- \$3.37 billion appropriated over the biennium for Highway Construction Program
- \$257.5 million in new general obligation bonds authorized

# Department of Transportation

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### ROLE

The Ohio Department of Transportation (ODOT) is the agency charged with planning, building, and maintaining the state's transportation system. Most of the agency's resources are devoted to the state's system of highways, but it also has responsibilities in the areas of rail, aviation, public transportation, and water transportation. ODOT administers federal funds as well as state funds in fulfilling these responsibilities, and it administers federal funds used by local jurisdictions in constructing and maintaining their local roads and bridges. The budget of the Ohio Rail Development Commission (ORDC) is included in the ODOT budget for fund appropriation purposes. ORDC was formerly a division of ODOT, but was split off into an independent agency by Sub. H.B. 250 of the 120<sup>th</sup> General Assembly.

Agency In Brief								
Number of	Total Appropria	tions-All Funds	GRF Appr	Appropriation				
Employees	2002	2003	2002	2003	Bill(s)			
5,887	\$2,542.4 million	\$2,105.4 million	\$38.6 million	\$36.4 million	Sub. H.B. 73 Am. Sub. H.B. 94			

#### **OVERVIEW**

As of December 30, 2000 ODOT employed 962 employees at its headquarters in Columbus, but most of its 5,887 personnel are employed outside of Franklin County. ODOT facilities are located throughout the state, and the agency is organized into 12 districts for purposes of conducting maintenance of the state highways. The department's personnel count has been reduced significantly over the last several years due to departmental restructuring—the personnel count was 7,788 in December of 1993.

The department's budget is split between two budget bills: Sub. H.B. 73 and Am. Sub. H.B. 94. Sub. H.B. 73 is the transportation budget bill, containing the appropriations funded by the motor vehicle fuel tax (39 percent of the agency's budget) and by issuing bonds (about 21 percent of the budget), and most of the appropriations funded with federal money (38 percent of all appropriations). Less than 2.0 percent of the department's budget is funded by the GRF, and those appropriations are contained in Am. Sub. H.B. 94. One of the reasons for the separate transportation budget bill is so that it may be passed prior to March 31 of the year, ensuring that contracts can be executed in time to allow the department's highway construction program to continue without a major interruption.

The department's appropriations for FY 2002 are increased by 20.3 percent over FY 2001 spending, but the appropriations for FY 2003 are 17.2 percent lower than those for FY 2002. Although several budget lines received slightly smaller appropriations for FY 2003, the bulk of the FY 2003 reduction occurs in the two line items, 772-723 and 772-428, funded by issuance of new bonds. The department plans to control the growth in debt service on highway bonds by restricting the amount of new bond issuance in FY 2003. The sharp increase in funding in FY 2002 is largely to increase the resources available for highway construction projects. If it were not for substantial reductions in the department's FY 2001 expenditures made near the end of the fiscal year, the appropriations that fund the department's operating budget would have increased by less than 2.0 percent in each fiscal year of the biennium.

There were no substantial program changes for the agency. The largest single program area, as measured by level of funding, remains Highway Construction, which conducts the design, right-of-way purchasing, and building and rehabilitation of the highway system. The program received \$3.37 billion in funding over the biennium, or slightly over 72 percent of the agency's total budget. ODOT projects that over \$875 million in federal funding will be received for this program each fiscal year. The second largest program by funding level, and the largest by number of personnel employed, is Highway Maintenance, which received \$753.8 million in funding over the biennium. Taken together, these two program areas accounted for nearly 89 percent of the department's appropriations. The funding for both program areas is contained in Sub. H.B. 73.

The table below presents the department's expenditures for FY 2001 and appropriations for FYs 2002 and 2003, by program area (excluding debt service). Those programs that were funded entirely in Sub. H.B. 73, Highway Construction, Highway Maintenance, Planning and Research, and Administration, were funded at the level requested by the Governor. The funding for appropriations in Am. Sub. H.B. 94, on the other hand, generally experienced cuts as the bill progressed through the General Assembly. The program area that experienced the most significant cuts was Public Transportation, which was cut by over \$7 million in each fiscal year. Both the Rail and the Aviation Program were cut by less than \$1 million in each fiscal year.

