

Office of the
Legislative Fiscal Analyst

FY 2004 Budget Recommendations

Joint Appropriations Subcommittee for
Transportation, Environmental Quality, and Utah National Guard

Utah Department of Transportation
Region Management

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1.0 Department of Transportation - Region Management

Summary

The Utah Department of Transportation consists of a central office, four region offices, and three districts maintenance offices. The four regional offices are located in Ogden, Salt Lake, Orem, and Richfield. The three district maintenance offices are located in Richfield, Price, and Cedar City. While the regions and districts were originally organized to perform only maintenance work, they acquired the function of construction, preconstruction and materials labs when these functions were partially decentralized. The reasons for decentralization was to have work planned and supervised in close proximity to the area and people being served.

Traditional work performed by a district or region is divided into four functional areas of responsibility. These areas are preconstruction, materials labs, construction, and safety/loss management.

	Analyst FY 2004 Base	Analyst FY 2004 Changes	Analyst FY 2004 Total
Financing			
Transportation Fund	20,231,000		20,231,000
Federal Funds	3,140,500		3,140,500
Dedicated Credits Revenue	1,067,000		1,067,000
Total	\$24,438,500	\$0	\$24,438,500
Programs			
Region 1	4,020,300		4,020,300
Region 2	10,715,700		10,715,700
Region 3	3,813,100		3,813,100
Region 4	4,220,600		4,220,600
Richfield	545,900		545,900
Price	511,500		511,500
Cedar City	611,400		611,400
Total	\$24,438,500	\$0	\$24,438,500
FTE/Other			
Total FTE	304		304

**Region/District
Overview**

The Utah Department of Transportation consists of a central office, four region offices, and three district maintenance offices. The four regional offices are located in Ogden, Salt Lake, Orem, and Richfield. The district maintenance offices are located in Price and Cedar City.

While the regions and districts were originally organized to perform only maintenance work, they later acquired the functions of construction, preconstruction and materials labs when these functions were partially decentralized to the districts from headquarters. The reasons for decentralization was to have work planned and supervised in close proximity to the area being served. The following table shows miles of roads, and land masses in each of the regions and districts:

Table 1

Reg/Dist No.	Centerline Miles	Lane Miles	Vehicle Miles Of Traval	Land Area	Incorp. Cities	No. Counties
#1	927.53	2,410.11	5,477,047	8,490.05	61	6
#2	786.69	2,646.09	11,173,961	10,246.85	31	3
Richfield*	1,015.26	2,258.03	1,295,588	16,127.64	45	6
Price*	1,046.90	2,380.31	1,817,133	17,456.34	21	4
Cedar*	945.96	2,328.11	2,504,226	14,916.45	33	4
#3	1,073.99	2,590.50	4,526,653	15,108.67	40	6
Total	5,795.52	14,613.15	26,794,608	82,346.00	231	30**

* Richfield, Price, and Cedar City Maintenance Districts also make up Region 4 construction area.

Traditional work performed by a region\district is divided into six functional areas of responsibility. Impacts on these functional areas are evaluated for each of the alternatives. The functional areas, together with their responsibilities are as follows:

Region\District Administration:

Budgeting, accounting, payables and receivables, payrolls, warehouse, inventory control.

Preconstruction:

Planning, design, local government liaison, permits, access and encroachment control, signing, traffic engineering, location surveys, right of way.

Materials Labs:

Site investigation, quality control, assurance testing, stockpile testing, pavement design, materials certification, training.

Construction:

Project supervision, project surveys, project material testing, project inspection, project accounting, coordination of city and county projects built with federal funds, partial and final estimates for contractor payments.

Maintenance:

Road surface maintenance and repair, snow plowing, roadside maintenance, sign maintenance and repair, paint stripping, traffic control device maintenance and repair, district maintenance budgeting.

Safety/Loss Management:

Safety training and coordination, accident inspections, disaster planning.

2.0 Issues: Department of Transportation - Region Management

2.1 Blue Stakes Program

During the 2002 General Session the Legislature appropriated \$200,000 to the Region Management program to create a blue stakes program in Regions 1, 2, and 3. This appropriation provides funds to allow location of underground utilities in the Department of Transportation rights of way. This action brought the Department of Transportation in compliance with Utah Code 54-8a-5 that requires the Department to provide location of those underground utilities.

