

**ANDOVER CITY COUNCIL  
Tuesday, January 31, 2012  
1609 E. Central  
Minutes**

1. [Mayor Lawrence called the meeting to order.](#)

2. [Roll Call](#)

Present were Byron Stout IV, Dave Tingley, Clark Nelson, Caroline Hale, and Troy Tabor. Others in attendance were: Police Chief Mike Keller, Chief Financial Officer Donna Davis, Fire Chief Jim Shaver, Assistant City Administrator Jennifer McCausland, City Attorney Norman Manley, Public Works and Community Development Director Les Mangus, City Clerk Susan Renner, City Administrator Sasha Stiles, and City Engineer Mike Thompson. Council Member Sheri Geisler was absent.

3. [Invocation was given by Pastor Eric Goodman of Brookhaven Baptist Church and member of the Andover Police Department Chaplains.](#)

4. [Mayor Lawrence led the Pledge of Allegiance.](#)

5. [Mayor Lawrence opened the Public Forum and asked if anyone would like to comment.](#)

Paige Welch, 708 Broadview Lane, requested use of Central Park on May 26, 2012 from 6:00 a.m. until 12:00 p.m. for a fun run. She added this event was held last year at Central Park on a different date and the event is a fundraiser for the House of Hope in Wichita.

A motion was made by Council Member Byron Stout, seconded by Council Member Dave Tingley to approve the request by Ms. Welch for use of Central Park as outlined. Motion carried 5/0.

6. [Acceptance of Agenda](#)

Mayor Lawrence moved agenda item 18) 21st Street Traffic Conflict to the first item on the regular agenda due to the number of citizens in attendance for that discussion. Mayor Lawrence also requested acceptance of the email correspondence regarding the project from absent City Council Member Sheri Geisler.

A motion was made by Council Member Caroline Hale, seconded by Council Member Troy Tabor to accept the agenda as modified. Motion carried 5/0.

7. [Mayor Lawrence opened the Public Hearing for Vacation Case VA-2011-05 Andover Farm at Cedar Park 4th Addition. No one spoke. The Mayor closed the public hearing.](#)

## 8. Consent Agenda

- a. Approval of Minutes
  - i. City Council Meeting: January 10, 2012
  - ii. Envisioning Meeting: January 5, 2012; January 12, 2012
  
- b. Receive & file reports
  - i. Finance: December 2011
  - ii. Police: December 2011
  - iii. Library: Directors January 11, 2012
  - iv. Library: Finance October -December 2011
  - v. Library: Balance Sheet October 2011; November 2011; December 2011
  
- c. Receive & file minutes
  - i. Planning Commission: December 20, 2011
  - ii. Library: November 9, 2011
  - iii. P.A.I.: December 9, 2011
  
- d. Approval of appropriation ordinance B-25-11 in the amount of \$ 160,408.96
  
- e. Approval of appropriation ordinance B-01-12 in the amount of \$ 60,978.16.
  
- f. Approval of non-elected personnel items  
Billy Bishop, Street Department, new hire street maintenance worker at an hourly wage of \$13.00 effective January 9, 2012.
  
- g. Approval of the Mayoral appointment of Council Member Sheri Geisler as Council liaison to the Site Plan Review Committee as a voting member replacing Council Member Dave Tingley.
  
- h. Approval of Police Department General Orders: O2110 Property Management; O2514 Death Investigation; P3108 Critters on Patrol Program; P3111 Welcome to Andover Program.
  
- i. Approval to begin manhole rehabilitation with Mayer Specialty Services, Goddard, for approximately 220 vertical feet of manholes at a cost of \$83.50 per foot, total price of \$18,370.

A motion was made by Council Member Clark Nelson, seconded by Council Member Troy Tabor to approve the consent agenda as presented. Motion carried 5/0.

## 18. Discussion: 21st Street traffic conflict points

Mayor Lawrence outlined the etiquette for the meeting.

Jeanie Shackelford, 1309 Quail Crossing Ct, Quail Crossing Home Owners Association President, is in opposition of the current design of the median with no left (west) turn on to 21<sup>st</sup> Street from Quail Crossing Street. She stated no one had been notified of the plans and the homeowners were not aware until it was constructed. Ms. Shackelford summarized a list of concerns directed to the Mayor that was compiled from 146 residents in the Quail Crossing Addition at the January 12, 2012 HOA meeting.

TO: Mayor Ben Lawrence  
Andover City Council Members

FROM: Quail Crossing Residents

SUBJECT: Opposition to Median Restricting Access to Quail Crossing's Main Entrance

The Quail Crossing Homeowners Association invited city officials to attend the Association's January 12, 2012, meeting to discuss the 21st Street construction project. Quail Crossing residents want to express appreciation to the city officials who attended and responded to comments and questions. We recognize the difficulties and challenges in making decisions that affect the population of 12,000 as Mayor Lawrence mentioned. Quail Crossing residents are a part of that tax-paying group, conscientious Andover citizens in favor of growth, and deserve to be treated fairly in this matter.

