# Department of Transportation Governor's FY 2015 and FY 2016 Recommendations

Staff Presentation to the House Finance Committee May 7, 2015

# Department of Transportation

- Central Management
  - Director's Office and legal
- Management and Budget
  - Financial oversight and administration
- Infrastructure Engineering
  - Design and construction of all transportation projects
- Infrastructure Maintenance
  - Maintain state highways, bridges, roadsides, pavement and drainage systems

# Department of Transportation

- Approximately 1,100 road miles
  - Approximately 3,300 lane miles
- 877 state owned bridges
  - ◆ 172 structurally deficient 20%
  - ◆ 162 functionally obsolete 21%
  - ◆ 52 posted (weight restricted) 6%
  - ◆ 2 closed 0.3%

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# 2014 Assembly Changes

- Article 21 2014-H 7133
  - Transfers new revenue sources
  - DMV fees deposited as general revenues
  - Into the Highway Maintenance account for DOT operations

# 2014 Assembly Changes

- Increase inspection fee from \$39 to \$55
- \$25 surcharge for good driving dismissal
  - Provided to DOT in FY 2015

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# 2014 Assembly Changes

- Establishes a schedule to transfer transportation related fees from DMV to DOT
  - Deposited as general revenues
  - Worth \$52.8 million

## Article 21 – Transportation

 Current law; 25% transferred in FY 2016, 75% in FY 2017, all fees transferred in FY 2018

FY 2016	FY 2017	FY 2018
(25%)	(75%)	(100%)
\$13.2	\$39.6	\$52.8
(in millions)		

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# Article 21 – Transportation

- Heard on March 31
- Delays the transfer of fees collected by DMV to DOT
- Transportation Related fees
  - Worth \$52.8 million
  - Titles, inspections, registrations
- Phased in transfer enacted by 2014 Assembly

## Article 21 – Transportation

- FY 2016 transfer would be eliminated
- Remaining transfers made pursuant to current law
- Budget assumes use of \$13.2 million as general revenues in FY 2016
- Lost fees offset by \$20 million from Rhode Island Capital Plan funds

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#### Article 21 – Transportation

- Fees were to be used for operations
- Currently, RICAP and surcharges enacted by 2012 Assembly used for state match
- RICAP cannot be used for operating
- RICAP is limited; approx. \$150 million
  - Enacted: 25% of all RICAP
  - Recommended: 35% of all RICAP

# **DOT Operating Sources**

Source	Current Plan	Governor FY 2016
Gasoline Tax*	\$27.7	\$27.7
<b>Emission Inspections</b>	\$11.8	\$11.8
Rental Car Surcharge	\$3.0	\$3.0
Good Driving Dismissal	\$0.4	\$0.4
Surcharges (2012)	-	\$16.8
DMV Fees (2014)	\$13.2	-
Total (In millions)	\$56.1	\$59.7
*Excludes debt service and transfers		11

# 2014 Assembly Changes

- Indexes gasoline tax
  - Consumer Price Index
  - Every other year
  - Rounded to the nearest cent

# 2014 Assembly Changes

- Transferred 3.5 cents of gasoline tax to the Turnpike and Bridge Authority
  - Used in lieu of tolls
  - For operations and maintenance of the bridges under the Authority's purview

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## 2014 Assembly Changes

- Transfers 5.0 percent of funding from Highway Maintenance Account to RIPTA
  - Support operations beginning in FY 2016
  - Initially projected to be approximately \$2.7 million
  - Grow with increasing amounts of revenue in fund

## Article 21 – Transportation

- Removal of \$13.2 million results in loss of \$0.6 million for RIPTA
- FY 2016 deficit projected at \$5.0 million
  - Includes \$1.7 million debt service paid from general revenues

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# Federal Highway Projects

- Construction and repair for highways, roads and bridges
- Safety improvements
- Resurfacing
- Drainage and lighting improvements

