



City of Lawrence

CITY MANAGER'S OFFICE

THOMAS M. MARKUS
CITY MANAGER

City Offices
PO Box 708 66044-0708
www.lawrenceks.org

6 East 6th St
785-832-3000
FAX 785-832-3405

CITY COMMISSION

MAYOR
LISA LARSEN

COMMISSIONERS
JENNIFER ANANDA, JD, MSW
MATTHEW J. HERBERT
LESLIE SODEN
STUART BOLEY

April 29, 2019

Senator Pat Roberts
109 Hart Senate Office Building
Washington, DC 20510-1605

Dear Senator Roberts:

The City of Lawrence would like to highlight our top transportation priority, the widening of the west-leg of K-10. As you know, when the east-leg of K-10 (South Lawrence Trafficway) was completed a few years ago as a four-lane section, the existing west-leg remained a two-lane section, causing a major capacity issue between Highway 59 and I-70. This project not only has a direct impact for Lawrence and Douglas County, but also impacts the region. Attached is an issue paper which was included as part of the recent State of Kansas hearings for a new transportation plan. It outlines all of the important capacity and safety issues related to this important project. The City of Lawrence would request assistance with federal funding that could assist this project.

We appreciate your consideration of this request and alerting us to any federal funding options which may be relevant. Thank you for your work for Kansas.

Sincerely,

Thomas M. Markus
City Manager

c: City Commission



Written Testimony Submitted to:
Joint Legislative Transportation Vision Task Force, 2018 Interim



November 8, 2018 – K-State University Innovation Campus, Olathe, KS

Name, Affiliation and Contact Information:

Jonathan Marburger, PE, City of Lawrence (jmarburger@lawrenceks.org, 785-832-3192)

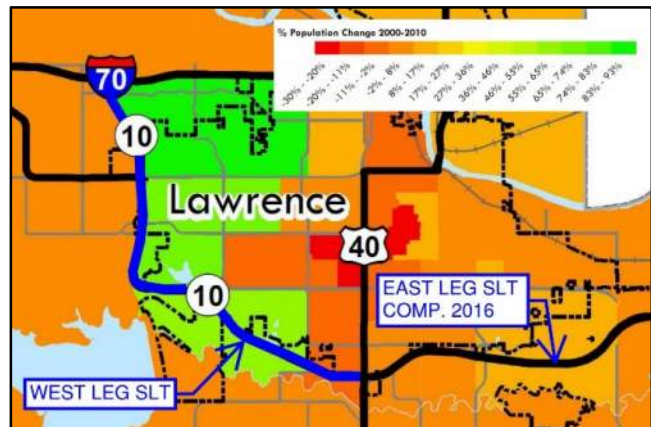
Matthew Herbert, City of Lawrence Commissioner (matthewjherbert@gmail.com, 785-331-9162)

Mike Gaughan, Douglas County Commissioner (mgaughan@douglascountyks.org, 785-550-3697)

Keith Browning, Douglas County, Public Works Director (kbrowning@douglascountyks.org, 785-832-5293)

Honorable Senators, Representatives and Task Force Members:

We are here today to support transportation investment, which is proven to increase economic prosperity, safety of our citizenry, quality of life, and pride in our state. At the local level, we have committed tremendous resources to construct and maintain a multimodal transportation system that serves our constituents. Local support for these efforts is evidenced by City of Lawrence dedication of approximately \$9-\$10 Million per year of sales tax revenues, which fund streets, utilities, bike/pedestrian infrastructure and transit operations. Douglas County has also committed significant funds in their Capital Improvements Program, budgeting about four mills annually. However, we cannot do it alone. In the past, we have relied on partnerships with the State and Federal governments to implement projects supporting growth and economic prosperity in Douglas County and the City of Lawrence. We have watched as Nebraska, Iowa, and South Dakota have all increased transportation funding in recent years. Our Kansas intergovernmental partnerships will be even more important in the future if we are to compete in a national and global marketplace.