At the HOA meeting, city officials acknowledged that the median being constructed in front of Quail Crossing's main entrance adversely impacts residents. However, based upon the many comments and responses throughout the meeting, it was clear the degree of negative impact on residents is far greater than city officials planned. Mayor Lawrence agreed to take this matter to the next Council meeting but indicated he would not be in favor of construction modifications.

After city officials departed from the HOA meeting, a consensus of the 50 residents present agreed that further actions are necessary to protect the collective interests of the 162 homes in Quail Crossing. One of those actions is to present this statement to the full Council listing the primary adverse effects and summarizing residents' concerns and comments.

This is an additional opportunity for the Council to learn the actual impact that residents are already incurring as construction has restricted entrance access. The residents' concerns are real. They are not mere resistance to change.

In addition to the negative impact the median has on Quail Crossing, residents expressed concerns because they were not notified in advance of plans to construct the median, not given the opportunity to provide input, and are not being granted the same unrestricted access as other property owners.

**Residents ask the Council to take actions to rectify the problem now rather than place the burden on residents to pay for and live with the unfair and unnecessary restriction. Please take actions to restore full access at Quail Crossing's main entrance. Adverse Effects on Quail Crossing Residents**

Inconvenience and safety risks:

- Daily inconvenience for residents traveling to/from the Andover corridor, area schools, and residents' jobs in Andover and Wichita. Because the most practical entry and exit point is no longer the most direct, residents must travel longer distances and along winding streets not designed for increased levels of traffic for exit and entry. Because of its poor condition, 159th Street has long been highly undesirable for travel. Visitors will also find it more difficult to find homes via indirect routes, with added confusion entering from the east because Lakeside is the main entrance with large signs for North Meadows. **The City Engineer has addressed this point in his memo.**
- Elevated safety risk to pedestrians and neighborhood children with increased traffic on streets not developed for primary entry and exit. Residents walk in the alternate route streets because Mountain has no sidewalks and Browning has a sidewalk on only one side. **The Quail Crossing Addition developer chose not to provide an on-street five foot sidewalk along Mountain St. in Phase 1 of the project as was required by the subdivision regulations design standards, but in lieu of the prescribed method an off-street pedestrian route was provided around the subdivision lake area, which provides a pedestrian connection from Lakeside Dr. to Quail Crossing St. with an independent connector to the north to Mountain Ct. Phase 2 of the project followed the more typical design standard and placed five foot sidewalks along Gambels St. and Browning St. westward from Quail Crossing St. to 159th St.**
- Elevated safety risk to residents driving on unmarked, winding streets with increased traffic and street widths that do not readily allow passing cars while vehicles are also parked on both sides of the street. Additionally, some portions on Mountain Street provide for limited distance vision, further increasing collision risk with increased traffic. **Every street in Andover is clearly marked with street names for identification, advisory sign like "NO OUTLET", and regulatory signs**

such as “SPEED LIMIT”, “STOP”, AND “YIELD”. The streets in Quail Crossing were designed for 25 mph. traffic, sight distances are adequate. Traffic engineering reports promote the use of curvilinear streets to keep traffic speeds down.

□ Elevated safety risk to other neighborhoods. Residents, including Andover High students, report increased use of Allison as an alternate route, which allows parking on both sides and already serves many homes, increasing noise and elevating safety risk on that street. Allison St. and Lakeside Dr. are collector streets on the street functional classification map. The function of a collector street is to collect traffic from local streets and distribute that traffic to arterial streets. Traffic volumes on Allison St. and Lakeside Dr. are very low as compared to the typical design count for a collector street.

□ The home located at the main entrance has no legal exit route other than east on 21st Street. That resident can not legally exit via Lakeside or 159th street. U-turns are not prohibited unless they are posted, therefore a u-turn by that resident on Quail Crossing St. is not prohibited, nor is a u-turn on 21st St. at Keystone Pkwy or Lakeside Dr. However sound judgment would need to be exhibited in using u-turns in either circumstance.

Negative impact on neighborhood design:

□ The visual promotion and appeal of the development’s marquee features (landscaped lake entrance and well maintained playground) are diminished because they are centrally located near the main entrance whose use will decrease substantially. Quail Crossing St. will probably still be used as the major entrance to the development. The lake area is actually south of the intersection Mountain St. and Quail Crossing St. The lake view will not be impaired by the alternate travel route.

□ The dysfunctional traffic pattern away from the main entrance will render the original neighborhood design as less effective and less attractive to residents and prospective home buyers. Otherwise quiet side streets will also become noisier with increased traffic. The design as constructed actually complements the subdivision design. A right-in right-out intersection (Quail Crossing St.) is provided for convenience at about ¼ mile from the arterial street (159th St.) and the collector street (Lakeside Dr.). Internal circulation is provided, which concentrates local traffic at those points rather than uncontrolled up and down the major arterial route.

Negative impact on home values:

□ Restricting main entrance access will negatively impact property values over the long term as prospective buyers weigh the inconveniences of restricted access with price offerings. This opinion is unconfirmed. I don’t believe an appraiser could be found that would cite a difference in value before and after a minor access control issue like this is implemented. The access routes provided are well thought out and adverse travel time is minimal.