ODOT Expenditures and Appropriations by Program Area								
Program Area	FY 2001 expenditures	FY 2002 appropriations	FY 2003 appropriations					
Highway construction	\$1,456.7 million	\$1,905.7 million	\$1,461.6 million					
Highway maintenance	\$338.7 million	\$372.6 million	\$381.2 million					
Public transportation	\$81.8 million	\$61.5 million	\$59.7 million					
Aviation	\$10.1 million	\$8.5 million	\$8.1 million					
Rail	\$18.7 million	\$23.1 million	\$24.0 million					
Intermodal Program	\$0	\$50 thousand	\$50 thousand					
Planning & research	\$28.2 million	\$45.9 million	\$45.9 million					
Administration	\$93.4 million	\$109.0 million	\$110.4 million					

## **BUDGET ISSUES**

#### Change to the Distribution of the Motor Vehicle Fuel Tax

The Governor's proposed budget recommended that the share of the motor vehicle fuel tax that goes to the Department of Natural Resources (DNR) be increased from 0.75 percent to 1.0 percent of the total revenue derived from the tax, and that recommendation was implemented by the General Assembly in Sub. H.B. 73. As background for the change, a study produced by the Legislative Service Commission in April of 1998 concluded that people buying fuel for boats probably contribute at least 1.0 percent of the yield from the tax. The increased funds for DNR are earmarked for boating programs, so that the change can be viewed as resulting in a more equitable distribution of the tax revenues.

This change will increase the tax revenue allocated to DNR by approximately \$1.7 million. Without the change, the revenue would have gone to ODOT and to local governments to fund highway projects.

#### RAILROAD CROSSING SAFETY

Sub. H.B. 73 created a new line item in the department's budget and appropriated \$1.2 million over the biennium to it. The new line item accesses Fund 4A3, which receives \$100,000 per month from the motor vehicle fuel tax and which was historically accessed by the Public Utilities Commission of Ohio exclusively. The new line item will be used to pay for the installation of rumble strips at railroad crossings that lack warning gates.

#### DESIGN/BUILD CONSTRUCTION AUTHORITY

Sub. H.B. 73 extended a pilot program under which the department could combine the design and construction elements of a highway or bridge project into a single combined contract. The program was extended until June 30, 2003, and the total dollar value of all such combined contracts could not exceed \$250 million for the biennium. The Director of Transportation is required to submit a report to the General Assembly by December 31, 2002 evaluating the experience of the department with projects involving such combined contracts.

The department issued a report on its initial experience with such design/build contracts in December of 2000. In that report the department indicated that the cost savings resulting from design/build contracts varied widely. The cost savings on one project were estimated to be 6.0 percent, while the savings on another project were estimated to be 30 percent, indicating the individuality of each highway or bridge construction project.

#### **BOND ISSUANCE**

Sub. H.B. 73 authorized the issuance of \$257.5 million in bonds for highway purposes over the biennium. The bill also reduced the authorization granted by prior acts of the General Assembly to issue and sell obligations from \$1,854,695,000 to \$1,745,000,000. The increase in authorized bond issuance will increase the debt service required from the motor vehicle fuel tax.

#### MOTOR FUEL TAX TASK FORCE

Am. Sub. H.B. 94 created the Motor Fuel Tax Task Force to study the adequacy and distribution of the motor fuel tax. The task force must report on its findings to the General Assembly and to the Governor on December 2, 2002, and ceases to exist upon issuing such report.

#### **Background**

The establishment of the task force takes place against the background of a steady decline in the revenues going to ODOT from this tax. The overall revenue derived from the tax increased steadily for years, until a significant fall in the 2001 fiscal year. However there are a number of other claimants on these revenues, and the amounts going for debt service on bonds and to the Department of Public Safety have been growing rapidly. The net result of the modest growth in overall revenues, with rapid growth in the share going to other state purposes, is a reduction in the amount available for road and bridge construction. ODOT received \$697.6 million from the tax in FY 2000, and \$647.1 million in FY 2001. LSC projects this figure to fall to under \$625 million in FYs 2002 and 2003.