There is no project that better demonstrates the power of transportation to transform a community than

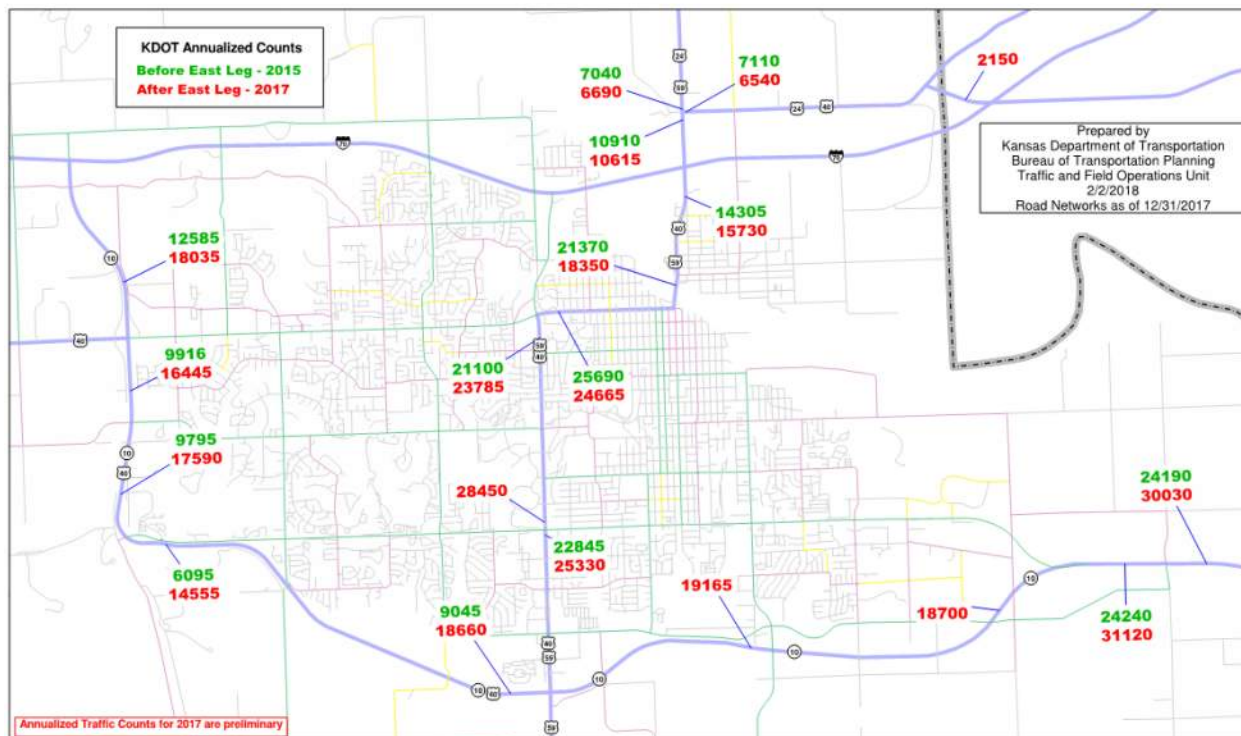


the South Lawrence Trafficway (Kansas Highway 10). With the West Leg, from Interstate 70 to US Highway 59, initially constructed in the mid-90's, Lawrence experienced significant growth and development. Efficient transportation infrastructure supported construction of homes and businesses. As the 2010 T-Works program was

developed, each expansion project was assigned an economic benefit score. The East Leg South Lawrence Trafficway, from US Highway 59 to Kansas Highway 10 east of town, had the highest score in the state with an estimated \$3.7 Billion in economic impacts. At an approximate \$180 Million cost to construct, this project has a benefit-cost ratio of over 20! Construction alone involved 29 contractors, 36 suppliers and 6 consultant engineering companies. In the long term, the project has created tangible business development opportunities such as Venture Park, Rock Chalk Park, Mercato (including expansion of Lawrence Memorial Hospital), the Lawrence College and Career Center, the proposed K-Ten Crossing development, and others. While economic development has been significant for Douglas County and the City of Lawrence, we believe the entire state has benefitted, as the South Lawrence Trafficway is a critical link in a “high-tech” corridor from Manhattan to Johnson County. Revenue generated from job creation, sales taxes, and rising property values supports a statewide budget impacting every Kansas citizen.