□ The dysfunctional traffic pattern, increased traffic on side streets, and less visual marquee features also negatively impact home values over the long term. The access routes provided were thought out in the planning process in order to provide good access to properties in the event of future access control measures. Direct routes were provided out to Lakeside Dr. and 159th St. to limit the number of trips that relied on Quail Crossing St.

□ When marketing homes, residents will be at a competitive disadvantage with all other subdivisions in Andover as no other has restricted access or interference with their efficient traffic patterns and neighborhood designs. The Cornerstone Addition on the north side of 21st St. exhibits a very similar design concept for the residential traffic pattern. Collector streets carry traffic from the local streets to the arterial streets at points about mid-mile. The over 800 dwelling units planned find access at single points on Andover Rd., 21st St., and 159th St., with the exception of Keystone Pkwy., which serves the Kansas Medical Center, and future office and apartment sites.

January 12, 2012 HOA Meeting Discussion Highlights:

City officials showed the street construction map and indicated traffic is expected to increase in 10 years. Mayor Lawrence said he was surprised he hadn’t heard from residents earlier about the median obstruction. Residents reacted strongly and indicated they were never notified of the plan to build a median and only became aware as curbs were being constructed. Residents asked if the Homeowners Association was notified, and Mayor Lawrence said it was not.

The 21st St. Improvement Project was first officially introduced in 2007 when an application for federal funding was presented to the Wichita Area Metropolitan Planning Organization (WAMPO) for the 2008 Transportation Improvement Plan (TIP), even though there was Staff and Governing Body discussions of a project for many years prior. At that time the protocol for the WAMPO Public Participation Plan (PPP) was engaged. Public hearings and open houses, including some in Andover, were conducted about the region and the projects submitted and eventually listed for funding were summarized on the WAMPO website. This process was then repeated annually as concurrent years of the TIP were reviewed and adopted. The TIP is continually available, with the latest amendments on the WAMPO website [wampoks.org](http://wampoks.org)

Concurrently, the 21st St. Improvement Project was first listed in the City of Andover Public Improvements Capital Improvements Plan, which is reviewed and approved by the Planning Commission annually before being included in the City Budget.

Poe & Associates Consulting Engineers was engaged in February 2008 to prepare a concept plan for the 21st St. Improvements Plan. At that time the continuous median concept was approved, and a contract for preliminary engineering was also awarded to Poe. A traffic study was commissioned to Traffic Engineering Consultants, which confirmed the value of the divided roadway concept with limited dedicated left-turn intersections in order to preserve the traffic carrying

capabilities of the road and the promotion of traffic safety by eliminating as many left-turn crash conflict points as possible.

Periodic design progress reports were provided to the Governing Body by Poe, and eventually the project bids were opened on May 18, 2011, at which time the low bid was accepted and construction commenced shortly thereafter.

Residents acknowledged the prudence of planning for growth but strongly disagreed it necessary to permanently restrict Quail Crossing's main entrance with a median.

City officials indicated the median was necessary for safety reasons. A drawing was shown with conflict points of a four-way intersection. (The Quail Crossing entrance is three-way and would have less conflict points.) One official compared the future traffic on 21st to be similar to Kellogg and Andover Road. Residents questioned that comparison in regards to safety as the speed limit on 21st is about half that of Kellogg (30 mph vs. 55 mph). Residents also questioned the need to restrict access now since increased traffic is not expected for many years. Physical traffic counts on Andover Rd. at the north side of US-54 and 21st St along the project corridor were both taken in 2008. They were 17,070 on Andover Rd. and 10,941 on 21st St. The potential for rapid increase in traffic volume is much more likely on 21st St. do to the availability of developable land along the corridor, and the new street improvements. The increase in Andover Rd. traffic north of US-54 will be much more incremental. The new developing 21st St. Corridor allows the design of traffic improvements to be proactive to promote traffic carrying capabilities and safety measures, rather than retrofit to an existing development pattern as traffic causes congestion.

Residents repeatedly asked if turning lanes could be used to allow access at the main entrance. Residents also questioned why the five lane design with a center turning lane was not used as that design would have been more functional and cheaper to construct than medians with landscaping. Mayor Lawrence expressed his opinion that turning lanes are dangerous because vehicles can speed down those lanes and meet going opposite directions (he referred to them as "chicken lanes"). Residents highly questioned this rationale as Wichita has successfully and safely employed the five lane design throughout many high traffic areas including several areas adjacent to Andover. Rather than restrict access now, residents also asked if traffic lights could be installed if safety becomes an issue at any point. If traffic increases significantly, residents also recognize the benefit of a traffic light to allow children to safely cross to school. An official acknowledged that lights are considered and installed as traffic increases. The City Engineer has addressed this point in his memo.

