

1995-96 SESSION
COMMITTEE HEARING
RECORDS

Committee Name:

Joint Committee on
Finance (JC-Fi)

Sample:

Record of Comm. Proceedings ... RCP

- 05hrAC-EdR_RCP_pt01a
- 05hrAC-EdR_RCP_pt01b
- 05hrAC-EdR_RCP_pt02

➤ Appointments ... Appt

➤ **

➤ Clearinghouse Rules ... CRule

➤ **

➤ Committee Hearings ... CH

➤ **

➤ Committee Reports ... CR

➤ **

➤ Executive Sessions ... ES

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➤ Hearing Records ... HR

➤ **

➤ Miscellaneous ... Misc

➤ 95hrJC-Fi_Misc_pt66

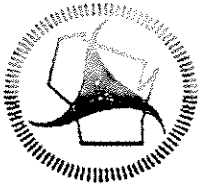
➤ Record of Comm. Proceedings ... RCP

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Joint Committee on Finance, April 16, 1996

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VI. Department of Transportation -- WITHDRAWN



Wisconsin Department of Transportation

Tommy G. Thompson
Governor

Charles H. Thompson
Secretary

OFFICE OF THE SECRETARY
P. O. Box 7910
Madison, WI 53707-7910

April 9, 1996

Senator Timothy L. Weeden
Joint Committee on Finance
Suite LL1
P.O. Box 7882
Madison, WI 53707-7882

Representative Ben Brancel
Joint Committee on Finance
Suite LL2
P.O. Box 8952
Madison, WI 53707-8952

Dear Senator Weeden and Representative Brancel:

The Department of Transportation is withdrawing our request for approval to enter into a reciprocal registration exemption agreement with the Red Cliff Band of the Lake Superior Chippewa Indians. The Department requests additional time to evaluate the agreement in conjunction with a reciprocal registration exemption request recently received from the Oneida Tribe.

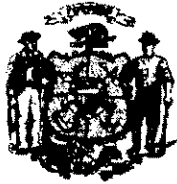
Currently, WisDOT has implemented two agreements; one with the Menominee Tribe and one with the Lac Du Flambeau Band of the Lake Superior Chippewa Indians. While the Department has experience with the terms of the agreements, we require additional time to review and consult with the Red Cliff Band regarding consistency with current practice. The language of the two agreements in place is approximately twelve years old and requires a thorough evaluation prior to WisDOT entering into additional agreements.

Also, the Oneida Indians have proposed changes related to which individuals may register with the tribe and receive tribal license plates. WisDOT needs to further analyze implications of these changes and impacts on the agreements already in place, in order to fully understand the precedents that may be set by these agreements.

Thank you for your consideration. Please direct questions to Jim McDonnell, Director of the Office of Policy and Budget.

Sincerely,

Charles H. Thompson
Charles H. Thompson
Secretary



Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873

April 16, 1996

TO: Members
Joint Committee on Finance

FROM: Bob Lang, Director

SUBJECT: Transportation--Section 13.10 Request for Release of East-West Freeway Reserve Funds--Agenda Item VII

REQUEST

The Department of Transportation requests the release of \$13,349,000 in 1995-96 and \$13,349,000 in 1996-97 from reserve in the transportation fund to the STH rehabilitation appropriation for the East-West freeway project.

BACKGROUND

Act 113 placed \$13,349,000 in 1995-96 and \$13,349,000 in 1996-97 in reserve in the transportation fund until June 30, 1999, for the rehabilitation of the East-West freeway from downtown Milwaukee to Waukesha. The Act specified that DOT could not encumber any funds for this project unless the Joint Committee on Finance transferred the funds in reserve in the transportation fund to the STH rehabilitation appropriation for this purpose.

ANALYSIS

The \$26,698,000 would be used to repair and resurface roadway and bridges on the portion of I-94 from downtown Milwaukee to Waukesha.

History

DOT has indicated that the East-West freeway project is the top priority in the STH rehabilitation program. According to the Department, some bridges in the stadium interchange may have to be posted with weight restrictions if rehabilitation is not done by 1998. Additionally, DOT indicates that the base pavement is deteriorating and that if resurfacing is not done, maintenance costs and resulting traffic delays will increase and the usable life of the resurfaced pavement may be limited.

In the Governor's March, 1995, budget recommendation (AB 402), total funding for this project would have been \$77,300,000 (\$13,349,000 annually in base funds and \$24,751,000 in 1995-96 and \$25,851,000 in 1996-97 in additional funds). During Legislative debate on this budget, the Joint Committee on Finance decreased funding by \$24,751,000 in 1995-96 and by \$1,100,000 in 1996-97 and placed \$26,100,000 in reserve in the transportation fund in 1995-96 for either the state's share of the infrastructure work for a new Milwaukee stadium or the East-West freeway repair. The Joint Committee on Finance version also prohibited DOT from conducting any highway resurfacing or bridge repair activity on the freeway until 1997 unless the Committee transferred the reserved funds for this purpose. The reserve and associated prohibition were included in the budget in order to address legislative concerns that DOT would use STH rehabilitation funds budgeted for other projects for the East-West freeway project if additional funds were not approved.