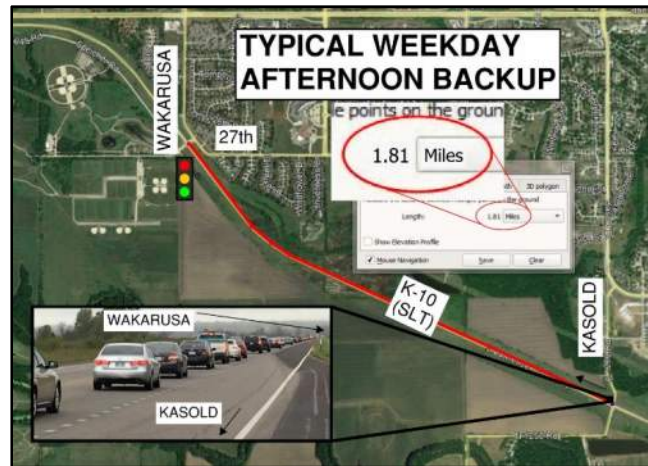
While past projects have had significant success, they have also created new challenges that will need to be solved to sustain and promote future growth and well-being. We have watched in dismay as previous promises to deliver transportation programs have been undercut by transfers to the general fund. This lack of funding has resulted in countless missed opportunities to promote safe, efficient and sustainable infrastructure. One such opportunity is completion of the West Leg SLT expansion from 2-lanes to 4-lanes.

When the four-lane East Leg SLT opened in 2016, traffic approximately doubled on the existing two-lane West Leg SLT.

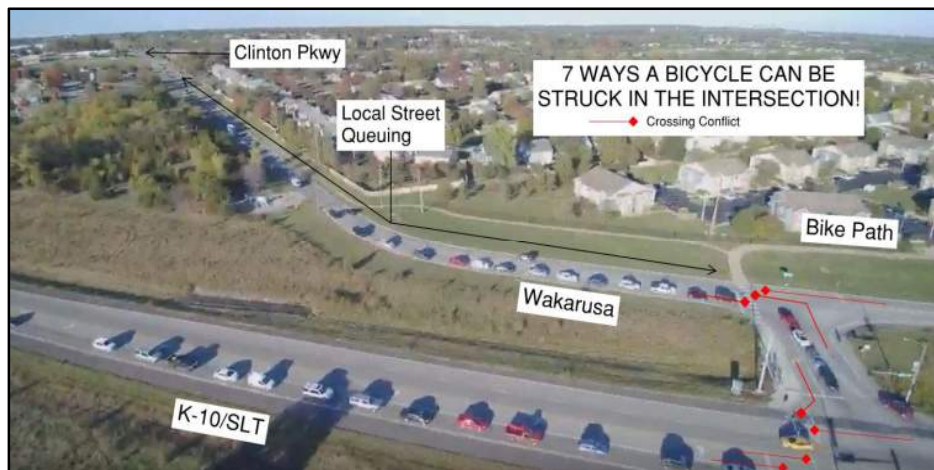


This additional traffic, without supporting infrastructure, has significantly hampered the ability of Kansas motorists to access jobs, homes, and recreation. One of the most serious of these concerns exists at Wakarusa Drive, where a traffic signal controls the at-grade intersection with K-10. During peak times,

highway traffic often backs up over a mile each direction. The intersection provides the only access to Clinton Lake Youth Sports Complex, Lawrence's largest recreational facility. Local traffic, including vehicles, bikes, and pedestrians, also backs up several blocks in all directions. Wait times to exit the Youth Sports Complex often extend to almost an hour – worse than many professional sporting events. These events, as well as events at Rock Chalk Park, create countless business opportunities for local service providers – and we must protect the customer experience if we are to continue to be a host city.

