities. This expenditure is projected by growing the historical expenditures using an inflation rate of 2.5%. The SC&CH expenditure is a pass through of funds designated for use by LPAs as directed by State law. Thus, although the funds are in the transportation T-WORKS program, they are not KDOT's to use. The expenditure is based upon expected tax receipts and the disbursement is calculated and made by the State Treasurer.

The **Local Partnership Programs category expenditure** consists of the Pavement Restoration and Geometric Improvement expenditures. Pavement Restoration projects are designed to address severe deficiencies in road surface. Geometric Improvement projects are designed to address upgrades like pavement widenings, adding or widening shoulders, eliminating steep hills and/or sharp Curves and adding acceleration and deceleration lanes. The work involved with these projects encompasses more than maintenance but unlike the construction group of expenditure categories the work occurs on local roads. The expenditure for this category is determined based on where a project is in its life-cycle. For the unprogrammed portion of this category, expenditure is determined by the current state program

and estimated revenues from all sources (projects have not been created yet so the dollars are not captured in the STIP appendixes). The category expenditure portion related to projects selected and not yet let are based on engineers' estimates. This portion of the expenditure correlates to the projects listed in the STIP appendixes. Finally, the portion of category expenditure associated with projects that are post construction letting is based on the encumbered construction contract amount and actual payments to contractors. (These projects are already obligated and underway and are not in the STIP document).

The final category in the Local Support section is **Categorical Grants**, which report the KDOT funds being given to the LPAs under the Federal Fund Exchange program. The expense for this program was formerly included with the Local Partnership Program expenditure. However, since this expense is not directly related to work on roads, but is rather a fixed cost for the exchange of cash for federal dollars, the expense has been broken out into its own category. The current exchange rate for this program is \$0.90/\$1.00. The expenditure amount is calculated based on this exchange rate and the number of LPAs who have entered into a fund exchange agreement with the State. For more information about this program visit the KDOT Bureau of Local Projects web at <http://www.ksdot.org/bureaus/bur-LocalProj/default.asp>.

The Transportation Planning and Modal Support section of the Cash-Flow Worksheet focuses on the planning needed to meet the transportation needs of the state and the modal transportation forms such as transit, rail and aviation. As with the **Agency Operations** category in Local Support section, this first category of the Transportation Planning and Modal Support section comprises the salaries for the administration and support personnel dedicated to transportation planning functions and modal activities throughout the state. This is a fixed cost that is projected by growing the historical expenditures using an inflation rate of 2.5%.

KDOT categorizes the modes into three groups - **aviation, public transit and rail**. The expenditures for these three categories are for the ongoing activities and functions undertaken by KDOT throughout the state - from rail improvements, to airport and runway expansion, repair and maintenance, to transit aid throughout the state. To leverage transportation dollars to obtain the largest benefit possible, under the T-WORKS program, funding to all three of these alternate modes was increased. The expenditures forecasted in the Cash-Flow Worksheet for the three modes are provided by the Division of Planning and Development and the Division of Aviation and are adjusted for inflation. While the modes are a part of the Cash-Flow Worksheet, except for public transit, the projects that compose the

modal group are not represented in the STIP. For STIP requirements, the public transit mode is the only mode required to be reported in the STIP document. The public transit information is presented in its own narrative and is presented at the program level rather than the project level as the FTA has requested. Since the other modes are outside the “Core” programs required by federal law to be in the STIP and because the modes (except for public transit) do not receive federal funding from FHWA or FTA, they are not included in this document. The intent of this document is to meet the requirements for the STIP as outlined in law. To learn more about the modes in Kansas, visit the KDOT T-WORKS web site at <http://tworks.ksdot.org/>.

The last category in the Transportation Planning and Modal Support section is **Other Planning**. This category is for the debt services related to the Transportation Revolving Fund and for federal expenses that do not pass through the State Highway Fund, such as the National Highway Traffic Safety Administration (NHTSA) and Federal Aviation Administration (FAA) expenses. The costs associated with this category are fixed in nature.