#### **Fund Sources**

- Federal Highway Administration Funds
  - Before 2012 \$40.0 million of G.O. bonds as 20% state match for approximately \$200 million annually
  - Generated through \$80.0 million bond referenda during election years
  - No referenda on 2014 ballot for match
  - Part of pay-go initiative

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#### FHWA Source

- Federal gas tax is 18.4 cents per gallon
  - Unchanged since 1993
- Revenue is deposited into the Federal Highway Transportation Trust Fund
  - Allocated by FHWA to states
  - MAP − 21
  - Was set to expire in September 2014
  - Short term fix in July 2014

#### FHWA Source

- Funded states at the enacted level
- Current authorization expires May 31
- Without Congressional action federal program will be reduced
- Contract authority decreased
  - \$70.6 million in FY 2015
  - ◆ \$61.0 million in FY 2016

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#### **Fund Sources**

- Other Federal Funds
  - Approximately \$95 million in FY 2016
  - Grant funding from National Highway Transportation Safety Administration
  - Federal Transit Authority

#### **Fund Sources**

- Land Sale Revenue
- FY 2016 \$1.5 million
  - Derived from the sale of department land
  - Funds used for equipment and other purchases for new materials testing lab

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#### **Fund Sources**

- I-195 Land Sale Revenue
- FY 2016 \$9.3 million
  - Derived from the sale of parcels made available from relocation of I-195
  - ◆ I-195 Commission purchased parcels
  - DOT uses revenue for project costs
  - Parcels sold and developed according to plans developed by the Commission

#### **Fund Sources**

- Gasoline Tax FY 2016
  - Derived from 34.0 cents per gallon
  - Approximately \$145 million
  - Deposited into Intermodal Surface Transportation Fund
  - Distribution to transportation entities contained in statute

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# Gasoline Tax Proceeds (Cents)

Entity	Share
Department of Transportation	19.25
Public Transit Authority	9.75
Turnpike & Bridge Authority	3.5
Elderly Transportation - DHS	1.0
Environmental Protection Fee	0.5
Total	34.0

#### Gasoline Tax

- Gas tax revenue is a declining source
- Restricted due to availability
  - Increasing debt service costs due to reliance on bonding for match
  - Less available for operations
  - Impact on personnel
  - Impact on assets
    - Litter removal, grass mowing, highway lighting

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#### Gasoline Tax

- Gasoline tax is assessed at both the federal and state level
- Levied on a per gallon basis
- Yields have decreased in the past decade
  - Economic downturn
  - High unemployment
  - Lower consumption

FY	Per Penny	Change	% Change	CPI
2005	\$4,834,986	\$ -	-	3.0%
2006	4,805,619	(29,367)	(0.6%)	3.8%
2007	4,707,603	(98,016)	(2.0%)	2.6%
2008	4,513,744	(193,859)	(4.0%)	3.7%
2009	4,327,710	(186,034)	(3.8%)	1.4%
2010	4,289,568	(38,142)	(0.8%)	1.0%
2011	4,210,324	(79,244)	(1.6%)	2.0%
2012	4,205,959	(4,365)	(0.1%)	2.9%
2013	4,137,712	(68,247)	(1.4%)	1.8%
2014	4,168,974	32,162	0.7%	1.9%
10 Yea	r Change	\$(665,112)	(14.4%)	24.1%

Regional Gasoline Taxes

State	Gas Tax (Cents)
Connecticut	49.3
Rhode Island	34.0
Vermont	32.2
New England Average	32.0
Maine	31.5
National Average	31.1
Northeast Average	30.9
Massachusetts	26.5
New Hampshire	19.6

#### Gasoline Tax Proceeds

- Reasons for decline are mix of positive and negative
  - More fuel efficient vehicles
  - Higher use of public transportation
  - ◆ Tax is linked to consumption, not price
    - · Affected by economic activity
  - Higher the price, lower the consumption
  - Overall a declining revenue source

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## Gasoline Tax Expenditures