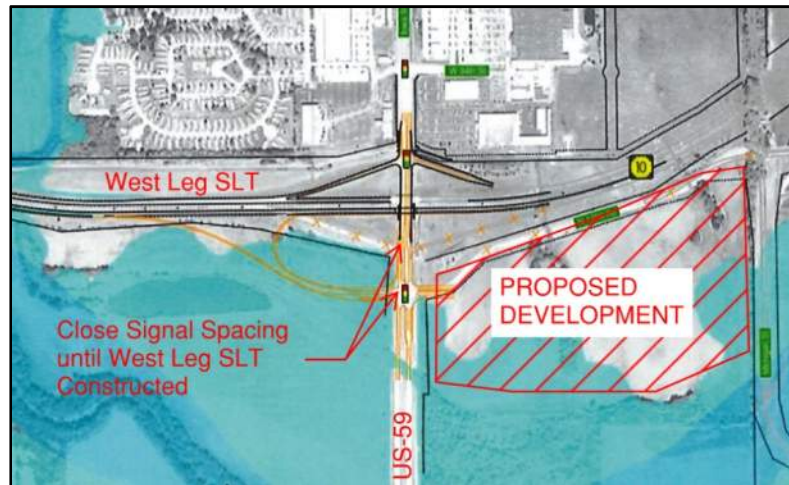


The backups at I-70, 6th Street, Wakarusa Drive, and US-59 not only result in lost production time, increased pollution, and restrictions to further growth, they have had significant negative safety impacts. This is evidenced by the fact that the K-10/Wakarusa Dr. intersection experienced 9 accidents in 2016 (the



year East Leg SLT opened to traffic). This is more than the previous three years combined (8 accidents from 2013-2015). Another example is the intersection of K-10/Kasold Dr. In 2016 there were 11 accidents near the intersection compared to 10 accidents in the previous three years combined. With increasing vehicular, bicycle and pedestrian traffic using and crossing the trafficway, it is only a matter of time before additional avoidable life-altering tragedies manifest.

KDOT has been proactive to develop concepts and environmental documents regarding the west leg SLT, however, no actual construction funding has been identified. This leaves local communities in a lurch and hurts regionally significant private investment. For example, the Governor's office has supported proposed development of K-Ten Crossing near the intersection of US-59 and K-10. It is known that unmitigated development will have



significant negative impacts on safety and operations of the adjacent highways. While KDOT has studied the US-59/K-10 intersection to develop a solution that will ultimately serve both highway and development traffic, our community will need to live with an already stressed system in the interim – an interim with no targeted finish date. We are left with the unenviable choice of delaying private investment or causing irresponsible negative impacts to the traveling public. The long-term solution will benefit development, as well as the traveling public. However, with T-WORKS underfunded and no replacement in sight, we will likely be forced to accept significant operational and safety effects at the nexus of two major highways – both of which saw major investment under the Comprehensive Highway Program, Comprehensive Transportation Program and T-WORKS.

The City of Lawrence and Douglas County stand ready to be partners with the State of Kansas in renewed commitment to adequately fund transportation priorities. We support funding for the ultimate SLT project, but also believe that some parts could be advanced. For instance, the conceptual work done on West Leg SLT proposes an interchange at Wakarusa Drive while simultaneously removing the existing at-grade intersection with Kasold Drive. Douglas County has already dedicated CIP funding for a project to extend Wakarusa Drive south across the Wakarusa River, completing an essential connection three miles west of US-59. While funding for the entire West Leg SLT project should be a high priority, we encourage consideration of accelerated funding for initial phases to address the critical needs on the corridor.

We have used the West Leg SLT as an example, but many transportation projects and programs have been indefinitely delayed or forgone altogether due to lack of certainty about the ongoing sustainability of a State government partnership. There is clear support for these programs at a local level – but statewide vision and leadership is needed to promote the best possible outcomes. We believe transportation funding is essential to our long-term viability as a community and State. We support future expansion project selection based on operational, safety, and economic components to ensure the best use of limited resources. We further support revenue sources protected and dedicated to the purpose for which they are raised. As we look to the future of transportation funding in the State of Kansas, the question is not whether we can afford to invest in transportation. Rather the question is whether we can afford to not invest in transportation. Thank-you for your time and commitment to these important issues.