The last two sections under expenditures in the Cash-Flow Worksheet are **Administration and Debt Service**. Administration expenditure encompasses salaries for administrative and support personnel for the continued

function of the agency and the daily operation costs like utilities. The administration expenditure is a fixed cost projected by growing the historical expenditure using an inflation rate of 2.5%. **Debt Service** reflects the expense related to the repayment of highway bonds. These are fixed rate bonds so the expenditures are a fixed cost.

The Cash Flow Worksheet is projecting positive ending balances in all four years of the STIP, providing a reasonable expectation of fiscal constraint.

FISCAL CONSTRAINT

In accordance with 23 CFR 450.216(a)(5), the STIP is required to be financially constrained by year, and this fiscal constraint must be demonstrated in the STIP. To be fiscally constrained by year, the demand on total available funding (state, federal and local) for each STIP year must not exceed the funding that is available for that year. To assure fiscal constraint, KDOT’s OFAB maintain a Cash-Flow Worksheet that summarizes agency revenue and expenditure projections. The agency’s most recent Cash-Flow Worksheet follows this discussion. The Cash-Flow Worksheet is reviewed and updated as needed at key times during the SFY in:

- September during budget preparation
- January after the Governor’s budget is presented, if needed

-
- May/June at the end of the legislative session, if needed
 - And as changes to programs and projects warrant.

As discussed in this finance section, the sources of information and data used to compile and maintain the Cash-Flow Worksheet are many and varied. In addition to the methods already described, the OFAB uses a Cash-Flow computer system, Cash Availability and Forecasting Environment (CAFE). CAFE maintains the cash-flow data and models cashflows in and out of the agency. CAFE is compatible with and interacts with KDOT's other computer systems, which greatly automates cash-flow modeling and allows project data from the project management system, WinCPMS, to be incorporated into the modeling. In addition, CAFE can store assumptions such as inflation factors for motor fuel taxes for use in modeling. CAFE allows for efficient and effective cash management by KDOT.

The Cash-Flow Worksheet forecasts all anticipated revenues (state, federal and local) and all anticipated expenditures in the next four years. The federal reimbursement estimates in the Cash-Flow Worksheet, while based on the level of federal funding KDOT expects to receive (the obligation limit) as outlined in the recently passed FAST Act, do not correlate exactly. Since federal aid is a reimbursement program, funds must be expended and then requests for reimbursement made. The

federal reimbursement for the years of the cash-flow is composed of three parts: 1) underway projects with outstanding reimbursement expected to be received in the 2019-2022 SFYs; 2) the reimbursement from new projects that are anticipated to obligate and reimburse in the four years of this STIP; 3) projects advanced constructed and anticipated to be converted in each of the four years. To estimate state and local revenues that will be available for the agency's use, KDOT uses information from both the CEG and the HREG. Whenever, the CEG and/or HREG issue revised information, usually in April, November and September, KDOT reviews the new data to determine whether the new information continues to support current revenue projections in the cash-flow modeling. If KDOT's OFAB determines the new information warrants an adjustment to the state and local funding projections, then changes are made to CAFE and a revised the Cash-Flow Worksheet is generated. Likewise, as information changes in KDOT's project management system, these changes are incorporated automatically to CAFE since the two systems interact. Finally, the OFAB staff continually monitors and reviews the data relevant to revenue and expenditure. In this way, the Cash-Flow Worksheet generated from CAFE is timely and provides the information KDOT needs to be fiscally constrained.