The Assembly eliminated the reserve fund in adopting its version of the transportation budget. The Senate changed the date on the prohibition on conducting reconstruction activities to July 1, 1996, to allow DOT to conduct preliminary activity in late summer and fall of 1996 in preparation for the 1997 construction season. Due to differences between the Assembly and Senate budget recommendations, the Legislature did not adopt either version in the Spring, 1995, floor period.

In September, 1995, the Governor recommended a new transportation budget. This budget recommendation would have provided total funding of \$63,298,000 (\$13,349,000 annually in base funds and \$12,000,000 in 1995-96 and \$24,600,000 in 1996-96 in additional funds) for the East-West freeway project.

The Joint Committee on Finance decreased funding by \$12,000,000 in 1996-97 and specified that DOT could not encumber more than \$51,300,000 in the 1995-97 biennium for this project. However, the full Legislature deleted both the remainder of the increased funding (\$24,600,000) and placed the base funding (\$13,349,000 annually) in reserve until June 30, 1999.

The Legislature also placed \$15,000,000 (\$3,000,000 in 1995-96 and \$12,000,000 in 1996-97) in reserve in the transportation fund until June 30, 1999, for either the state's share of the infrastructure work for a new Milwaukee stadium or the East-West freeway project. The Legislature prohibited DOT from encumbering funds for either project unless the Joint Committee on Finance transferred funds to the STH rehabilitation appropriation for one of these purposes.

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The Governor vetoed the requirement that DOT obtain the approval of the Joint Committee on Finance before using the \$15,000,000 in reserved funds and also eliminated the restriction on using the reserve for only one of the two projects, therefore allowing DOT to transfer the funds at any time for either project. In spite of the Governor's veto, it is anticipated that these funds will be used for the stadium project and not the East-West freeway repair. The Governor did not veto the approval provisions associated with the \$26,698,000 reserved solely for the East-West freeway project.

The Department of Transportation is now proposing an East-West freeway project with a total cost of \$46,789,000. The \$26,698,000 from the reserve would cover the estimated costs in the current biennium, with \$48,000 carried over to 1997-98. DOT anticipates that \$20,091,000 will be needed in 1997-98 to complete the project. If the \$13,349,000 is restored to DOT's base and the \$48,000 is carried over, the extra funding needed in 1997-98 would be \$6,694,000.

Structural and Pavement Work

The difference in cost for the East-West project at various points in time reflects changes in the approach to the design and construction of the project. The current approach (costing \$46,789,000) was conceived so that all bridges would have an approximate 15-year useful life opposed to 25 to 30 years as under the original approach. The current alternative will overlay 36 bridges rather than replace steel and redeck two bridges and redeck another 34 bridges. In addition to less work on structures, the current approach does not reconfigure any on-off ramps and it does not move the stadium interchange. Finally, the current approach will not require the construction of crossover lanes.

Similarly, the original and alternate base pavement procedures differ substantially. The currently proposed technique would patch the base pavement with asphalt opposed to concrete. The original method would have removed 1.5 inches of a total three inches of asphalt on the entire roadway. Areas with deeper cracks would have been repaired by removing the concrete in the specific area and refilling the space with concrete. Lastly, the roadway would have been milled and overlaid once more with 1.5 inches of asphalt to create a smooth surface. The current method will remove three inches of asphalt on the entire roadway. Areas with deeper cracks will be repaired by removing the old concrete and refilling the space with asphalt (using asphalt patches decreases the time needed to do the repair, which in turn decreases traffic handling costs). Then, the entire roadway will be overlaid with another three inches of asphalt.

Switching from the original method of repair to the current method will change the life of the resulting pavement from 10 years of quality roadway with several years of inferior, yet serviceable, life to a roadway with a serviceable life of 15 years, but with virtually no service life after this time. This change was made to match the 15-year service life on the bridges. This means that reconstruction of the East-West freeway would need to be completed within 15 years after the rehabilitation is complete. The type of reconstruction project is currently being debated as part of the ongoing process of selecting a locally-preferred alternative for the East-West

corridor. DOT currently plans on beginning reconstruction activity on the Marquette interchange near the year 2000.

Cost Information for the Current Approach

The Department anticipates costs totalling \$26,650,000 in the current biennium. Of the total, 21.8% will fund commitments made in 1995-96 before the effective date of the Act 113 provision, 36.9% will fund construction and rehabilitation activities on the westbound roadway, 14.6% will fund construction and rehabilitation activities on the westbound bridges, 20.1% will fund the freeway traffic management system and 6.5% will fund freeway traffic mitigation with local units. The following table summarizes these amounts.