Line Ite	em Detail	by Agency	FY 1999.	FY 2000.	FY 2001	FY 2002 Appropriations:	% Change 2001 to 2002:	FY 2003 Appropriations:	% Change 2002 to 2003:
Report	Report For: Transportation Budget		Ver	sion: Enacte	d				
DOT	Transpor	rtation, Department of							
3B9	770-615	Federal Rail	\$ 36,408	\$ 0		\$ 0	N/A	\$ 0	N/A
Fede	eral Special	Revenue Fund Group Total	\$ 36,408	\$ 0		\$ 0	N/A	\$ 0	N/A
045	772-428	Highway Infrastructure Bank-Bonds	\$ 37,558,099	\$ 24,013,147	\$23,206,420	\$ 300,000,000	1,192.75%	\$ 30,000,000	-90.00%
042	772-723	Highway Construction-Bonds	\$ 221,100,726	\$ 278,107,512	\$190,065,879	\$ 225,000,000	18.38%	\$ 102,500,000	-54.44%
4Y2	774-446	Congestion Mitigation Revolving Fund		\$ 0		\$ 50,000	N/A	\$ 50,000	0.00%
4N4	776-661	Rail Transportation-State	\$ 5,081,403	\$ 4,992,803	\$2,790,920	\$ 0	-100.00%	\$0	N/A
4A3	776-665	Railroad Crossing Safety Devices				\$ 1,200,000	N/A	\$0	-100.00%
State	e Special Re	evenue Fund Group Total	\$ 263,740,228	\$ 307,113,462	\$ 216,063,219	\$ 526,250,000	143.56%	\$ 132,550,000	-74.81%
002	770-003	Administration-State-Debt Service	\$ 15,821,209	\$ 15,550,137	\$14,928,858	\$ 14,799,000	-0.87%	\$ 14,403,400	-2.67%
212	770-005	Infrastructure Debt Service-Federal	\$ 10,251,305	\$ 9,904,447	\$11,276,966	\$ 28,870,000	156.01%	\$ 45,650,000	58.12%
002	770-089	Lands and Buildings	\$0	\$ 0		\$ 0	N/A	\$0	N/A
002	770-410	Research, U.S.G.SState	\$ 0	\$ 0		\$ 0	N/A	\$0	N/A
002	770-411	Research, U.S.G.SFederal	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
002	770-414	Rural Transit Assistance-Federal	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
002	770-415	Public Transportation Block Grants	\$0				N/A		N/A
002	770-416	M.P.O. Tech. Studies-Federal	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
4T5	770-609	Administration Memorial Fund	\$ 3,247	\$ 1,280		\$ 5,000	N/A	\$ 5,000	0.00%
002	770-706	Resurface/RehabState	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
002	770-707	Resurface/RehabFederal	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
002	770-716	Bridge Inspect./RehabState	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
002	770-717	Bridge Inspect./RehabFederal	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
002	770-718	Safety Upgrading-State	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
002	770-719	Safety Upgrading-Federal	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
002	770-726	Grade Crossing-Federal	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
002	770-727	Major Reconstruction-State	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
002	770-728	Major Reconstruction-Federal	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
002	770-729	New Construction-State	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
002	770-730	New Construction-Federal	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
002	770-732	Access Roads-State Facilities	\$0	\$ 0		\$ 0	N/A	\$0	N/A

