

MINUTES of the PUBLIC WORKS COMMITTEE MEETING

Meeting held: Wednesday, September 11, 2013, 7:30 AM

Main Conference Room, Leawood City Hall.

Committee Members in attendance:

James Azeltine, Chair and Ward 4 Councilmember
Carrie Rezac, Vice Chair and Ward 3 Councilmember
Adam Abrams
John Burge
Ken Conrad
Marsha Monica
Christopher White

Committee Members absent:

Jon Grams
Andrew Osman, Ward 1 Councilmember
Jim Rawlings, Ward 2 Councilmember
Abbas Haideri

Guest:

Mr. Marty Shukert, Principal-Community & Regional Planning, RDG Planning & Design

Staff in Attendance:

Joe Johnson, P.E., Director of Public Works
David Ley, P.E., City Engineer
Brian Anderson, Superintendent Parks and Recreation Department
Julie Stasi, Administrative Services Manager

- **Chair Azeltine, called the meeting to order at 7:32AM.**
Introduction of Committee Members, Guest and staff.
- **OLD BUSINESS: Review Previous Minutes.**
Marsha Monica motioned to approve Minutes from the previous meeting of August 14, 2013.
Christopher White seconded the motion to approve. All present members were in favor.
Motion passed unanimously.
- **Update of the 143rd Street Improvement Project.**
Joe Johnson - The project was to be constructed in 2010; widening 143rd at Nall, going east to Windsor which is just east of Mission Road, past the elementary school. We are back on target now to 2015. We have sent out notices to all the property owners along the street and we have also sent out notices to those properties where we have to get easements. Right now we have Al Donoho with Donoho Associates doing the appraisals for all of the easements. As soon as that is complete, they will be contacting the property owners and meeting with them to go thru the appraisals. We hope by the end of the year we will have all the easements and the schedule will be next year for utilities to relocate. KCPL will go underground along with all the other overhead lines. Most likely WaterOne will have to relocate some of their lines along with the Gas Company. The construction will then start 2015. Phase one will be from Mission to Windsor on 143rd and then 400' of Mission Road on either side of 143rd. We will get that done before school starts in the summer of 2015 and then continue west and finish it up in 2016.
- **NEW BUSINESS: RDG Planning & Design Consultants for Pedestrian/Bike Path Ideas**
Chair Azeltine began the discussion and advised the City has three different master plans working currently in the City. RDG Planning & Design who is represented here today have been hired to work on the Pedestrian/Bike Path Plan. We also have a 135th Street Corridor Study going on along with a Parks Master Plan, so it has been a busy time for us.

Marty Shukert- Principal-Community & Regional Planning, RDG Planning & Design introduced himself and spoke to the group about the work RDG has been doing the last couple of weeks and will be working on going forward. Mr. Shukert advised the kickoff was in August and it began in the north

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part of the City. Mr. Shukert has driven by bicycle the streets of the City (in the north portion, north of I-435 and will continue to ride Leawood areas to understand what we currently have) and where we can look to improve for pedestrian/bike travel.

In introducing their process. RDG has been working on Leawood's plan for the last couple of months and had an interesting kickoff expo in August that was well attended and brought a diverse group of interested people. They have begun in getting people thinking about connections and issues. Over the next couple of weeks by the end of next week he will have ridden and photographed pretty much analyzed every street in the City that goes further than one block or has some type of continuity. Looking at street corridors and at places where they can fill gaps at way finding and connections we can make at things that are really sort of strategic problems. I'll give you a little bit of an idea of some of the comments that we have.

We have divided the City into three study areas. They all relate to each other, but for the interest of getting into a neighborhood level, so this week, we concentrated on everything north of I-435. And had a very well attended and energetic workshop on Monday night at O'Neills Restaurant. Energetic because (not because it was at a bar), but had a lot of thoughts and ideas. On Monday and Tuesday, I have now covered everything from the north boundary of the City to 119th Street. So I cheated a little and got into a little bit of next week's work. By the end of yesterday I pretty much exhausted my capacity to climb hills. (Laughing).