Mayor Lawrence indicated that Andover wanted to do something different than Wichita and wanted some beautification with the median. Residents informed city officials they needed better access to and from their homes, schools, and jobs and that accessibility for residents is significantly more important than landscape in a median. The City Engineer has addressed this point in his memo.

Residents repeatedly questioned why Quail Crossing was the only property along the entire corridor whose access was being restricted. Residents also pointed out that unrestricted access is being granted to the vacant land on the north and south sides of 21st at 159th. It was noted the north land had a for sale sign posted and the south vacant lot had a natural gas line running under it, restricting its development and limiting its commercial use so far to a seasonal fireworks stand (which some residents said was owned/operated by Mayor Lawrence). Residents also indicated the city made modifications to the median plans to allow additional access to the Presto at 21st and Andover Road and apparently for a second access point for the nursing home. The comparison to the Cornerstone Addition has already been made. The additional left-out for the Life Care Center was made at the request of the nursing home operator and the Fire Department to address emergency vehicle circulation within the facility. The left-out provide an unobstructed path to the Kansas Medical Center and other downtown medical facilities. No other path could be provided without backing emergency vehicles on the site, which is not suggested in an emergency situation. The adjustment to the median length at the Presto location was an effort to provide adequate circulation to a future high traffic business at an existing location that didn't lend itself to other alternatives do to its proximity to the intersection of 21st St. and Andover Rd.

In the spirit of planning for growth and serving all community members, residents did not wholly object to any of the access points granted for other property owners. However, residents repeatedly questioned why city officials granted full access to all others throughout the corridor and permitted construction modifications to accommodate other property owners but were unwilling to modify construction for the Quail Crossing entrance that serves 162 homes. Access points along the corridor were limited to major commercial entrances both existing and future (Marc St./Cornerstone Shopping Center major entrance, Keystone Pkwy., and Quail Crossing/Cornerstone Commercial major entrance), and residential collector streets (Cornerstone Pkwy. and Lakeside Dr.). Cornerstone Addition residential development has only one access point to 21st St.

Mayor Lawrence indicated KDOT was funding 80% of the project and would not allow modifications without jeopardizing funding of the entire project. Residents continued to question why design changes were made previously without threatening the funding. City officials did not provide a clear response. KDOT Project Representatives have indicated that any changes to the Quail Crossing Street intersection would not be eligible for federal funding therefore making those costs borne by the City.

City officials opined that Lakeside and 159th are sufficient alternate entrance/exit points for Quail Crossing residents in lieu of the restricted main entrance. Residents reminded them of 159th Street's poor condition and how Quail Crossing access issues will be even greater during construction planned on that street in a few years. 159th St. from 21st St. south ½ mile south to the Caywood Addition was improved a few years ago, and remains in good condition. The 159th St. and 21st St. intersection was improved to include left-turn lanes and traffic signals, which provides a signalized access to westbound

**21st St.**

City officials indicated they predicted adverse impact on Quail Crossing was limited to about 20 homes. Residents strongly reacted to this projection and overwhelmingly disagreed. The restricted access at the main entrance affects most Quail Crossing residents. Residents commonly used the entrance to exit west to Andover schools and Wichita jobs and to enter from the east from Andover's corridor. Residents cited many more inconvenience and safety issues than city officials acknowledged. Some city officials live in nearby areas served by Marc and Lakeside, streets granted full 4-way access on 21st. However, city officials acknowledged that none of them lived in Quail Crossing and no one drove in and around Quail Crossing during project planning to gauge the impact on residents. **The City Engineer has addressed this point in his memo.**

Residents cited significant issues with the dysfunctional traffic pattern. Quail Crossing was designed with an unrestricted main entrance and a traffic pattern crafted for homes that sit among several winding streets, in contrast to adjacent developments with more sections of longer straighter streets. Residents complained that they must wind through several streets when entering/exiting Quail Crossing, which is a substantive convenience issue and very confusing for visitors. Residents also expressed great concern for the increased traffic volume on streets, impacting the safety of pedestrians, children playing in the neighborhood, and drivers traveling on the unmarked streets. Because of restricted access at the main entrance, Mountain and Browning Streets are already seeing notable increases in traffic and risk to residents. Those streets were not designed for increased traffic and Mountain, in particular, winds in such a way to make it difficult to see oncoming traffic and avoid collision, especially when cars are parked on the street or by the mailboxes. Some have already reported near collisions on Mountain, where residents walk in the street because there are no sidewalks since the street was not designed to be a primary exit and entry route. Residents have also expressed concern that emergency vehicles' access could be impacted by the indirect routes to homes. **This point has already been addressed.**

Residents informed city officials that the home located at the main entrance now has extremely impaired access. To exit through one of the alternate routes, that resident must do so illegally by either driving the wrong way against traffic along the Quail Crossing Street median or, if their vehicle is small enough, make an u-turn around the end of the Quail Crossing Street median, both of which are additional safety issues the 21st Street median is creating. The median is forcing this home owner to always exit the development on 21st going east. **This point has already been addressed.**

Lastly, residents cited negative impact on the neighborhood's design. Quail Crossing's lake entrance and playground are centrally and closely located to the main entrance. Restricting main entrance access diminishes the visual impact of these marquee features for residents and for marketing purposes. **This point has already been addressed.**

Ms. Shackleford stated it was understood the council is looking out for the City's interest for growth and the federal funding for the project and they understood the WAMPO selection process but felt it is a design issue and the citizens want a left turn lane.