2.2 Road Weather Information Systems

The Department of Transportation has installed road weather information equipment throughout the state on state highway to provide remote data observations of pavement temperatures and conditions. This data is used by DOT maintenance stations and the traffic operations center to determine when and where to dispatch DOT personnel and equipment to deliver winter maintenance. The Legislature provided funding during the General Session of 2002 for ongoing maintenance and operation costs associated with the road weather information systems.

3.1 Programs: Region One

Recommendation The Analyst recommends a FY 2004 budget of \$4,020,300 for Region One. Funding is recommended at \$3,167,100 from the Transportation Fund, \$683,200 from Federal Funds and \$170,000 from Dedicated Credits.

Personal services recommendation is \$3,526,500 to fund 53 FTE. Travel is recommended at \$10,000, most to be used for in-state travel. Current expense is recommended at \$428,600. The capital budget is recommended at \$40,500 to replace worn or obsolete equipment in the materials lab.

	2002	2003	2004	Est/Analyst
	Actual	Estimated	Analyst	Difference
Financing				
Transportation Fund	3,214,900	3,194,700	3,167,100	(27,600)
Federal Funds	763,500	683,200	683,200	
Dedicated Credits Revenue	177,400	170,000	170,000	
Transfers - Within Agency	(107,400)			
Beginning Nonlapsing		150,000		(150,000)
Closing Nonlapsing	(150,000)			
Lapsing Balance	(106,300)			
Total	\$3,792,100	\$4,197,900	\$4,020,300	(\$177,600)
Expenditures				
Personal Services	3,463,100	3,539,100	3,526,500	(12,600)
In-State Travel	11,900	11,700	9,000	(2,700)
Out of State Travel	1,100	1,000	1,000	
Current Expense	302,300	440,900	428,600	(12,300)
DP Current Expense	14,800	14,700	14,700	
Capital Outlay	6,800	190,500	40,500	(150,000)
Other Charges/Pass Thru	(7,900)			
Total	\$3,792,100	\$4,197,900	\$4,020,300	(\$177,600)
FTE/Other				
Total FTE	53	53	53	

*General and school funds as revised by Supplemental Bills I-V, 2002 General and Special Sessions. Other funds as estimated by agency

Purpose Region One is responsible for highway needs in Box Elder, Cache, Morgan, Rich, Weber and Davis Counties in the northern part of Utah. The District headquarters is located in Ogden. They are assigned responsibility for designing, constructing and maintaining State highways in those counties.

Performance Measures Region 1 completed ten projects in FY 2002 of varying complexity that represents approximately 20 million dollars worth of construction. This was accomplished while achieving an overall preconstruction engineering cost under the department goal of 4.9 percent.

Issue: Blue Stakes Program

During the 2002 General Session the Legislature appropriated \$200,000 to the Region Management program to create a blue stakes program in Regions 1, 2, and 3. This appropriation provides funds to allow location of underground utilities in the Department of Transportation rights of way. This action brought the Department of Transportation in compliance with Utah Code 54-8a-5 that requires the Department to provide location of those underground utilities.

3.2 Region Two

Recommendation

The Analyst recommends a FY 2004 budget of \$10,715,700 funded by \$8,987,300 from Transportation Funds, \$1,278,400 from Federal Funds, and 450,000 from Dedicated Credits.

Funding of \$7,945,200 is recommended to maintain a staff of 125 FTE for FY 2004. Travel is recommended at \$28,000 to be used primarily for in-state travel. The current expense budget is recommended at \$2,644,800. Capital outlay is recommended at \$58,000. Expenditures are expected to purchase replacement equipment in the materials laboratory.

	2002	2003	2004	Est/Analyst
	Actual	Estimated	Analyst	Difference
Financing				
Transportation Fund	8,805,600	9,044,900	8,987,300	(57,600)
Federal Funds	1,082,900	1,278,400	1,278,400	
Dedicated Credits Revenue	500,900	450,000	450,000	
Transfers - Within Agency	(104,300)			
Beginning Nonlapsing		100,000		(100,000)
Closing Nonlapsing	(100,000)			
Lapsing Balance	(151,300)			
Total	\$10,033,800	\$10,873,300	\$10,715,700	(\$157,600)
Expenditures				
Personal Services	7,760,800	7,968,200	7,945,200	(23,000)
In-State Travel	20,500	20,800	18,000	(2,800)
Out of State Travel	8,700	15,300	10,000	(5,300)
Current Expense	2,291,400	2,671,300	2,644,800	(26,500)
DP Current Expense	39,300	39,700	39,700	
Capital Outlay	96,500	158,000	58,000	(100,000)
Other Charges/Pass Thru	(183,400)			
Total	\$10,033,800	\$10,873,300	\$10,715,700	(\$157,600)
FTE/Other				
Total FTE	125	125	125	

*General and school funds as revised by Supplemental Bills I-V, 2002 General and Special Sessions. Other funds as estimated by agency

Purpose

Region Two is responsible for highway needs in Salt Lake, Summit, and Tooele Counties. This Region oversees the highways of approximately one half of the State's population.