Next week we are in town Monday, Tuesday and in the morning on Wednesday, taking care of things we need to. Monday night's workshop; which will be much like last weeks with a full array of maps and aerial photos and so forth, we will cover the south area and that is 135th Street south to the south City Limits and that will be at Ironwoods. Tuesday night will be the central area and that will encompass everything from I-435 to 135th Street.

We are getting great input. A lot of the specific issues people are coming up with; which is what we hoped would happen at neighborhood workshops- he things that came up on the north side, specifically were bike related issues that related largely to Lee Boulevard. To the fact that Lee Boulevard is sort of the favorite street as we know it is. Lee operates at pretty high speeds, probably higher than one would wish from a neighbor or systemic point of view. And we were looking at different options for what might happen in that corridor. To the degree that we think we need to do as part of this much more specific plan, other than just a line on a map for Lee Boulevard. There are areas where even in the existing width without a widening, we could eschew a shoulder a little bit. So there might be room for people there. Also we looked at possibly Meadow Lane which is near Lee and have it be a directional route. Example if Lee was one way riding north then Meadow which runs near it is for the south riders.

Other comments were of pedestrian nature, complaining about sidewalks and when it snows; getting the snow and ice removed from the walk ways in a timely manner. The 95th area near Ranch Mart, the sidewalk is either bad if it's there. Also there are lots of tree roots that make sidewalks buckle. And other hazards are storm inlets where they cut into a sidewalk.

Marsha Monica-Commented that in the north part, Leawood was designed that way to keep a country feel to the area. The residents wanted it that way. Later when the City was developed in the south portion of the City, it was a requirement that the subdivisions be made with sidewalks; so we have different environments to work with.

Marty Shukert-said there are other ways of working a pedestrian/bike path besides adding sidewalks or widening a roadway. Painting an area on a street is another way and that does not put a physical barrier out there. Or possibly you could have drivers park on one side of the street and use the other side for the pedestrian side.

Marsha Monica-Would like to see more (especially if we are getting ready to improve 143rd Street) and she doesn't know what it is called. For instance, on 133rd there is a very wide black topped.

Marty Shukert-Side Path.

Joe Johnson-Yes Pedestrian/multi-purpose trail.

Marsha Monica-Yes a multi-purpose area where we can have bike traffic, walking, running and it's wide enough so people have some movability and those kinds of things. I would like to see that concept, more and more around the City. Instead of putting people on the street, I would like to see more of that.

Marty Shukert-There is a very interesting controversy about those. The previous AASHTO (American Association of State Highway and Transportation Office) bicycle standards of 1999, said absolutely, under almost no circumstances, don't use them. Here's why...

Marsha Monica-Here is the problem though. Out where I live, we have tons of young families. Young families will not put their kids on their bikes in the street. So if you walk up and down 133rd on the weekend or the evenings or whatever, you see families out there-mom and dad may be walking, kids are on the bike or mom and dad on a bike and kids on a bike. They are using them. Families will not put kids out in the street.

Christopher White-Mentioned on the Leawood Web site there is a planning document that goes through the areas we are looking at. www.activeleawood.com. Also we have not talked about liability issues. You mentioned earlier paint marking pedestrian lanes. What does that do for the City's liability? With families and things like that. There has to be some consideration. Ultimate concern is the safety, but also a concern about legal liability and what does that do if we as a City take a certain approach?

Marty Shukert-Generally the history is the same as any other traffic improvement. If it's well design, there is none and if it's badly designed and there is negligence on the part of the designer, then it's like if you designed a street with improper geometry.

Christopher White-But you mentioned AASHTO Standards. Are there clear specs for what constitutes good design for let's say a paint striped or pedestrian lane?

Marty Shukert-Yes.

Christopher White-As long as it's got these criteria, it's considered to be appropriate? I agree with Marsha Monica. I wouldn't put my kid on it.

Marty Shukert-In talking about the side paths, the previous AASHTO Standard of 1999 said only use them on things like bridges or where there are very few interruptions. The new AASHTO Standards are much more liberal on using side paths because they have evolved to exactly that issue. There are some bicyclists who absolutely wouldn't be caught dead on one. And there are a lot of people with lower capabilities who are afraid of mixed and also as we've had more and more issues with distracted drivers and people on cell phones and eating breakfast while driving and so forth, steering over. They have been a more commonly used issue. So to me, the question is not to make the argument one way or the other, that you pick your spots. But more to put a little bike lane on a street that is a 50mph street is not good, that would be a dumb thing to do.