- Maintenance Division
  - Personnel
  - Operations
  - Electricity highway lighting
  - Equipment maintenance
  - Winter maintenance

## Winter Maintenance

Fiscal Year	Cost (Millions)	Hours of Operation	Cost per Hour
2011	\$18.8	401	\$46,883
2012	8.0	162	49,382
2013	13.7	482	28,446
2014	14.4	437	33,002
2015 Spent	24.3	673	36,056
5-year Avg.	\$15.8	431	\$38,754

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#### Debt Service

- General Obligation Bond Debt Service
  - FY 2015 \$46.2 million
  - FY 2016 \$46.0 million
- GARVEE Bond Debt Service
  - Around \$50 million per year from federal funds
  - Two cents of DOT's share of gasoline tax
    - FY 2015 \$8.6 million
    - FY 2016 \$8.5 million

#### Gasoline Tax Proceeds

- Total of \$143.2 million for all of transportation in FY 2016
  - ◆ DOT \$82.3 million
  - ◆ RIPTA \$41.7 million
  - ◆ Turnpike & Bridge \$15.0 million
  - ◆ Elderly Transportation \$4.3 million

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## FY 2015 Revised Recommendation

(In millions)	Enacted	Governor	<b>Difference</b>
Federal Funds	\$352.1	\$271.0	(\$81.1)
Gas Tax	132.1	132.1	-
Res. Receipts	12.4	1.0	(11.4)
Other	28.6	43.8	15.2
Total	\$525.1	\$447.9	(\$77.2)

#### FY 2015 Revised Recommendation

- 752.6 full-time equivalent positions
  - Consistent with enacted
  - 667.8 average filled
  - Steadily declined since July
- 651.0 filled
  - As of April 4<sup>th</sup>
  - 101.6 less than enacted
  - 13.5% unfilled

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#### FY 2015 Revised Recommendation

- Salaries and Benefits \$1.8 million less
  - Funds \$2.1 million COLA
  - Includes \$0.6 million of medical savings
  - Increases turnover
- FHWA Projects \$70.6 million less
  - Reflects revised award and expenditures
  - Ongoing projects

#### FY 2015 Revised Recommendation

- NHTSA grants \$1.8 million less
  - DUI enforcement, seatbelt usage and speeding
- Commuter Rail \$3.1 million less
  - Revised expenditures from Federal Transit Administration
  - Used for development of South County Commuter Rail project

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## Winter Maintenance – FY 2015

Category	Enacted	Governor	Projected
Materials	\$6.0	\$9.0	\$11.1
Vendors	4.5	5.7	8.5
Personnel	1.0	1.7	2.6
Repairs	2.2	2.2	1.8
All Other	0.6	0.5	0.3
Total	\$14.3	\$19.1	<b>\$24.3</b>

In Millions

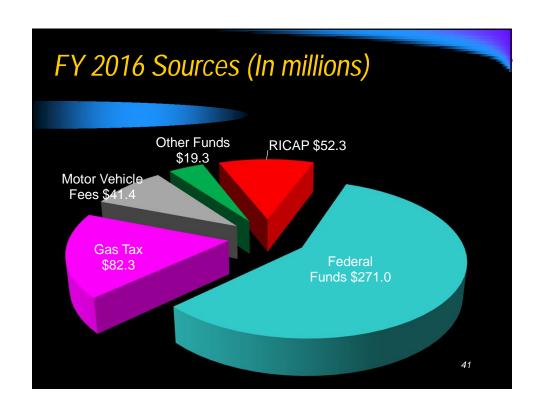
#### FY 2015 Winter Maintenance - \$24.3 M