Written Testimony Submitted to:
Joint Legislative Transportation Vision Task Force, 2018 Interim



November 8, 2018 – K-State University Innovation Campus, Olathe, KS

Name, Affiliation and Contact Information:

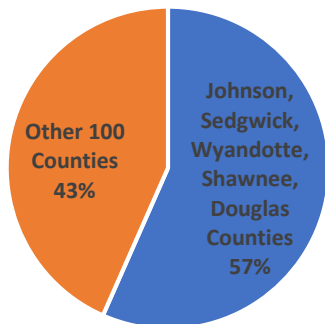
Matthew Herbert, City of Lawrence Commissioner (matthewjherbert@gmail.com, 785-331-9162)

Honorable Senators, Representatives and Task Force Members:

We are here today representing the community of Lawrence and Douglas County to describe the direct economic benefits transportation programs and projects have had on our City and State. It is my hope that by relating this information, you will support efforts to adequately fund transportation in the future.

Ancient Hebrew advice admonishes farmers to “not muzzle an ox when it is treading out the grain.” This bit of agrarian wisdom applies even today, and it relates to the economic generators in the State of Kansas. The farmer knows the ox will be stronger, more productive, and live longer if he cares for it. His good

Total Tax Revenue
(Individual Income TY14, Sales
Tax FY16, Vehicle TY15,
Real/Personal Property TY15)



stewardship ultimately benefits the farmer and his family. The City of Lawrence and Douglas County have provided and will continue to provide major economic contributions to the State of Kansas. Based on the Kansas Department of Revenue January 2017 Annual Report, five counties provide 57 percent of the tax revenues for the State of Kansas. We are like the ox, and we must have continued resources if we are to be as productive as possible for the State, who is like a farmer who reaps the benefits of good management. The final component of my analogy is the grain, which for the purposes of today’s testimony, is our transportation network, providing access to State, National, and International markets, services, and human capital.

The City of Lawrence sits at the nexus of Interstate 70, US-59, and Kansas Highway 10. There are almost 500 roadway miles and almost 400 sidewalk miles in our city. We have two Class I railroads (BNSF and Union Pacific) and operate a local airport and transit system. We are home to two universities, who employ over 10,000 people. Lawrence is consistently named a best college town in national publications and websites and was named a “Best Small Place for Business and Careers” by Forbes. We see the transportation system as an integral piece of our strategy to stay at the top of our game.

That said, several economic development opportunities have been made possible by past transportation investments:

- Venture Park
- Rock Chalk Park
- Mercato (including expansion of Lawrence Memorial Hospital)
- Lawrence College and Career Center
- Baker Wetlands
- Amtrak Heartland Flyer
- Proposed K-Ten Crossing Development

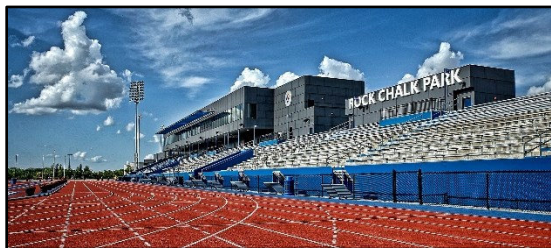
Venture Park

Venture Park sits on more than 200 acres and is adjacent to the new K-10/23rd Street directional interchange on the eastern edge of Lawrence. In August 2017, the City authorized a request from VanTrust Real Estate, LLC to develop a three-phase project in Venture Park. Once completed, the three phases will provide over 550,000 square feet of industrial space within the park at a total investment estimated at \$31 million. Nearby at East Hills Business Park, the City authorized Plastikon Healthcare, LLC to develop a two-phase expansion project. Plastikon is a contract manufacturing organization that specializes in the formulation and packaging of liquid medical devices and pharmaceuticals. Capital investment for buildings, machinery, and equipment is estimated at \$7.3 million.



Rock Chalk Park, Sports Pavilion Lawrence, & Youth Sports Complex

Rock Chalk Park & the Sports Pavilion Lawrence were a cooperative effort between private developers, the City and the University of Kansas. Located near K-10, the complex provides a 181,000 square foot public recreation center that hosts volleyball, basketball and indoor soccer events. In 2017 alone, local sales taxes generated from Sports pavilion Tournaments was over \$400,000. Rock Chalk Park is a state-of-the-art Division I sports arena, hosting tennis, soccer, track and softball events – allowing KU to host major NCAA events – all of which bring visitors (and revenue) to the State of Kansas.