On the other hand, the research on side paths indicates they are absolutely safer when the street is narrower, that makes sense, because you can see them. Most of the streets you would want to put them on are multi-lane Arterials. It is a more challenging issue. The other problems we have to confront with side paths are the counter directional issue. Where you have people on the wrong side and motorists are not expecting anyone to be there. The issue of ambiguous right of way. Example a case where a bicycle is stopped on a side path on a major street for a drive way. And the driveway traffic is stopped entering the main street. So the whole issue of who has the right of way gets very weird.

The bottom line is that they work but they have to be designed properly. Proper crossings, proper geometrics and warnings for the oncoming traffic that there is a path on the other side just as you would have a warning for a parallel railroad that there is a railroad on the other side. There are solutions to all of these problems.

The other technique we have begun to develop and hope to sell to somebody at some point is a one

way side path that is you are on a path off the street but in the direction of traffic and there is a parallel one on the other side. There are a few places that are doing that. The new AASHTO Standard calls that a much better type of facility. The old philosophy that bikes belong on the street and should never be off the street is confronting reality and that is that there are different types of infrastructure that work in different situations.

Ken Conrad-So if I'm on a side street in north Leawood or I'm in one of the subdivisions down in south Leawood and I dust off my bike and I'm going to ride-should I ride into the traffic or with the traffic? Because I always ride into the traffic.

Marty Shukert-Wrong. That is for pedestrians. Not for bicyclists that is a very dangerous situation for bikes. We have a term for it. We call that "salmoning". Swimming upstream.

Ken Conrad-But you bring up a good point. I always like to see my risk and not have it come up behind me.

Marsha Monica-Well then walk.

Chris White-But that brings up a good point and you have this situation where this is a bike/pedestrian issue and if you gets the bikes off and you worry about the small kids in the street and you put them on the path where the pedestrians are, traditionally you have that range of bicyclists that are not comfortable on the street, but they are riding too fast for the pedestrian area. How does that get navigated?

Marty Shukert-It's the same issue as a multi-use trail. It's the same thing. If you have all the space in the world you can have separate tracks for the bikes and for the pedestrians. Just like Minneapolis, there are very high density areas that do that. We probably are not in that situation and it's important to understand that a side path, a wide sidewalk or whatever along the street is not a place where you are riding the Tour de France. You do not ride 30 mph on them. Although sometimes you see people doing that. Great example of that is along Town Center. Very wide and goes down-hill. Does not have any interrupting driveways, you can pick up some speed there but we ought to play nice together.

Brian Anderson-We have been answering questions. Are there any other concerns or do we have any other input that you would like to give us?

Carrie Rezac-What I hear from the questions is I think the goal is to create that connectivity to the best of our ability. However do not force it in places where we have safety issues or where it just will not work. Yes it might be a preference for some of the bicyclists out there or pedestrians out there but I don't think from the City's standpoint we want to force some of that in locations where it doesn't work more naturally.

Marty Shukert-I am very much a path of least resistance type of person. In closing, we have stolen a concept from the Dutch (who do this very well). There are six criteria that we use to evaluate bicycle and I use it for pedestrian systems too.

1. Directness. You shouldn't take people miles out of their way to get from point A to point B.
2. Integrity or Continuity. You shouldn't lead and leave people in the middle of nowhere. Don't have a bike lane that just ends and you have nowhere to go from there.
3. Safety. That the environment you are making should be designed so it is physical safe for all of the users.
4. Comfort. Same thing as Safety, but it shouldn't put undue stress on the user.
5. Experience. It should take you through nice things if it possibly can.
6. Feasibility. You should be able to do it reasonably and affordably.

And a good route will address all six of these criteria.