TABLE 1
1996-97 Cost Information

<u>Activity</u>	<u>Amount</u>
Previous Commitments	\$5,800,000
Westbound Roadway Construction	9,853,000
Westbound Bridge Construction	3,897,000
Freeway Traffic Management	5,358,000
Local Traffic Mitigation	<u>1,742,000</u>
TOTAL	\$26,650,000

The \$5,358,000 associated with freeway traffic management reflects the following: (a) 23 new ramp meters and replacement of 14 existing ramp meters (\$900,000); (b) 10 new and four replacement vehicle detector stations (\$300,000); (c) 11 new closed circuit televisions (\$900,000); (d) six variable message signs (\$1,000,000); (e) miscellaneous monitor activities (\$800,000); (f) design costs (\$585,000); (h) utilities (\$615,000); and (i) public relations (\$258,000). Replacement costs are for equipment that will be torn up due to the rehabilitation project. Although these costs are part of the East-West freeway repair project, the equipment will also aid in traffic control during other construction projects on the Milwaukee freeway system.

The goal of the freeway traffic management system is to maximize efficiency on the freeway during construction by decreasing travel time, increasing travel speed, increasing freeway traffic capacity and decreasing accident rates. The freeway construction will require the closure of one lane during peak traffic hours and two lanes during non-peak traffic hours, including on-off ramps. The freeway traffic management system will alert drivers to traffic accidents, potential stops, closed ramps and traffic diversions. The impact of a traffic accident on traffic capacity is considerable. The current capacity of the three-lane freeway is approximately 6,700 vehicles per hour. The capacity of a two-lane freeway during construction will be approximately 3,200

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vehicles per hour and the capacity if one lane is closed due to an accident is approximately 1,100 vehicles per hour. Some of the components of the freeway traffic management system include closed circuit televisions that can broadcast accident coverage to local television stations, ramp meters that control the rate of traffic entering the freeway, variable message signs that warn drivers of hazardous conditions, detectors in the freeway pavement which monitor traffic conditions and technicians stationed in a control center that can communicate traffic conditions to drivers, emergency personnel and television and radio stations.

It is estimated that the \$1,742,000 associated with traffic mitigation with local units will be distributed as follows: (a) the City of Milwaukee for surface street operational improvements, increased police costs, and pedestrian safety (\$265,000); (b) the municipalities of Brookfield, Elm Grove, Wauwatosa and West Milwaukee for pavement restoration and new traffic signals (\$99,000); (c) DOT's traffic unit at District Two for signal time changes, pavement marking changes associated with adding a third lane on USH 18 from 124th Street to Moorland Road, distributing a public relations brochure and the construction of a park and ride lot (\$247,180); (d) a public relations firm for printing and marketing a brochure used to divert traffic from the interstate (\$144,500); (e) the Milwaukee County Sheriff's Department for increased traffic enforcement (\$71,695); (f) the Division of State Patrol for increased traffic enforcement (\$14,625); and (g) Milwaukee County, Wisconsin Coachlines and Waukesha Metro for increased transit routes and marketing costs associated with the change in routes (\$900,000).

The goal of the traffic mitigation effort with local units is to encourage off-interstate travel and to help local communities fund the costs of the impacts of these traffic diversions.

DOT estimates that it will need \$20,091,000 in 1997-98 in order to finish the project. It is estimated that 49.9% will fund the reconstruction of the eastbound roadway, 42.6% will fund the resurfacing of the eastbound bridges and 7.5% will fund the ongoing freeway traffic management and local freeway traffic mitigation systems. Table 2 summarizes this information.

TABLE 2

1997-98 Cost Information

<u>Activity</u>	<u>Estimated Amount</u>
Eastbound Roadway Construction	\$10,035,000
Eastbound Bridge Construction	8,556,000
Freeway Traffic Management and Local Traffic Mitigation	<u>1,500,000</u>
TOTAL	\$20,091,000

SUMMARY

The Department's request reflects a decrease in estimated project costs from the original \$77.3 million to the current \$46.8 million. The decreased cost results from a reevaluation of the project by DOT and reflects a decision to engineer the project with a 15-year design life, with little flexibility beyond that time. The lower cost will allow the project to be completed using the reserved funds plus \$20.1 million in new funds in the 1997-99 biennium. Releasing the reserved funds would allow the project to begin without affecting the funding for any other STH rehabilitation projects in 1995-97. Deliberations on how to fund the 1997-99 costs can begin from either of two starting points, depending on whether or not the Committee structures the transfer from the reserve as part of DOT's base budget.

ALTERNATIVES

16-0 (1.) Approve the Department's request to transfer \$13,349,000 annually from reserve in the transportation fund to the STH rehabilitation appropriation for the East-West freeway project. Specify that this transfer would be included in DOT's base budget for purposes of submitting the Department's 1997-99 budget request.

wasn't it part of the base before we created the reserve?

2. Approve the Department's request to transfer \$13,349,000 annually from reserve in the transportation fund to the STH rehabilitation appropriation for the East-West freeway project. Specify that this transfer would not be included in DOT's base budget for purposes of submitting the Department's 1997-99 budget request.

Prepared by: Donna Wong