Line It	em Detail	by Agency	FY 1999.	FY 2000.	FY 2001	FY 2002 Appropriations:	% Change 2001 to 2002:	FY 2003 Appropriations:	% Change 2002 to 2003:
DOT	Transpoi	tation, Department of							
002	770-733	Local Govt. Projects-State	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N//
002	770-734	Local Govt. Projects-Federal	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N//
002	770-740	Roadside Rest Areas-State	\$ 0				N/A		N//
002	770-741	Roadside Rest Areas-Federal	\$ 0				N/A		N//
002	770-751	Grade Crossing ProtFederal	\$ 0	\$ 0		\$0	N/A	\$ 0	N//
002	770-772	Bridge Painting/Repair	\$ 0	\$ 0		\$0	N/A	\$ 0	N//
002	770-774	Spot Patch, Seals, & Other	\$ 0				N/A		N//
002	770-775	Guard Rail Renovation	\$ 0				N/A		N//
002	770-776	Pavement Marking	\$ 0				N/A		N//
002	770-777	Signing, Sign Structures, Etc.	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N//
002	770-778	Snow and Ice Control	\$ 0				N/A		N//
002	770-779	Seeding, Mowing, Etc.	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N//
002	771-411	Planning and Research-State	\$ 7,329,586	\$ 8,407,966	\$8,445,732	\$ 13,724,000	62.50%	\$ 13,408,210	-2.30%
002	771-412	Planning and Research-Federal	\$ 11,425,129	\$ 13,963,542	\$19,713,696	\$ 32,190,000	63.29%	\$ 32,460,000	0.849
002	772-421	Highway Construction-State	\$ 384,549,671	\$ 485,746,742	\$426,843,540	\$ 440,536,920	3.21%	\$ 372,980,940	-15.33%
002	772-422	Highway Construction-Federal	\$ 520,623,539	\$ 575,588,590	\$745,503,568	\$ 834,567,650	11.95%	\$ 834,230,370	-0.049
212	772-423	Infrastructure Lease Payments-Federal	\$ 12,896,875	\$ 11,521,728	\$11,960,499	\$ 12,534,300	4.80%	\$ 12,537,800	0.039
002	772-424	Highway Construction-Other	\$ 42,973,690	\$ 36,433,554	\$35,885,879	\$ 50,000,000	39.33%	\$ 50,000,000	0.009
212	772-426	Highway Infrastructure Bank-Federal	\$ 186,952	\$ 4,705,545	\$5,508,501	\$ 2,500,000	-54.62%	\$ 2,500,000	0.009
212	772-427	Highway Infrastructure Bank-State	\$ 17,739,930	\$ 17,284,831	\$6,485,252	\$ 11,700,000	80.41%	\$ 11,200,000	-4.27%
002	773-203	Maintenance-Highways	\$ 0				N/A		N//
002	773-431	Highway Maintenance-State	\$ 329,920,315	\$ 347,855,256	\$338,726,408	\$ 372,636,000	10.01%	\$ 381,176,000	2.299
002	774-441	Highway Amenities-State	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N//
002	774-442	Highway Amenities-Federal	\$ 11,335	\$ 0		\$ 0	N/A	\$ 0	N//
002	774-444	Highway Amenities-Other	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N//
212	775-406	Transit Infrastructure Bank-Federal	\$ 45,000	\$ 373,227	\$5,137,773	\$ 0	-100.00%	\$ 0	N//
002	775-452	Public Transportation-Federal	\$ 28,191,999	\$ 33,079,677	\$27,980,488	\$ 27,000,000	-3.50%	\$ 27,000,000	0.009
002	775-454	Public Transportation-Other	\$ 477,041	\$ 708,179	\$741,310	\$ 1,500,000	102.34%	\$ 1,500,000	0.009
002	775-455	Public Transportation Admin	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N//
002	775-459	Elderly and Disabled Special Equipment	\$ 1,699,599	\$ 2,681,071	\$3,018,300	\$ 4,230,000	40.15%	\$ 4,230,000	0.009
002	776-462	Grade Crossings-Federal	\$ 8,807,125	\$ 15,184,960	\$9,402,856	\$ 15,000,000	59.53%		0.009

# FY 2002 - 2003 Final Appropriation Amounts

## **All Fund Group**

Line Item Detail by Agency		FY 1999	FY 2000.	FY 2001	FY 2002 Appropriations:	% Change 2001 to 2002:	FY 2003 Appropriations:	% Change 2002 to 2003:	
DOT	Transpor	tation, Department of							
002	777-472	Airport Improvements-Federal	\$ 252,077	\$ 147,757	\$94,735	\$ 405,000	327.51%	\$ 405,000	0.00%
002	777-475	Aviation Administration	\$ 3,252,841	\$ 3,537,560	\$2,670,232	\$ 4,092,010	53.25%	\$ 4,158,690	1.63%
213	777-477	Aviation Infrastructure Bank-State	\$0	\$ 2,800,079	\$356,653	\$ 0	-100.00%	\$ 0	N/A
002	778-481	Port Assistance-State	\$0				N/A		N/A
002	779-491	Administration-State	\$ 89,958,564	\$ 95,108,589	\$93,354,556	\$ 109,042,000	16.80%	\$ 110,431,850	1.27%
Highway Operating Fund Group Total		\$ 1,486,417,029	\$ 1,680,584,717	\$ 1,768,035,801	\$ 1,975,331,880	11.72%	\$ 1,933,277,260	-2.13%	
041	770-706	Resurfacing, Rehabilitation and Restora	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
041	770-716	Bridge Inspection, Rehabilitation, and R	\$0	\$ 0		\$ 0	N/A	\$ 0	N/A
041	770-718	Safety Upgrading-State and Federal	\$0	\$ 0		\$ 0	N/A	\$ 0	N/A
041	770-727	Major Reconstruction-State and Federal	\$ 0	\$ 0		\$ 0	N/A	\$ 0	N/A
041	770-729	New Construction-State and Federal	\$0	\$ 0		\$ 0	N/A	\$ 0	N/A
041	772-723	Highway Construction-Bonds	\$ 2,363,984	\$ 0		\$ 0	N/A	\$ 0	N/A
Highway Obligation Construction Fund Group Total		\$ 2,363,984	\$ 0		\$ 0	N/A	\$ 0	N/A	
Transpo	Transportation, Department of Total		\$ 1,752,557,649	\$ 1,987,698,179	\$ 1,984,099,020	\$ 2,501,581,880	26.08%	\$ 2,065,827,260	-17.42%