Performance Measures

With the aid of the new Preconstruction Project Management System (PPMS), the concept design, environmental studies, and design of projects are being scheduled to better utilize manpower in the preconstruction program at Region Two. The region waits for favorable legal proceedings in order to be able to continue the work on the Legacy Highway.

Funding for the Traffic Operations Center adjacent to the Region Two headquarters is also located in the budget recommendation for Region Two. This center is designed to assist the Department in managing traffic flows throughout the valley. Some of the responsibilities of the center personnel is to assist the traveling public with the use of message signs, signal coordination, dispatching of emergency and incidence management crews.

Issue: Road Weather Information Systems

The Department of Transportation has installed road weather information equipment throughout the state on state highway to provide remote data observations of pavement temperatures and conditions. This data is used by DOT maintenance stations and the traffic operations center to determine when and where to dispatch DOT personnel and equipment to deliver winter maintenance. The Legislature provided funding during the General Session of 2002 for ongoing maintenance and operation costs associated with the road weather information systems.

3.3 Region Three

Recommendation

The Analyst recommends \$3,813,100 for a FY 2004 budget for Region Three. Funding sources include Transportation Funds of \$3,125,800, Federal Funds of \$513,300, and Dedicated Credits of \$174,000.

This funding level includes \$3,364,700 for personal services for a staffing level of 49 FTE. Travel is recommended at \$15,000 to be used primarily for in-state travel. The Analyst recommends a current expense budget of \$428,400.

	2002	2003	2004	Est/Analyst
	Actual	Estimated	Analyst	Difference
Financing				
Transportation Fund	3,153,000	3,161,000	3,125,800	(35,200)
Federal Funds	693,100	513,300	513,300	
Dedicated Credits Revenue	205,800	174,000	174,000	
Transfers - Within Agency	(60,100)			
Beginning Nonlapsing		150,000		(150,000)
Closing Nonlapsing	(150,000)			
Lapsing Balance	(186,900)			
Total	\$3,654,900	\$3,998,300	\$3,813,100	(\$185,200)
Expenditures				
Personal Services	3,179,700	3,385,700	3,364,700	(21,000)
In-State Travel	15,900	15,600	14,000	(1,600)
Out of State Travel	1,100	2,100	1,000	(1,100)
Current Expense	744,800	439,900	428,400	(11,500)
DP Current Expense	5,000	5,000	5,000	
Capital Outlay	74,000	150,000		(150,000)
Other Charges/Pass Thru	(365,600)			
Total	\$3,654,900	\$3,998,300	\$3,813,100	(\$185,200)
FTE/Other				
Total FTE	49	49	49	

*General and school funds as revised by Supplemental Bills I-V, 2002 General and Special Sessions. Other funds as estimated by agency

Purpose

Region Three covers an area from the east side of the State to the west border with Nevada. They serve the six counties of Dagget, Duchesne, Juab, Uintah, Utah, and Wasatch. Headquarters for Region Three are located at Orem. With both rural and urban demands, the District has a diversified work load.

Performance Measures

Major projects worked on or completed by Region 3 during FY 2002 included continued work on the Provo Canyon project and interchange projects on I-15. Region 3 is projected to be a major user of construction funds as defined in the Department's five year construction plan.

Because of the development that is taking place in northwest Orem the region received pressure to relocate their functions to a more remote location. Region 3 personnel are negotiated trading a developer for a turn-key facility that would meet the region's needs, an acceptable location, and allow the community to utilize the department's location for further development of northwest Orem. This item was discussed with the Subcommittee for Capital Facilities and the following intent language was included in Senate Bill 1 during the 2000 General Session:

It is the intent of the Legislature that the Utah Department of Transportation pursue the relocation of its Region 3 Headquarters Office in Orem if a replacement facility can be obtained at a cost which is not greater than the value received from the disposition of the existing Headquarters property. It is assumed that no less than market value will be accepted and that a competitive Request for Proposal process will be followed. If this condition can be satisfied, it is further the intent of the Legislature that the Division of Facilities Construction and Management work with the UDOT to acquire and/or construct a facility which meets the needs of UDOT without additional funding.