A few years ago we did a plan for Mt. Rushmore Road in Rapid City South Dakota, and it was a major highway, on a major commercial strip. And we had people who were insisting that we force bike lanes on it. One block to the west of Mt. Rushmore Road was 9th Avenue, perfectly wonderful, continuous street, serving all the destinations on Mt. Rushmore Road that have historic houses on it and it was a lovely residential environment. So we kept saying, to think about this as a Complete

“Corridor” not a “Complete Street”. You do not have to put everything on the main Arterial. If we can provide service throughout-concentrate on that. Don't do this on the arterial just because you want to try to prove something. The issue is the comfort and safety of all of the users.

Brian Anderson-The last thing that came out of this too, if we do have bike lanes, for example that get built. One of the most spoken thing about bike lanes is the street sweeping and that it includes bike lanes. I wanted to ask is that a potential issue if we added more bike lanes, the ability to sweep them? For instance, in Kansas City Missouri, there is a collection of things in the curb area.

Joe Johnson-We always sweep curb to curb. Generally because of the cross slope everything ends up in the gutter. We always clean the gutter area.

Marty Shukert-You have really clean streets here.

Chair Azeltine-Two questions, when is your next information meeting and when does your report come out?

Marty Shukert-The next two meetings are next Monday, September 16, and Tuesday, September 17, 2013. Those are both neighborhood workshops. Very informal meetings, people drop in and drop out. They run from 6 o'clock to 8 o'clock PM. Monday the meeting is at Ironwoods and it is focused (although not exclusively) south of 135th Street area. The Tuesday one will be here at City Hall in the Oak Room and its focus is I-435 to 135th Street. Lots of markers and maps that people can write on. We want ideas and input.

Chair Azeltine-And that information is on the front page of the Leawood.org if you want to look at it. And your report comes out this fall?

Marty Shukert-The report will be around the first of the year.

Chair Azeltine-Thanks for coming to our meeting and explaining this.

Brian Anderson-passed out a card with information and asked the Committee to take the on-line survey at www.activeleawood.com. Lots of images of what you like and do not like that will give us important feedback for this project.

- **Chair Azeltine directed the group to the second item of NEW BUSINESS. Design/Build for the 2014 Curb Program.**

As you may know, the City last year decided to allocate \$5 million a year over five years for curb replacement. We have a composite problem-limestone problem. Ordinarily we bid these projects out and that takes time. Joe had an alternative idea called Design/Build he wanted to discuss with you to save us time and money.

Joe Johnson-And I do not know how many people are familiar with Design/Build. Typically what we generally do is to hire a consultant. We design and then put it out to bid. And then construct the project. With Design/Build you get the contractor and engineer together as a team and then they do the design and the construction at one time. It helps speed the process as you can do different things at different times that are easier as you move to the more complex parts.

The Public Works Staff is busy. We have a lot of projects going on next year. What we thought about trying to do is for the 2014 program is to hire a Design/Build team. Generally it will be the contractor that takes the lead. The curb removal is pretty easy. The time consuming part is trying to put together the set of plans to put it out to bid. Our thought was to send out notices to at least the contractors that we work with that we know are good in doing curb removal and replacement and have them team up with a consultant. And there may be some consultants we send notices to- to team up with a contractor.

(Joe hands out a map showing areas of curb work and mill & overlay areas). We need to work on State Line Road, College Boulevard, part of Mission Road, 115th Street, many residential areas. We are doing Hallbrook right now and next year we are going to overlay it. Most of the areas we are just replacing the cur, but in some areas we are replacing the curb and overlaying the street also. We will probably combine the Curb Program and the Overlay Program together so we do not have two contractors in there fighting over schedules on who will be in there first.

Joe Johnson-The idea will be towards the end of the year we will develop a Request for Qualifications (RFQ) listing the streets. State Line Road will probably have the most design work because we need to go in and replace all the curb inlets. Right now they are the inline-grate inlets and very inefficient. Most of them are about ready to fall in. We want to replace those with our standard curb inlets and what this allows us to do is hire a team that can start working on some of the residential streets where all we have to do is put in the stakes, set the string line, rip out the curb and replace the curb. They can start doing that work while we have design work done on State Line Road. It is a \$5 million project, this is our first year. I do not know that we will get through the entire program. We will probably finish it early spring of next year. What this would do is get us started real early. As soon as the weather is nice, March/April. The contractor can start going to work and then allow us to finish it up late October/November.