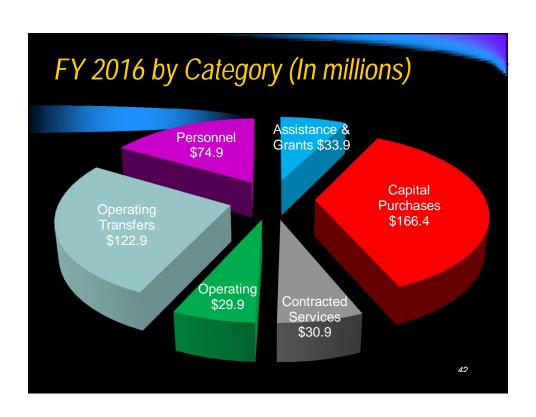
- Materials \$11.1 million
  - Salt, sand and liquid de-icers
- Contracting \$8.5 million
  - Approximately 300 contracted plows
- Personnel \$2.6 million
  - Maintenance division overtime
- Repairs & Other \$2.1 million
  - Equipment repairs and fuel

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# FY 2016 Recommendation

- Governor recommends \$458.9 million
  - \$66.3 million less than enacted
    - \$88.5 million less from federal funds
    - \$11.4 million less from restricted receipts
    - \$33.6 million more from other sources





# FY 2016 Changes to Enacted

FY 2015 Enacted	<b>\$525.1</b>
Federal Highway Projects	(83.3)
Salaries and Benefits	1.8
Maintenance Operations	6.6
Commuter Rail	3.8
Interstate 195 Relocation	(8.6)
Highway Drainage	3.7
All Other Changes	9.8
Total Changes	(66.2)
FY 2016 Governor	\$458.9
n millions	43

#### FY 2016 Recommendation

- FHWA projects \$130.2 million
  - ◆ \$83.3 million less than enacted
  - Revised award and planned expenditures
  - Consistent with Transportation Improvement Program
  - Assumes no significant federal changes to state funding

- Salaries and Benefits \$74.8 million
  - \$1.8 million more than enacted
  - Funds \$3.6 million for COLA
- Filled positions
  - ◆ FY 2012 average filled 713.2
  - ◆ FY 2013 average filled 698.6
  - ◆ FY 2014 average filled 686.0
  - ◆ FY 2015 average filled 667.8
  - Current Filled 651.0

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#### FY 2016 Recommendation

- Maintenance Operations \$13.5 million
  - ◆ \$6.6 million more than enacted
  - Increases expenses to historical levels
    - Removal of litter, trash, sand and graffiti
    - Landscaping
    - · Smaller scale repairs and resurfacing

- Commuter Rail \$23.8 million
  - ◆ \$3.8 million more than enacted
  - Revised award from Federal Transit Administration
  - Used for development of South County Commuter Rail project
  - Other track improvements
  - Potential future stops

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#### FY 2016 Recommendation

- Interstate 195 Relocation Land Sale
  - ◆ \$10.7 million, \$8.6 million less than enacted
  - Freed up parcels of land purchased by EDC through bond issuance - \$42 million
  - Proceeds used for project costs
  - Reflects projected use of proceeds for project costs
  - ◆ I-195 Commission in charge of future sales

- Highway Drainage
  - ◆ \$3.7 million of new funding
  - Department must annually inspect and clean as required the state's 25,000 catch basins
  - Pursuant to the state's stormwater permit
  - Department of Justice has cited the state for being out of compliance with the permit

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#### FY 2016 Recommendation

- Funding derived from a dedicated portion of the Highway Maintenance Account
- Identified in the FY 2016 recommendation
- Ongoing dedication is not specified
  - Tied to amount in fund
  - Flat level
- Possible impacts of non-compliance
  - Currently unclear

- All Other Changes
  - ◆ \$9.8 million more than enacted
  - Reflects revisions to capital plan
  - Increase to GARVEE bond debt service
  - Vehicle and winter maintenance
  - Adjustments to transfers to RIPTA and Turnpike & Bridge

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## Capital Development Plan

- \$3,484.9 million total project costs
- \$1,474.1 million for FY 2016 FY 2020
- Includes projects in the Highway Improvement Program
  - Large scale projects
  - Apponaug circulator
  - Providence viaduct