The region negotiated a contract to make this project a reality. A new maintenance station was built in Provo Canyon and region headquarters buildings were built in Orem on the west of I-15 near the 800 North exit. The Region has recently taken occupancy of the facilities.

3.4 Region Four

Recommendation

The Analyst recommends a FY 2004 budget of \$4,220,600. Funding sources include \$3,282,000 from the Transportation Fund, \$665,600 from Federal Funds and \$273,000 in Dedicated Credits.

This funding level includes \$3,597,400 for personal services to fund 54 FTE. Travel is recommended at \$64,000 to be used primarily for in-state travel. Current expense is projected at \$510,300.

	2002	2003	2004	Est/Analyst
	Actual	Estimated	Analyst	Difference
Financing				
Transportation Fund	2,902,500	3,321,700	3,282,000	(39,700)
Federal Funds	519,300	665,600	665,600	
Dedicated Credits Revenue	271,400	270,300	273,000	2,700
Transfers - Within Agency	225,100			
Total	\$3,918,300	\$4,257,600	\$4,220,600	(\$37,000)
Expenditures				
Personal Services	3,309,700	3,611,200	3,597,400	(13,800)
In-State Travel	63,900	63,800	62,000	(1,800)
Out of State Travel	3,500	3,400	2,000	(1,400)
Current Expense	432,400	530,300	510,300	(20,000)
DP Current Expense	1,400	1,400	1,400	
Capital Outlay	68,500	47,500	47,500	
Other Charges/Pass Thru	38,900			
Total	\$3,918,300	\$4,257,600	\$4,220,600	(\$37,000)
FTE/Other				
Total FTE	54	54	54	

*General and school funds as revised by Supplemental Bills I-V, 2002 General and Special Sessions. Other funds as estimated by agency

Purpose

Region Four is the consolidation in Richfield of the preconstruction, materials laboratories, and construction functions in what was previously Districts Three, Four and Five. Fifty-four FTEs now are based at Richfield and oversee completion of construction projects in that region. Region 4 has fourteen counties they coordinate environmental challenges, right of way acquisitions, traffic safety, and local government concerns as they plan and construct highways. Not only have they been able to keep up with design of programmed projects, they have projects designed and on the "shelf" awaiting available funding.

The administration of district maintenance still remains with the district maintenance engineers in the Richfield, Price, and Cedar City Maintenance Districts.

3.5 Richfield

Recommendation

The Analyst recommends a budget of \$545,900 for Richfield Maintenance District Management. The funding source is from the Transportation Fund.

Personal services are recommended at \$466,100 to fund 8 FTE. Travel is recommended at \$6,000 to be used primarily for in-state travel. Current expense is recommended at \$73,300 with communications services and vehicle operations and maintenance being major expenditures in that budget.

	2002	2003	2004	Est/Analyst
	Actual	Estimated	Analyst	Difference
Financing				
Transportation Fund	524,400	550,800	545,900	(4,900)
Transfers - Within Agency	18,900			
Total	<u>\$543,300</u>	<u>\$550,800</u>	<u>\$545,900</u>	<u>(\$4,900)</u>
Expenditures				
Personal Services	464,700	468,600	466,100	(2,500)
In-State Travel	7,300	6,800	6,000	(800)
Current Expense	70,900	74,900	73,300	(1,600)
DP Current Expense	400	500	500	
Total	<u>\$543,300</u>	<u>\$550,800</u>	<u>\$545,900</u>	<u>(\$4,900)</u>
FTE/Other				
Total FTE	8	8	8	

*General and school funds as revised by Supplemental Bills I-V, 2002 General and Special Sessions. Other funds as estimated by agency

Purpose

Richfield Maintenance District oversees highway maintenance needs of Garfield, Kane, Piute, Sanpete, Sevier, and Wayne Counties.

3.6 Price

Recommendation

The Analyst is recommending a FY 2004 budget for Price Maintenance District of \$511,500. Funding for this program is recommended from the Transportation Fund.

The Analyst has recommended personal services of \$394,400 to fund an equivalent of 7 full-time employees. Travel is recommended at \$6,500 for in-state travel and \$500 for out of state travel. The current expense projection is recommended to be funded at \$109,400.