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KDOT Cash-Flow Worksheet

as of May 2018

KDOT - All Agency Funds

(\$000)	2019	2020	2021	2022	FY 2019-2022
	547,184	610,248	502,011	423,144	547,184
Resources					
Motor Fuel Taxes	459,198	460,398	461,598	462,798	1,843,992
Sales & Compensating Tax	533,805	543,944	554,277	564,805	2,196,831
Registration Fees	207,500	207,500	207,500	207,500	830,000
Drivers Licenses Fees	8,843	8,843	8,843	8,843	35,372
Special Vehicle Permits	2,708	2,708	2,708	2,708	10,832
Interest on Funds	3,733	3,323	2,850	2,544	12,450
Misc. Revenues	11,110	8,158	8,201	8,241	35,710
Transfers:	1,158	1,158	1,158	1,158	4,632
Motor Carrier Property Tax	-	-	-	-	-
Transfers Out	(472,540)	(471,859)	(473,912)	(476,009)	(1,894,320)
Subtotal	755,515	764,173	773,223	782,588	3,075,499
Federal and Local Construction Reimbursement					
Federal Reimbursement - SHF	293,320	291,492	296,723	296,724	1,178,259
Local Construction - Federal	66,812	77,826	68,284	52,531	265,453
Local Construction - Local	20,446	23,092	23,577	18,491	85,606
Miscellaneous Federal Aid	36,553	35,907	35,907	35,907	144,274
Subtotal Federal & Local	417,131	428,317	424,491	403,653	1,673,592
Total before Bonding	1,172,646	1,192,490	1,197,714	1,186,241	4,749,091
Bond Sales (par)	200,000	-	-	-	200,000
Issue Costs/Premium/Discount/Acc Int.	-	-	-	-	-
Net from Bond Sales:	200,000	-	-	-	200,000
Net TRF Loan Transactions	3,038	2,698	2,674	2,348	10,758
TOTAL RECEIPTS	1,375,684	1,195,188	1,200,388	1,188,589	4,959,849
AVAILABLE RESOURCES	1,922,868	1,805,436	1,702,399	1,611,733	5,507,033

The following revenue estimates are currently being used:
April 2018 State Consensus Revenue Estimating Group
November 2017 Highway Revenue Estimating Group
Debt Service updated October 2017

KDOT Cash-Flow Worksheet

as of May 2018

	2019	2020	2021	2022	FY 2019-2022
Maintenance					
Regular Maintenance	140,446	143,958	147,557	151,245	583,206
City Connecting Links	3,360	3,360	3,360	3,360	13,440
Total Maintenance	143,806	147,318	150,917	154,605	596,646
Construction					
Preservation	304,364	354,245	353,771	327,668	1,340,048
Modernization	30,775	13,389	8,043	11,621	63,828
Expansion & Enhancements	142,423	87,702	79,416	104,359	413,900
CE & PE	58,402	59,746	61,123	62,534	241,805
Local Federal Aid Projects	69,983	81,014	79,077	64,842	294,916
Buildings	9,364	9,598	9,838	10,084	38,884
Total Construction	615,311	605,694	591,268	581,108	2,393,381
Local Support					
Agency Operations	1,763	1,807	1,852	1,899	7,321
SC&CHF	154,422	154,825	155,229	155,632	620,108
Local Partnership Programs	35,061	39,966	25,430	28,799	129,256
Categorical Grants	30,000	25,000	25,000	25,001	105,001
Other					-
Total Local Support	221,246	221,598	207,511	211,331	861,686
Transportation Planning & Modal Support					
Agency Operations	12,705	13,023	13,349	13,350	52,427
Aviation	6,582	5,557	5,196	5,069	22,404
Public Transit	36,988	36,988	36,988	36,988	147,952
Rail	9,071	7,348	6,770	6,594	29,783
Other Planning	6,020	6,002	5,874	5,646	23,542
Total Planning & Modal Support	71,366	68,918	68,177	67,647	276,108
Administration					
	50,191	51,421	52,682	53,974	208,268
TOTAL before Debt Service	1,101,920	1,094,949	1,070,555	1,068,665	4,336,089
Debt Service	210,700	208,476	208,700	208,840	836,716
TOTAL EXPENDITURES	1,312,620	1,303,425	1,279,255	1,277,505	5,172,805
ENDING BALANCE	610,248	502,011	423,144	334,228	334,228
	2019	2020	2021	2022	FY 2019-2022

Required Ending Balances reflect:

1. Amounts required to satisfy bond debt service requirements.
2. Funds allocated by statute for distribution to specific programs.
3. An amount necessary to provide for orderly payment of agency bills.