# Capital Development Plan

- Department asset protection projects
  - Maintenance facilities
  - Salt storage
- Two new projects
  - Warren Yard Replacement
  - Highway Drainage Preservation

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# Capital Development Plan – (In millions)

Project	Status	Cost	Financing	End Date
Drainage Preservation	New	\$9.5	DMV Fees	Perpetual
Warren Yard Replacement	New	\$0.8	RICF	FY 2019
Portsmouth Facility	Revised	\$5.3	GO Bonds RICF	FY 2017
Equipment Replacement	Revised	\$31.4	RICF, Gas Tax, State Fleet	Perpetual

# Capital Development Plan – (In millions)

Project	Status	Cost	Financing	End Date
Cooperative Maint. Facility	Revised	\$5.0	RICF	FY 2018
Maint. Fac. Asset Protec.	Revised	\$4.4	RICF GO Bonds	Perpetual
Train Station Repairs	Revised	\$2.0	RICF	Perpetual
Providence Station	Ongoing	\$35.9	GO Bonds FHWA	FY 2019

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# Capital Development Plan - (In millions)

Project	Status	Cost	Financing	End Date
Highway Imp. Program	Ongoing	\$3,484.9	MV surchgs. FHWA, RICF	Perpetual
Commuter Rail	Ongoing	\$171.5	MBTA, FTA GO Bonds	Perpetual
East Providence	Ongoing	\$4.9	GO Bonds RICF	FY 2015

# Capital Development Plan – (In millions)

Project	Status	Cost	Financing	End Date
Salt Storage Facilities	Ongoing	\$13.6	GO Bonds RICF	FY 2020
Pawtucket-CF	Ongoing	\$3.1	RICF, FTA	FY 2016
Train Study			Local	

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# Department of Transportation Governor's FY 2015 and FY 2016 Recommendations

Staff Presentation to the House Finance Committee
May 7, 2015

# Public Transit Authority Governor's FY 2015 Revised and FY 2016 Budgets

Staff Presentation to the House Finance Committee
May 7, 2015

## Organization and Structure

- Quasi-public agency
- Established in 1964
- Responsible for fixed-route bus service and Americans with Disabilities Act paratransit service operations
- Governed by an 8 member Board of Directors

## Organization and Structure

- Service
  - 1,436 square miles
  - 3,000 daily trips
  - ◆ Routes range from 2.5 miles to 45.5 miles
  - 54 fixed routes statewide
- Fares
  - One-way: \$2.00
  - Monthly pass: \$62.00

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## Organization and Structure

- Budgeted for 817.0 positions
  - Currently 802.0 filled
- 31 non-union; Union members belong to:
  - ◆ 618 Bus Operators/Maintenance
  - ◆ 618 A Street & Shop Supervisors
  - 808 Administrative
- Fleet of 235 fixed-route buses
- 135 paratransit vans
  - Includes RIde and ADA trips

# Ridership - Passengers

- FY 2010: 18.0 million
- FY 2011: 18.2 million
- FY 2012: 20.1 million
- FY 2013: 20.0 million
- FY 2014: 20.5 million
  - Totals includes 0.6 to 0.7 million passengers annually on RIde paratransit vehicles

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### **Background**

- Governor recommended and Assembly approved debt service payments be funded with general revenues for 3 years
  - ◆ FY 2013 \$1.6 million
  - ◆ FY 2014 \$1.7 million
  - FY 2015 \$1.8 million
- Governor's FY 2016 budget includes
  - FY 2016 \$1.7 million

# Background

- Recently finished a complete operational analysis
  - Routes
  - Number of stops
  - Frequency of stops
  - Across-the-board savings initiatives
  - Overall efficiencies

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# Background

- Results
  - New routes
  - Express routes
  - Scheduling improvements
  - Route realignments
  - Frequency of routes