The Youth Sports Complex sits at the intersection of K-10 and Wakarusa Drive. We host approximately 30,000 parents, athletes, and spectators annually, many who are from out of town. Investment in the West Leg South Lawrence Trafficway is critical to the ongoing viability of this amenity.

Mercato & Lawrence Memorial Hospital

The 82-acre Mercato development is located directly adjacent to K-10 and 6th Street. Close coordination was completed between the developer, KDOT and the City to assess current and future transportation improvements to make the site accessible. The project will provide an approximate 600,000 square feet of retail space. In addition, Lawrence Memorial Hospital is planning a 200,000 square foot \$93 million facility within the development. The proximity to the K-10 interchange at 6th Street has been cited in local media as a major feature of the site. The medical facility alone is anticipated to generate over 7000 trips per day – highlighting the need for continued improvements to the local streets, adjacent highway and interchange.



Lawrence College and Career Center

The Lawrence College and Career Center provides hands-on learning experiences and college credit, tuition free, while students are still in high school. The Center is located just north of the South Lawrence Trafficway off a portion of Haskell Avenue that was relocated with the SLT East Leg project. It came online as work on the highway project was progressing. The 33,000 square-foot facility includes labs, workshops and open study spaces and was constructed at a cost of approximately \$7.2 million. When it opened in 2015, over 100 different businesses and industry professionals visited with students at the site. While the building itself represents a major economic benefit, the impacts to over 140 students a semester studying topics such as “Innovation & Engineering” with a view of one of the largest public projects completed in the State of Kansas is priceless and will contribute to our long-range competitiveness as a State for years to come.

Baker Wetlands

House Beautiful magazine declared the Baker Wetlands the most beautiful place in Kansas – and construction of this 927-acre nature complex was made possible in large part by the construction of the East Leg South Lawrence Trafficway. Classes, hiking trails, camp sites, and a 12,000 square-foot Discovery Center draw thousands of students, researchers and visitors to Lawrence each year.

Amtrak Heartland Flyer

In 2013, the City of Lawrence was awarded a Transportation Enhancement grant funding a \$1.5 million renovation of the historic Santa Fe depot, which serves as an active Amtrak station. This preservation project is located only four blocks east of our historic downtown area. The project is currently under construction and will address Americans with Disabilities Act issues with the current facility, as well as provide much needed revitalization – attracting more users of the Southwest Chief passenger rail connection. Providing transportation alternatives to driving, bus, or air travel is critical as it provides service to underserved citizens.



Proposed KTen Crossing Development

The proposed KTen Crossing Development is a perfect example of the relationship between infrastructure and economic benefits. The developers estimate the development will generate \$1.2 million of sales taxes and \$200,000 in property taxes each year. The developers cite the intersection of two major highways as their principal reason for locating their development in Lawrence. It has such an impact, their very name credits transportation infrastructure for their existence. Presently, concerns over unmitigated traffic generation are slowing the approvals process. If the traffic generated by this development is not addressed by highway improvements, there is a threat of major operational and safety issues at the nexus of two major highways, each of which with significant investment under the Comprehensive Highway Program, Comprehensive Transportation Program and T-WORKS. The good news is previous investments can be protected by improving K-10 and the Iowa Street interchange. However, additional funding is needed to make sure developers who are chomping at the bit to enter our market can be adequately served by adjacent infrastructure.

I could list many other examples, such as the projected \$3.7 billion (with a “B”) economic impacts of the eastern leg of the SLT, but hopefully I’ve made the point that economic growth cannot happen without correlating infrastructure improvements. The West Leg SLT expansion, local program funding, and continued highway maintenance are major efforts that must be advanced. The City of Lawrence has grown significantly due to past partnerships with the State of Kansas and will continue to grow and be a tax generating powerhouse serving the entire state – but to reach our full potential we must not be muzzled by lack of transportation funding. Thank-you for your time and interest in these matters, we look forward to future partnerships with the State government that will enhance our community and State.