Line Item Detail by Agency			FY 1999.	FY 2000.	FY 2001	FY 2002 Appropriations:	% Change 2001 to 2002:	FY 2003 Appropriations:	% Change 2002 to 2003:
Report	For: Ma	in Operating Appropriations Bill	Vers	Version: Enacted					
DOT	Transpor	rtation, Department of							
GRF	770-403	Rail Transportation	\$ 0				N/A		N/A
GRF	770-501	Public Transportation Grants	\$ 486,626	\$ 45,868	\$64,345	\$0	-100.00%	\$ 0	N/A
GRF	770-557	County Airport Improvements	\$ 107,689	\$ 0		\$0	N/A	\$ 0	N/A
GRF	770-900	Support of ODOT Modes Operations	\$ 0				N/A		N/A
GRF	774-445	Youngstown Intermodal Project	\$ 0		\$91,300		N/A		N/A
GRF	774-447	Intermodal Capital Grants	\$ 1,740,416	\$ 670,084		\$0	N/A	\$ 0	N/A
GRF	775-451	Public Transportation-State	\$ 21,141,793	\$ 26,358,878	\$21,178,984	\$ 23,640,000	11.62%	\$ 23,640,000	0.00%
GRF	775-453	Waterfront Line Lease Payments-State	\$ 1,772,000	\$ 1,771,140	\$1,775,847	\$ 1,786,000	0.57%	\$ 0	-100.00%
GRF	775-456	Public Transportation/Discretionary Cap	\$ 3,355,841	\$ 742,970	\$4,527,035	\$ 0	-100.00%		N/A
GRF	775-458	Elderly & Disabled Fare Assistance	\$ 3,239,369	\$ 3,284,284	\$3,349,962	\$ 3,313,540	-1.09%		0.00%
GRF	776-465	Ohio Rail Development Commission	\$ 414,450	\$ 3,939,042	\$3,647,721	\$ 4,925,000	35.02%	\$ 4,925,000	0.00%
GRF	776-466	Railroad Crossing/Grade Separation				\$ 985,000	N/A	\$ 985,000	0.00%
GRF	777-471	Airport Improvements-State	\$ 2,571,895	\$ 3,730,187	\$4,623,580	\$ 3,358,728	-27.36%	\$ 2,955,567	-12.00%
GRF	777-473	Rickenbacker Lease Payments-State	\$ 78,511	\$ 581,373	\$540,230	\$ 600,000	11.06%	\$ 600,000	0.00%
GRF	778-488	Port Assistance Grants-State	\$ 113,036	\$ 0		\$0	N/A		N/A
Gene	eral Revenu	e Fund Total	\$ 35,021,626	\$ 41,123,826	\$ 39,799,003	\$ 38,608,268	-2.99%	\$ 36,419,107	-5.67%
3B9	776-662	Rail Transportation-Federal	\$ 897,541	\$ 125,000		\$ 600,000	N/A	\$ 600,000	0.00%
Fede	ral Special	Revenue Fund Group Total	\$ 897,541	\$ 125,000		\$ 600,000	N/A	\$ 600,000	0.00%
5E7	775-657	Transit Capital Funds		\$ 523,987	\$3,045,541	\$ 0	-100.00%	\$ 0	N/A
4N4	776-663	Panhandle Lease Reserve Payments	\$ 0	\$ 0		\$ 770,000	N/A	\$ 770,000	0.00%
4N4	776-664	Rail Transportation-Other	\$ 251,575	\$ 0	\$28,000	\$ 850,720	2,938.29%	\$ 1,745,000	105.12%
State	Special Re	evenue Fund Group Total	\$ 251,575	\$ 523,987	\$ 3,073,541	\$ 1,620,720	-47.27%	\$ 2,515,000	55.18%
Transpo	rtation, De	partment of Total	\$ 36,170,742	\$ 41,772,813	\$ 42,872,544	\$ 40,828,988	-4.77%	\$ 39,534,107	-3.17%