Holly Shea, 2004 N. Lakeside Drive, has noticed the increase in traffic and expressed concerns for children's safety.

Allen Brown, 1509 W. Browning Court, there was no notification regarding the change in access.

Owen Pierce, 1930 N. Quail Crossing, asked for really good reasons.

Mayor Lawrence stated he did not believe any reason offered would satisfy the neighborhood.

Laura Nguyen, 1956 N. Marlin Court, stated she did not understand why there were seven other turns allowed on 21<sup>st</sup> Street but not at Quail Crossing.

Mayor Lawrence stated he wanted the citizens to understand if the curb cut is allowed there is no chance of a stop light leaving the access uncontrolled and that brings the highest number of accidents.

Bernard Kramer, 1905 Beretta Court, asked who would a person need to contact to change this.

Mayor Lawrence stated the Council is responsible for making any changes and the cost to add a left run lane is estimated to be between \$37,000 and \$50,000.

Laurie Goodman, 2020 N. Ruger Circle, stated her concerns with the additional traffic and the safety of the children.

John Rawcliffe, 2006 N. Colt Court, asked if there would be a stop light at Lakeside and 21<sup>st</sup> Street and what was the difference between that turn and the one at Quail Crossing. He added he did not think it safe to make an eastbound turn and then u-turn back west bound at the next access point.

Mayor Lawrence explained it would depend on the traffic count.

Police Chief Keller cited Section 50 of the Standard Traffic Ordinance regarding U-turns.

Larry Massingill, 1211 W. Quail Crossing Court, did not believe the u-turn option was acceptable. He added his taxes are high here and does not believe it is right to put the road up like that.

Mayor Lawrence responded that the City represents only 24% of the taxes.

Mayor Lawrence read the email sent by Council Member Sheri Geisler who was unable to attend the meeting due to a family illness.

-----Original Message-----

From: Delores Loney [<mailto:deloresloney@gmail.com>]

Sent: Tuesday, January 31, 2012 5:47 PM

To: Sasha Stiles

Cc: Ben Lawrence

Subject: Sheri Geisler 21st street design

Dear Mayor Lawrence and City Council:

I apologize for missing tonight's meeting. I am out of state for my Mother's surgery.

I am writing in regard to tonight's agenda item number 18, the 21st Street Traffic Conflicts. I have personally researched and driven the area. I have read the information from Poe and Associates, WAMPO, Staff, and residents. I hear and understand the frustration of the residents at Quail Crossing. I feel that the current 21st Street project design provides for safety and growth for all of our residents and guests with inconvenience to some.

I support the 21st street design plan.

Sheri Geisler

Leslie Stewart, Quail Crossing Court (2010 N. Mountain Ct.), stated there is a huge traffic problem and the Council does not live there and they don't care. She added she did not believe the beautification of Andover is worth the price that they are being asked to pay.

Stacey Hall, 1900 N. Remington, stated with all of the proposed commercial business on 21<sup>st</sup> Street why then is there no 5<sup>th</sup> lane on Andover Road. She added it was not the City's right to take away the left turn.

Mike Wilcox, 1942 N. Quail Crossing, moved to Andover because of the opportunity for growth. He did not feel there was anything wrong with 21<sup>st</sup> Street and they were being asked to suffer in the name of progress.

Warren Schwanz, 1931 N. Quail Crossing, stated without the allowable left turn the intersection puts them at a competitive disadvantage and is unattractive to a prospective home buyer. He added the roads in the subdivision will have a significant increase in the amount of wear.

John Drummond, 1906 N. Quail Crossing, asked how much landscaping would be done on the center median and what the City's liability would be if there was an accident due to a tree in the middle of the road.

Mayor Lawrence stated the tree would be on a raised median, not in the middle of the road.

Norman Manley stated if the speed limit was higher or it was a major highway maybe, otherwise no.

Teresa Lee, 1023 W. Mountain, stated Wichita puts in medians in their most congested and commercial intersections. She added she has recognized the increase in traffic and speeding vehicles.

Mayor Lawrence explained some issues with medians at traffic lights and added Lakeside Drive was designed as a collector street. He added speeding is everywhere and most found the speeders are the ones that live in the particular neighborhood where the speeding occurs.

Mike Thompson, Poe & Associates, City Engineer, highlighted the design memo provided to the Council.