	2002	2003	2004	Est/Analyst
Financing	Actual	Estimated	Analyst	Difference
Transportation Fund	499,100	515,600	511,500	(4,100)
Transfers - Within Agency	10,000			
Total	\$509,100	\$515,600	\$511,500	(\$4,100)
Expenditures				
Personal Services	389,100	397,300	394,400	(2,900)
In-State Travel	6,700	6,500	6,500	
Out of State Travel	600	500	500	
Current Expense	112,000	110,600	109,400	(1,200)
DP Current Expense	700	700	700	
Total	\$509,100	\$515,600	\$511,500	(\$4,100)
FTE/Other				
Total FTE	7	7	7	

*General and school funds as revised by Supplemental Bills I-V, 2002 General and Special Sessions. Other funds as estimated by agency

Purpose

Price Maintenance District is headquartered in Price serving Carbon, Emery, Grand, and San Juan Counties. This District serves an area that encompasses 17,456 square miles in the southeast part of Utah.

3.7 Cedar City

Recommendation

The Analyst recommends a FY 2004 budget of \$611,400 for Cedar City Maintenance District Management. Funding is from Transportation Funds.

The personal services budget is recommended at \$492,300 to fund 8 FTE. Current expense is recommended at \$108,900 and travel at \$9,700.

	2002 Actual	2003 Estimated	2004 Analyst	Est/Analyst Difference
Financing				
Transportation Fund	597,300	617,700	611,400	(6,300)
Transfers - Within Agency	17,800			
Total	<u>\$615,100</u>	<u>\$617,700</u>	<u>\$611,400</u>	<u>(\$6,300)</u>
Expenditures				
Personal Services	481,300	496,200	492,300	(3,900)
In-State Travel	10,800	10,500	9,700	(800)
Current Expense	122,100	110,500	108,900	(1,600)
DP Current Expense	900	500	500	
Total	<u>\$615,100</u>	<u>\$617,700</u>	<u>\$611,400</u>	<u>(\$6,300)</u>
FTE/Other				
Total FTE	8	8	8	

*General and school funds as revised by Supplemental Bills I-V, 2002 General and Special Sessions. Other funds as estimated by agency

Purpose

Cedar City Maintenance District is located in the southwest part of the State in Cedar City. They serve the maintenance needs of Beaver, Iron, Millard and Washington Counties.

The Division of Wildlife Resources continues to jointly occupy the Department of Transportation facilities in Cedar City. The joint occupancy by the Department of Transportation and Natural Resources helps maximize the use of state owned facilities.

4.0 Additional Information: District/Region Management

4.1 Funding History

	2000	2001	2002	2003	2004
Financing	Actual	Actual	Actual	Estimated*	Analyst
Transportation Fund	14,516,100	17,021,000	19,696,800	20,406,400	20,231,000
Federal Funds	3,417,700	3,003,000	3,058,800	3,140,500	3,140,500
Dedicated Credits Revenue	799,500	1,092,100	1,155,500	1,064,300	1,067,000
Transfers - Within Agency	100				
Beginning Nonlapsing				400,000	
Closing Nonlapsing			(400,000)		
Lapsing Balance	(3,100)	(281,400)	(444,500)		
Total	\$18,730,300	\$20,834,700	\$23,066,600	\$25,011,200	\$24,438,500
Programs					
Region 1	3,333,600	3,605,800	3,792,100	4,197,900	4,020,300
Region 2	7,567,800	8,885,100	10,033,800	10,873,300	10,715,700
Region 3	2,962,900	3,274,000	3,654,900	3,998,300	3,813,100
Region 4	3,367,400	3,526,200	3,918,300	4,257,600	4,220,600
Richfield	464,300	463,100	543,300	550,800	545,900
Price	476,900	479,700	509,100	515,600	511,500
Cedar City	557,400	600,800	615,100	617,700	611,400
Total	\$18,730,300	\$20,834,700	\$23,066,600	\$25,011,200	\$24,438,500
Expenditures					
Personal Services	15,981,200	16,950,400	19,048,400	19,866,300	19,786,600
In-State Travel	120,200	120,900	137,000	135,700	125,200
Out of State Travel	9,400	23,900	15,000	22,300	14,500
Current Expense	2,601,300	3,676,800	4,075,900	4,378,400	4,303,700
DP Current Expense	46,600	35,500	62,500	62,500	62,500
Capital Outlay	109,800	55,300	245,800	546,000	146,000
Other Charges/Pass Thru	(138,200)	(28,100)	(518,000)		
Total	\$18,730,300	\$20,834,700	\$23,066,600	\$25,011,200	\$24,438,500
FTE/Other					
Total FTE	254	285	304	304	304

*General and school funds as revised by Supplemental Bills I-V, 2002 General and Special Sessions. Other funds as estimated by agency.