#### FY 2016 Revenue Sources

- Gasoline Tax
  - ◆ \$41.7 million
  - ◆ Based on a per penny yield of \$4.3 million
  - 9.75 cent share
  - Approximately 40% of all revenue sources
  - Based on Department of Revenue estimate included in Transportation budget

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# Gasoline Tax Proceeds (Cents)

Entity	Share
Department of Transportation	19.25
Public Transit Authority	9.75
Turnpike & Bridge Authority	3.5
Elderly Transportation - DHS	1.0
Environmental Protection Fee	0.5
Total	34.0

# Gasoline Tax Proceeds

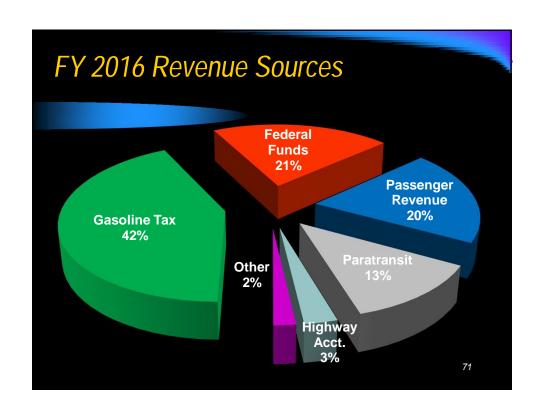
Fiscal Year	Per Penny Yield*	RIPTA Share	Total Funding*
2008	\$4.513	7.25	\$32.7
2009	\$4.327	7.75	\$42.2
2010	\$4.185	9.75	\$40.8
2011	\$4.268	9.75	\$41.6
2012	\$4.206	9.75	\$41.0
2013	\$4.137	9.75	\$40.3
2014	\$4.169	9.75	\$40.6

\*In millions

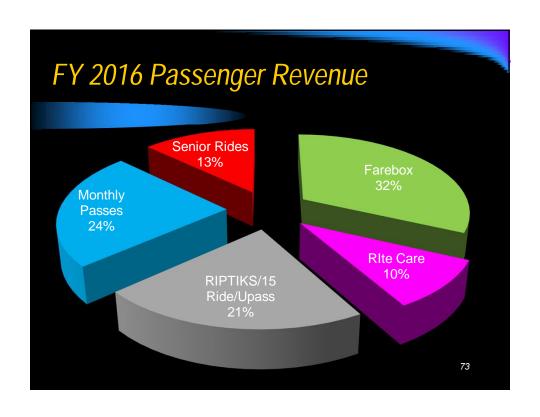
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# FY 2016 Revenue Sources

Fund Source	FY 2016
Gasoline Tax	\$41.7
Federal Funds	20.4
Passenger Revenue	19.4
Paratransit Reimbursement	12.1
Highway Maintenance Account	2.7
Other Sources	1.8
Total Sources	\$98.1
(In millions)	70



FY 2016 Passenger Reven	ue
Source	FY 2016
Farebox	\$6.2
RIte Care	1.9
RIPTIKS/15 Ride pass/Upass	4.2
Monthly Passes	4.6
Senior Rides	2.5
Total	\$19.4
(In millions)	72



Expenditures			
	FY	FY	
In millions	2015	2016	Change
Salaries & Benefits	\$70.0	\$72.5	\$2.5
Operations	15.0	15.5	0.5
Contracted Services	9.8	10.2	0.4
Insurance & Settlements	4.1	3.9	(0.2)
All Other	0.9	1.1	0.2
Total	\$99.9	\$103.1	\$3.2
			74

- Contract negotiations have been completed for unions
  - Covers fiscal years 2014 through 2016
- Salaries and Benefits
  - ◆ \$72.5 million
  - Includes 2.5 percent raises
  - Increased health insurance co-payments

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## FY 2016 Expenses

- Employee Benefits
  - Defined pension benefit plan
  - Health care benefits consistent with state employees
    - Co-shares and waivers are same for nonrepresented; but different for union
    - Progressive increases for co-shares over life of contract