<b>POE &amp; ASSOCIATES, INC.</b>	<b>CONSULTING ENGINEERS</b>
5940 E. Central, Suite 200	(316) 685-4114
Wichita, Kansas 67208	FAX: (316) 685-4444

January 26, 2011

Mayor Ben Lawrence and Andover City Council  
CITY OF ANDOVER

Re: 21<sup>st</sup> Street from 159<sup>th</sup> Street to Andover Road  
Design Memo

Dear Mayor Lawrence and City Council:

Planning and development of the 21<sup>st</sup> Street corridor and the reconstruction of 21<sup>st</sup> Street have been in progress for several years. Commercial developers indicate that they will commence commercial development as soon as the 21<sup>st</sup> Street

construction is complete, but they have not been interested in starting the commercial development and then having business interruptions due to the street construction.

The objectives of the 21<sup>st</sup> Street reconstruction project are to accommodate future traffic demands, provide a safe traffic way, provide access to commercial developments, and create an appealing gateway into the City of Andover.

The initial concept for the project was a boulevard design with a raised center median that would control access and provide areas for intense landscaping. The access control to minimize left turn conflicts caused the project to gain an advanced scheduling for funding by the Wichita Area Metropolitan Planning Organization, the agency that prioritizes all State and Federal highway funding in the metropolitan area. The Kansas Department of Transportation also encourages projects that will create economic development through private investment, and this project will promote a large private capital investment.

The City of Andover commissioned a traffic engineering study by Traffic Engineering consultants in March 2007, to project the future traffic demands on 21<sup>st</sup> Street. That study projected the 21<sup>st</sup> Street traffic to average 30,000 vehicles per day when the corridor is fully developed. The 21<sup>st</sup> Street traffic projection put 21<sup>st</sup> Street in a different category than Andover's other arterial streets. Andover Road has always been the street with the most traffic in Andover, but the 21<sup>st</sup> Street traffic projections exceed the Andover Road traffic projections by 50%. The time frame for complete development of the 21<sup>st</sup> Street corridor will be affected by economic factors, but it is generally thought that it will build out in the next 20 years. Population projections indicate that Andover's population will approach 25,000 in 20 years, and that growth will have an impact on traffic demands on all of Andover's arterial streets.

Andover commissioned a second traffic engineering study in May 2008, to evaluate alternatives on how best to manage the projected 21<sup>st</sup> Street traffic. That study found that a four lane street with a raised center median, left turn lanes at major intersections and properly spaced traffic signals, would provide a higher level of service, experience less delays on 21<sup>st</sup> Street and the intersection streets, limit left turn conflicts, and be safer compared to a five lane street with a continuous two way left turn lane. The Report concluded "...the construction of a median throughout the corridor would provide the optimum control of access and would be expected to accommodate the future traffic projected to be on the street segment with highest level-of-service. The design of the divided roadway section design through this corridor is recommended to include signalization and separate left turn lanes at the primary interior intersections, as well as at the intersections with 159<sup>th</sup> Street and Andover Road." Along with the recommendations of the traffic engineering report, we recommended that cross traffic be restricted to collector street intersections and major commercial entrances.

The traffic engineering report, and the center median limiting entrances throughout the corridor to right-in right-out turns was discussed at City Council meetings as the design progressed. Our recommendation was that limiting left turn conflicts would result in some inconvenience, but would serve the greater good in better safety and less traffic delays.

Specific to the Quail Crossing Street intersection, the traffic engineering study counted 23 left turns from Quail Crossing to westbound 21<sup>st</sup> Street during the peak morning hour. By comparison Cornerstone Parkway is projected to have 99 left turns, Keystone Parkway 138 left turns, and Andover Road 645 left turns in the peak hour.

With the elimination of left turns at the Quail Crossing intersection, some of the Quail Crossing traffic will experience adverse travel on trips into and out from the Addition. Adverse travel is the additional travel required when the most direct line of travel is not available. The concept of adverse travel is usually used to evaluate the travel and lost time costs of detours. For example, if 21<sup>st</sup> Street were closed for construction from 159<sup>th</sup> Street to Andover Road, vehicles eastbound on 21<sup>st</sup> would detour at 159<sup>th</sup>, to 13<sup>th</sup> Street, to Andover Road, to 21<sup>st</sup> Street. That detour would require three miles of travel in lieu of one mile, so the adverse travel would be two miles.

The major left turning demand at Quail Crossing is to westbound on 21<sup>st</sup> Street. The outbound trips that will experience the most adverse travel are those that begin near this intersection as they will have the longer route to reach the 159<sup>th</sup> and 21<sup>st</sup> Street intersection to continue westbound on 21<sup>st</sup> Street. By calculations at 25 miles per hour, the maximum adverse travel time is less than ½ minute.

In summary, the 21<sup>st</sup> Street design meets the project's objectives by accommodating future traffic demands, providing a safe traffic way, providing access to commercial developments, and creating an appealing gateway into Andover. The center median eliminates some left turns and causes some adverse travel and lost time costs. The long term benefit is a safe street with less delay for all the traffic traveling 21<sup>st</sup> Street.

Yours truly,  
POE & ASSOCIATES, INC  
James M. Thompson, P.E.  
Sr. Vice-President

Council Member Clark Nelson inquired if the number of cars using that access daily was the reason for this right in right out design.