Written Testimony Submitted to:
Joint Legislative Transportation Vision Task Force, 2018 Interim



November 8, 2018 – K-State University Innovation Campus, Olathe, KS

Name, Affiliation and Contact Information:

Keith Browning, Douglas County, Public Works Director (kbrowning@douglascountyks.org, 785-832-5293)
David Cronin, City of Lawrence, City Engineer (dcronin@lawrenceks.org, 785-832-3130)

Honorable Senators, Representatives and Task Force Members:

The City of Lawrence and Douglas County depend on KDOT programs to partner in delivering safe, efficient transportation in our communities. These programs include:

- KLINK/Geometric Improvement (CCLIP)
- Access Management
- ITS Set-Aside
- Federal Fund Exchange
- Special City/County Highway Fund
- High Risk Rural Roads
- Bridge Replacement Programs

KLINK/Geometric Improvement (CCLIP)

The KLINK (now CCLIP) program, is crucial to maintaining state highways in Lawrence. The City received KLINK funds every year from 1987-2016 for surface preservation of K-10, US-59, and US-40; matching every state dollar with a local dollar. The city cycle for maintenance projects on City Connecting Links is 7 years and recent reduction in the funding level to the CCLIP program has delayed the project to mill/overlay 6th Street (US-40) from Iowa to Massachusetts St. 6th Street is deteriorating with an average pavement condition index of 59/100 (65/100 is the critical point).



Access Management

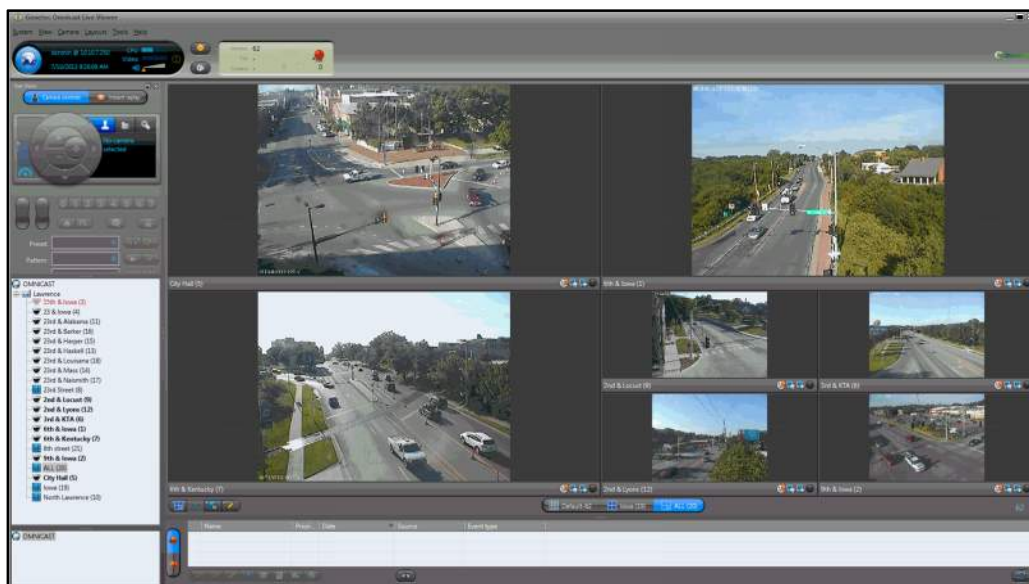
Lawrence has used \$400,000 in Access Management Funds the past 10 years reducing costs to businesses (CVS Pharmacy, Myers Liquor, Whole Foods, University Bookstore, Orscheln, Qdoba) redeveloping along 23rd Street, to meet the KDOT corridor plan. Assistance to these business would not be possible without our state partnerships. Lawrence recently utilized a combination of Geometric Improvement, Access Management, and Highway Safety Improvement Funds to supplement \$2.5M of local funds to modernize the intersection of 23rd St (old K-10) and Iowa (US-59) to increase capacity and safety.

Douglas County and Baldwin City have benefitted from approximately \$2.1 million in Access Management funds for construction of geometric improvements at three US-56 intersections in and near Baldwin City. The local governments were responsible for all engineering, right-of-way acquisition, and utility relocation costs while KDOT covered 100% of construction costs.