- Employee Benefits
  - Funds pay-go portion of Other Post Employment Benefits (OPEB)
    - Increased assessment for spousal coverage
    - Co-shares are different, included in collective bargaining

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## FY 2016 Expenses

- Retiree Health RIPTA
  - Since early 2000's
  - Existing retirees pay nothing for themselves if they take the lowest cost plan
    - Value Plan for younger than 65
    - Medicare Advantage if 65 or older
  - Retiree pays the extra cost if they take the higher cost plan

- Retiree Health RIPTA
  - Spouses pay the same co-share as the active employee rate for health benefits
    - 16 percent of plan
  - Plus the difference in cost if they take the higher price plan
  - For employees hired after October of 2013 the spouse will pay 50% of the premium of either the lower or higher price plan

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## FY 2016 Expenses

- Retiree Health State Employees
  - Pre 2008
  - Co-shares were in place but close to zero
  - No spousal coverage
    - Plan's price was subsidized by offering it at the active rate

- Retiree Health State Employees
  - Post 2008
- State employees allowed to buy plan at 100% of cost
- Must have at least 20 years of service and be age 59 to be eligible for state subsidy
  - 20 percent cost share of actual plan
  - No subsidy for spousal coverage

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#### FY 2016 Expenses

- Operating expenses \$15.5 million
  - Fuel and maintenance
  - RIde program expenses and ADA
  - Historically, operating expenditures included RIPTA's share of debt service for general obligation bonds
    - State general revenues used in FY 2013, FY 2014 and FY 2015
    - Governor also includes general revenue for debt service payment in FY 2016

- Contracted Services \$10.2 million
  - ◆ ADA operations approximately \$7 million
  - Legal services
  - Actuarial studies
  - Auditing services
  - Environmental services
  - Project support

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## FY 2016 Expenses

- Insurance and Settlements- \$3.9 million
  - Insurance \$2.5 million
    - Worker's compensation
    - Self Insurance reserve
  - Settlements \$1.4 million
    - Slip and falls
    - Accidents

## **Projections**

- FY 2015
  - Deficit of \$1.4 million
  - Includes only pay go portion of OPEB liability - \$1.9 million
  - Total liability is \$7.2 million if calculated on an actuarial basis
    - Same way that the state determines its liability

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## **Projections**

- FY 2016
  - Deficit of \$5.0 million
  - Includes general revenue for debt service
  - Includes only pay go portion of OPEB
    - \$1.9 million for pay-go
    - \$7.3 million total liability
  - Does not include \$0.6 million reduction from Article 21

# FY 2016 – FY 2020 Capital Projects

- One new project \$1.4 million
  - Provide backup and disaster recovery for the Authority's computerized systems
  - Protect the Authority's data by providing offsite redundancy
    - Electrical failure
    - Other conditions that could lead to the loss of stored data

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# FY 2016 - 2020 Capital Plan

Project	Status	Cost	Financing	End Date
IT Redundancy	New	\$2.3	Federal RIPTA	FY 2015
Bus Purchases	Revised	\$134.8	GO Bonds, Federal	Perpetual
Bus Rapid Transit	Revised	\$3.3	Federal, Local, RIPTA	FY 2015

# FY 2016 – 2020 Capital Plan

Project	Status	Cost	Financing	End Date
Security Cameras	Ongoing	\$2.3	Federal RIPTA	FY 2015
Enterprise Software	Ongoing	\$2.1	Federal RIPTA	FY 2016
Land and Buildings	Ongoing	\$10.5	Federal RICF	FY 2020

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# FY 2016 – 2020 Capital Plan

Project	Status	Cost	Financing	End Date
Paratransit Vehicles	Ongoing	\$30.0	Federal RIPTA	Ongoing
Intelligent Transportation	Ongoing	\$9.9	Federal RIPTA	FY 2015

# Public Transit Authority Governor's FY 2015 Revised and FY 2016 Budgets

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