Mr. Thompson stated the left turns were limited to collector streets and major commercial entrances; Quail Crossing is a residential street. Marc is also a residential street but lines up with the entrance to a shopping center which is projected for a signal; because it is commercial.

Council Member Dave Tingley inquired what would be the adverse effect if the intersection was changed.

Mr. Thompson explained it could interfere with the timing and movement of the traffic and add delay time while waiting for an opportunity to make a left turn. Mr. Thompson added Quail Crossing is not the only restricted left turn; Peace Lutheran Church and properties west of the church and a number of commercial driveways on the north will have only right in right out access.

Juliana Crane, 1915 N. Quail Crossing, commented about cars lining up to make a u-turn and an ambulance trying to get through. She added with the left turn not being allowed they may not be able to sell their house due to their property value going down.

Council Member Byron Stout inquired what studies are taken into consideration for design.

Mike Thompson stated there are a number of variables; it is not exact.

Ron Seitz, Kansas Department of Revenue, Bureau of Local Projects, worked with City staff and engineering consultant to develop and make sure the plans were consistent with federal rules and laws, accepted engineering practices, and that the design is safe; the design meets all criteria. The plans were reviewed three times to make sure the project met the goals based on the selection by WAMPO to add access control on urban arterials carrying this type of traffic. We support the design as presented. Mr. Seitz added access control is not black and white and there are no hard fast guidelines, there are a lot of factors and judgment that go into a plan. Mr. Seitz confirmed the City would be responsible for 100% of any cost to change the current design.

Council Member Clark Nelson asked Mr. Seitz if he was familiar with the notification procedures used by WAMPO and would there be a negative impact for funding if the requested change was made.

Mr. Seitz stated WAMPO does not get into design issues, they are a planning body. At the planning stage their meetings are advertised and ask for public comment, as well as publish the list of project applications.

Mr. Seitz explained that if the intersection is going to be opened up KDOT technically would want an analysis verifying there will not be a safety issue with these left turns possibly not allowing for enough storage to get cars out of the main lane of traffic. Additionally, Federal Aid has already been used for the

construction of this section of road and the cost of tearing out and rebuilding will be 100% the City's responsibility.

Council Member Bryon Stout asked Mr. Seitz if he could shed some light on why Wichita does what it does regarding medians/turn lanes. He added he has noticed in Maize some temporary barriers going up due to problems with cross traffic.

Mr. Seitz stated he could not speak to what Wichita does. He added there a number of ways of limiting access, it depends on the circumstance.

James Baird, 1401 W. Gambles Court, stated if the design has to be approved by KDOT the Council could vote to make the change and then wash their hands and let KDOT make the final decision.

Council Member Clark Nelson confirmed that is the Council that has the authority to make any design changes; not KDOT.

Mayor Lawrence stated if the Council was even considering a change to the design an engineering analysis should be done.

Council Member Bryon Stout stated he has concerns with emergency access. He added there are lessons learned regarding citizen notification; but no one gets involved until they see a curb, we cannot hold citizens hands. We need citizens be active in what is going on within the City; ownership in on both sides.

A motion was made by Council Member Byron Stout, seconded by Council Member Dave Tingley to approve the authorization for the City Engineers to provide an analysis regarding a left turn option at Quail Crossing and 21<sup>st</sup> Street and present to KDOT for their analysis at a cost not to exceed \$10,000. Motion carried 5/0.

Mayor Lawrence called for a brief recess at 9:26 p.m.

Mayor Lawrence called the meeting back to order at 9:36 p.m.

Mayor Lawrence announced the Council was not in Executive Session as the video showed.

9. [Vacation Order \(VA-2001-05 Andover Farm at Cedar Park 4th Addition\)](#)

Les Mangus stated this vacation request is an effort by the developer to reduce the carrying costs of the property by releasing him from the burden of the letter of credit on file with the City.

Phil Meyer, Baughman & Co., representative for the property owner, stated this was a result of current economic times.

A motion was made by Council Member Clark Nelson, seconded by Council Member Byron Stout to approve Vacation Order VA-2011-05 Andover Farm at Cedar Park 4th Addition as requested. Motion carried 5/0.

10. Marketplace East

Mayor Lawrence stated the reallocation of special assessments was discussed at the January 10, 2012 meeting, and explained the YMCA would like to re-allocate the specials on the lot west of their building to the tract where the building sits.

a. Reallocation of special assessments petition

Sasha Stiles stated the petition was drafted by City Bond Counsel, Triplett Woolf & Garretson, and has been reviewed by staff and the developer and found satisfactory.

A motion was made by Council Member Byron Stout, seconded by Council Member Dave Tingley to accept the reallocation of special assessments petition. Motion carried 5/0.

b. An ordinance amending Ordinance No. 1460 of the City of Andover, Kansas. (reallocation of special assessments)

Sasha Stiles stated the Ordinance presented was also drafted by Triplett Woolf & Garretson.

A motion was made by Council Member Troy Tabor, seconded by Council Member Byron Stout to approve an ordinance amending Ordinance No. 1460 of the City of Andover, Kansas. Motion carried 5/0. Ordinance number 1506 was assigned.