ITS Set-Aside

The City is interested in continuing to expand its fiber network with funding through the ITS Set-Aside program. Lawrence has matched state funds to complete three projects to construct a Traffic Operations Center that is connected to 38 of 98 traffic signals with 60 miles of fiber. South Iowa (US-59) from 23rd Street to K-10 is a growing commercial corridor and the next project awaiting connection to the network when funding is available. The benefits of the ITS system include:

- The public can view live conditions on city website
- Signal optimization lowers emissions and user costs
- Staff can control signal timing during peak times or large events
- Technicians can remotely diagnose and repair system malfunctions (i.e. safety and efficiency)



Federal Fund Exchange

The City and County support the continuation of the 90 cents on the dollar exchange rate for federal funds. When the rate was unexpectedly lowered in 2018 the City of Lawrence's capital improvement budget was lowered by \$150,000 resulting in less local street maintenance. The major benefit of the federal funds exchange is that it allows us to stretch the dollars further on our local system, without the burdensome federal requirements that add time and cost to projects. The state funds exchanged from federal funds can be spent on critical maintenance projects that would not be eligible for federal funds. Without an adequate state funding mechanism, this program could be in peril.

Transportation Alternatives & Highway Safety Improvement Program

The decrease in state funding has hindered KDOT's flexibility with Federal Programs including Transportation Alternatives (TA) and Highway Safety Improvement Program (HSIP). This flexibility used to allow for "roll-over" of funds, which enabled local governments to work through local funding, design, right-of-way, or environmental issues. However, there is currently a "use it or lose it" situation, which may put projects on the chopping block and jeopardize federal funds if the slightest issue pushes out a project schedule. Lawrence/Douglas County have used TA funds to construct pedestrian and bicycle facilities to promote active lifestyles and safe alternative mode of transportation for all users. 75% of the "Lawrence Loop", a circumferential 22.4 mile 10' wide shared-use path, was completed primarily with TA funding. Utilizing these funds will be critical in completing the remaining sections which connect the northern missing link to downtown. HSIP funds are being used to reconfigure lanes on Massachusetts Street south of downtown to reduce vehicular crashes (11 in the past 3 years) with dedicated left turn lanes and designated on-street bike lanes.

E. 23rd Street

The City is embarking on a planning project in 2019 to identify safety and geometric improvement opportunities on East 23rd Street from Haskell to the east city limits. This segment of roadway was formerly part of Kansas Highway 10. While the turn back agreement provided approximately \$4 million to bring the roadway up to a maintainable condition, there are more needs to be addressed. The upcoming plan will create a vision for reconstructing the corridor in 2021-2022 with an estimated cost of over \$9 million. Support from KDOT local programs are instrumental in supplementing local funds to provide flexibility in preserving and modernizing our transportation system.



Special City/County Highway Fund

Maintaining adequate funding to the Special City/County Highway Fund is important to local governments. The rate, originally set at 44%, has been reduced to 33% over time while the amount of vehicle miles traveled on local roads has increased. The task force should take into consideration the equity of how gas tax funds are allocated.

High Risk Rural Roads (HRRR)

Rural major and minor collector roads experience disproportionally higher fatality rates than urban roads and highways. The HRRR program provides federal HSIP funds for much needed safety improvements on these roads, including removal of roadside obstructions like trees, steep slopes and narrow culverts, and signing and pavement marking improvements. Douglas County has utilized approximately \$1.6 million in HRRR funding in the last six years to improve safety on the county route system.



Bridge Replacements

The majority of bridges in the state are on county roads, and over 1/3 of those bridges cannot carry state legal loads. Bridge deficiencies significantly affect the agriculture industry as well as the safety of the traveling public. Two KDOT programs have helped repair and replace deficient bridges. The Off-System Bridge Program provides a portion of the state's federal STP funds to rehabilitate or replace local bridges not on the federal aid system. The Local Bridge Improvement Program was a one-time state funded program to replace relatively small (<50' span) deficient bridges, which comprise more than half of all deficient bridges in the state. This effective program is no longer available. A dedicated bridge program is needed to address the many deficient bridges on local road systems.

In summary, Lawrence and Douglas County encourage the task force to continue supporting KDOT programs. Local governments depend on the funding and flexibility of these programs to provide safe, efficient transportation for the citizens of Kansas.