Chair Azeltine-Is it as opposed to when we bid it out? How much later would we get started?

Joe Johnson-Well, we have the Overlay Program to bid out, we've got our Reconstruction Program to bid out, and we have a stormsewer program to bid out. So kind of where it falls in is to where we can get to it to design it.

Chair Azeltine-So this is so that we can better coordinate with all the other project?

Joe Johnson-We have all these other projects we are doing. We are going to have to hire a consultant anyway to do this design. Our thought was if we are going to do that, lets team up right now and let the contractor do the work where they can do the work while the areas we have to design can be designed.

Ken Conrad-Are you going to bid just one design build contract for all \$5 Million?

Joe Johnson-Yes.

Marsha Monica-That is my question, how much of that is going to be in contracting fees and not actual replacement cost? Is a million dollars of the five million going to go to consultant fees and all that?

Joe Johnson-No. The consultant fees are going to be probably \$30,000-\$40,000. There is not much design to be done with it. What we will end up doing is during the selection process is look at having the contractor tell us how many feet of curb they can do. We have bid this year's curb program so we know the cost and will be able to gauge how many feet of curb the contractor should be able to do.

Ken Conrad-Are they going to hard bid with the design build? OR How are you going to do that?

Joe Johnson-We will give them the budget and then look at two things. One, how well do you do curb program/how well do you work in design/build and how many feet of curb can you do for "x" amount of dollars? We will know about how many feet of curb you can do for \$5 million.

Ken Conrad-Are most all of the things all have City Standards-Curbs?

Joe Johnson-Yes.

Ken Conrad-So the real design portion of it would be alignment and elevation changes they may have to do? Or is it really all pretty much replacement?

Joe Johnson-It's pretty much replacement, but there may be some areas where...

Ken Conrad-And that is the area where I have the concern and then I'll be quiet. Concern is really where we have to do design. Some of these curb replacements is due to slope change and drainage and you end up getting a little wall that has to be built. I think we ought to identify where those design issues are.

Joe Johnson-Right. And when we do the RFQ we will identify those streets that have design requirements. You know most of the streets on the map are basic, and we rip the curb out and put it back in. State Line is probably the one with the most "design" where we would have to design it, size the structures, do the elevations.

Ken Conrad-And survey work. Any chance that project comes out of this Design/Build? How big is the State Line Area?

Joe Johnson-May about a million and a half.

Ken Conrad-Just stop right there. We might consider, if that is a million and a half and it's a little more complicated, we might think of taking that out of the Design/Build. Just a thought.

Christopher White-I'm backing what Member Conrad is saying. This is a pretty straight forward project. Not a lot of area there, but my experience with Design/Build is that the criteria an engineer would use for from an owners' engineers standpoint gets much more flexible when they are in the Design/Build. And so you end up having to hire another owners engineer to watch the engineer of the Design/Build. It cascades. These are fairly straight forward, it's a curb. If it's mostly replacement and you have the criteria set for it, you just have to replace in kind. But in those complex areas where you want to have some review, I'd pull that out.

Ken Conrad-I'd consider that project if it's \$1.5 million, may be coming out of this.

Carrie Rezac-Joe, from Design/Build, who is in control of the project. What is the supervisory role between Public Works and the design contractor? As the project is going along? How much time, since we're doing a Design/Build and we are accelerating the schedule, how much more time does that take from Public Works for that faster process?

Joe Johnson-It would take less time for us on this. Generally we design it. With all the projects we have next year, we have to start early on this. Right now we have a \$3 Million Construction Program we are working on. We have an Arterial Mill & Overlay, we have the Residential Mill & Overlay. And those are going to take the bulk of our time. What we don't want to do is end up in March or April bidding this out. We want to start this in January. So as soon as the weather breaks, the contractor can go out pick the best streets and start ripping and tearing and replacing so that we can get it done. This year we have two contracts for our curb replacement and it's going to carry into next year. Just because the nature of designing things and getting it out to bid. We were trying to look at an alternative method. It's a fairly simple process and it saves us time with this approach. We would end up in a position where we will have to hire a consultant to come in.