11. Poe & Associates supplemental agreement for 2011 Street Rehabilitation Project

Sasha Stiles stated Mike Thompson of Poe & Associates had provided a letter of justification for the supplemental agreement and staff has provided Council minutes from the meetings where the repair of the sidewalk and pothole were authorized.

A motion was made by Council Member Dave Tingley, seconded by Council Member Byron Stout to approve Poe & Associates supplemental agreement for 2011 Street Rehabilitation Project changing the amount from \$29,000 to \$35,000. Motion carried 5/0.

12. Request to solicit bids for a walking trail in Central Park

Sasha Stiles stated staff member Rick Lanzrath has prepared a Request for Proposal to complete the walking trail around Lake George. The project was approved with an

80/20% grant with the Kansas Department of Wildlife and Parks. The city's 20% will be in-kind with staff labor doing landscape and backfill. Mr. Lanzrath is requesting approval to submit the RFP for the concrete work on the trail.

A motion was made by Council Member Byron Stout, seconded by Council Member Dave Tingley to approve the request to solicit bids for a walking trail in Central Park. Motion carried 5/0.

[13. Blue Cross Blue Shield employee dental insurance annual renewal](#)

Sasha Stiles stated the cost of employee dental insurance renewal was 1% lower than the 2011 rates. The policy will renew effective March 1, 2012.

A motion was made by Council Member Caroline Hale, seconded by Council Member Troy Tabor to approve the 2012 renewal with Blue Cross Blue Shield for employee dental insurance. Motion carried 5/0.

[14. Preferred Plus of Kansas employee health insurance annual renewal](#)

Sasha Stiles stated the employee health insurance increased 5.1% with the 2012 renewal of the current plan and will also be effective March 1, 2012.

A motion was made by Council Member Caroline Hale, seconded by Council Member Dave Tingley to approve the 2012 renewal with Preferred Plus of Kansas for employee health insurance. Motion carried 5/0.

[15. Historical Society request for insert in utility bill mailing](#)

Sasha Stiles stated staff requests Council approval to include the flyer as provided by the Historical Society in the next utility bill mailing. She added the flyer is soliciting funds and/or paid memberships.

A motion was made by Council Member Troy Tabor, seconded by Council Member Caroline Hale to approve the Historical Society request for placement of an insert in the utility bill mailing. Motion carried 5/0.

[16. An ordinance approving the US 54/400 Corridor Study as an amendment by reference for informational purposes of the Amended Comprehensive Development Plan for the Andover area, Kansas: 2004-2013](#)

A motion was made by Council Member Byron Stout, seconded by Council Member Troy Tabor to table the ordinance approving the US 54/400 Corridor Study as an amendment by reference for informational purposes of the Amended Comprehensive Development Plan for the Andover area, Kansas: 2004-2013. Motion carried 5/0.

[17. Tax Exempt Obligation Post-Issuance Compliance Policy](#)

Mayor Lawrence confirmed Council Members had received the email from City Bond Counsel J.T. Klaus.

Sasha Stiles explained the procedures in this policy are already in place but the IRS is now requiring the City have a written policy. The policy also adds a provision that the City Administrator will meet with Bond Counsel in July 2015 to review policies and procedures in place for post-issuance activity regarding tax exempt bonds, and every five years thereafter. City Attorney Norman Manley has reviewed the policy.

A motion was made by Council Member Clark Nelson, seconded by Council Member Byron Stout to approve the Tax Exempt Obligation Post-Issuance Compliance Policy as presented. Motion carried 5/0.

## 19. Member Items

Byron Stout

- It has been a good evening (meeting), government at work, citizens participating as well.

Dave Tingley

- Meeting went well and added that not a sole stayed for the remainder of the meeting. People need to stay involved, everything is out there, but citizens have to pay attention.

Clark Nelson

- Wants staff to propose a system of citizen notification for future construction projects.
  - Sasha Stiles stated her and Les Mangus have begun work on a policy and will bring a draft to Council for review soon.

Caroline Hale

- Was a good evening, citizens expressing their concerns.
- Had a phone call saying "thank you" and acknowledging the Council and City staff as doing a great job. They asked if bids had gone out on the 159th and US 54 stop light.
  - Les Mangus stated the bids will go out in March and the job completed within this construction season.

Troy Tabor

- Excellent meeting, it wasn't crazy, people said what they needed to and everyone listened.

## 20. Recess to February 4, 2012, for the 2011 Employee Appreciation Banquet to be held at the Mosley Street Melodrama, 234 N Mosley, Wichita, 6:00 p.m.

A motion was made by Council Member Caroline Hale, seconded by Council Member Byron Stout to recess to February 4, 2012, for the 2011 Employee Appreciation Banquet to be held at the Mosley Street Melodrama, 234 N Mosley, Wichita, 6:00 p.m. Motion carried 5/0.

Respectfully Submitted by

Susan Renner  
City Clerk

Approved this 14<sup>th</sup> of February, 2012 by the City Council, City of Andover.