Marsha Monica-What about his suggestion about taking the State Line one out? The one that requires a little bit more design-pulling it out of the fast track project.

Joe Johnson-State Line Road is the one that led us to look at this. Because it's going to take a little more time than just putting it on a plan sheet and highlighting these streets where the curb needs to be ripped out and replaced. A lot of it is the storm sewer structure part of it with elevations and the depth of the structure. We have standard details for the storm sewer structures because we had to replace them before. So we have a detail that they will use. It really is setting the elevation and size of the structure; one for the contractor to order-and then to install and tie the pipes back together. Our thought was that they could be working on the residential streets on College Boulevard, which is just remove and replace; while the consultant is doing the minor design for State Line Road. So once we got done with the rest of the streets, we could jump over to State Line Road.

One way or another we will have to hire someone to come in and do the design work. Our thought was in lieu of doing the design work and then bidding it out, maybe it would be good to get both together and we could do those streets where we don't have those design issues and work on them while they are addressing the design issues of State Line Road.

Marsha Monica-I don't think anybody has a problem with the Design/Build work.

Ken Conrad-I think the point is you really need to have your criteria and not being a civil engineer, I'm not sure what all that ends up involving, but that would be the concern of mine on having the right criteria. So that when we get a price and a design build scenario. We know the guy (this is extreme) but making sure they aren't going to use plastic pipe.

Christopher White-Or resizing that area for the suitable flow there.

Joe Johnson-And they really are not designing the length of the inlet structure. Most of them now are two feet wide. We will use our standard; five by four curb inlet. We're not laying pipe. We're just dropping the structure on top of the pipe.

Ken Conrad-We are just putting the structure over the pipe. So even the invert elevations are already set. So there isn't a lot of design per say.

Joe Johnson-Exactly.

David Ley-There are some technical elevations and maybe 10% of the inlets out there will not meet our standards. So 10% may have to have a specific design.

Joe Johnson-This is just to replace the curbs that are within Leawood. All the curbs on the west side of State Line and then some areas north of 89th Street on the east side in Leawood will be replaced.

Adam Abrams-Assuming this is an annual cost. A \$5 million annual contract and then at the end of one year re-assess?

Joe Johnson-Yes. We have contractors we use now that we can send a letter to. It would be contractor led teams. This will allow us to work on our projects. It will take a couple months to get the design work, get the plans, put it together and then go out to bid. I can take that two months and use it to start doing some work.

Ken Conrad-One suggestion that I would push for is in the RFP that we list and it doesn't need to be extensive. Or talk to Legal, if this is a problem. Recommended design firms we would like them to use?

(Example a manufacturer of carpet that we find worked well, saying we strongly recommend your carpet be from one of these manufacturers).

Chair Azeltine-I think there might be some legal issues there. It's got to be an open process.

Marsha Monica-What are you asking of the Committee?

Joe Johnson-Generally the process the City goes through is Design/Bid/Build. And Design/Build is a different method and we've done it in the past. Generally when we have used it when we have this discussion with the Committee and the Committee feels this would be a good way to proceed, we would then need a recommendation from the Committee to do a Design/Build. If the Committee feels no we should stick to our traditional method and do it that way, then there is not a recommendation for you to give.

Ken Conrad-Just to add a question then. How is the Justice Center going as a Design/Build?

Joe Johnson-It's not a Design/Build. It's a Design/Bid/Build.

Ken Conrad-I would be supportive of a Design/Build. I think you have heard some of our concerns relative to the process.

Chair Azeltine-I would like to entertain a motion.

Ken Conrad-Motions for the Committee to recommend consideration and use of Design/Build with all of the concerns outlined that we have discussed, incorporated into the RFP however it is possible.

Marsha Monica seconded the Motion. All present members are in favor. Motion passed.

- Chair Azeltine-Adjourned the meeting at 8:46 A.M.

- Minutes respectfully submitted by Julie Stasi

LEAWOOD PUBLIC WORKS DEPARTMENT