

RESOLUTION

WHEREAS, the Lawrence-Douglas County Metropolitan Planning Organization (L-DC MPO) is designated as the Metropolitan Planning Organization (MPO) to carry out the Continuing, Cooperative and Comprehensive (3C) planning program, including transportation planning for the Lawrence-Douglas County Metropolitan Planning Area; and,

WHEREAS, the Metropolitan Transportation Plan (MTP) of the MPO identifies a vision for a healthy, safe, and efficient transportation system which will adequately serve the Lawrence - Douglas County area for the next 25 years and beyond. This plan identifies future transportation needs, investments, and recommendations for all modes of transportation- automobile, public transit, and bicycle / pedestrian transportation; and,

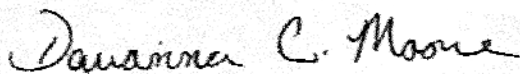
WHEREAS, a MTP for each MPO must be adopted at least every five years, and amended when necessary, in accordance with the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) and related laws and regulations.

WHEREAS, the L-DC MPO provided a 30-day notice of the adoption of the MTP Amendment.

NOW, THEREFORE BE IT RESOLVED that the Lawrence-Douglas County Metropolitan Planning Organization hereby approves the MTP Amendment to Transportation 2030 described below and shown on the attachments to this resolution on this 16th day of April 2009.

2009 MTP Amendment Changes

- A section has been added describing the American Recovery and Reinvestment Act of 2009 (ARRA).
- A table detailing the recommended projects planned to receive ARRA Surface Transportation (STP), Bridge Replacement (BR), and Transportation Enhancements (TE) funding has been added.



Davonna Moore, L-DC MPO Chairperson



Scott McCullough, L-DC MPO Secretary

Chapter 14: Financial Plan

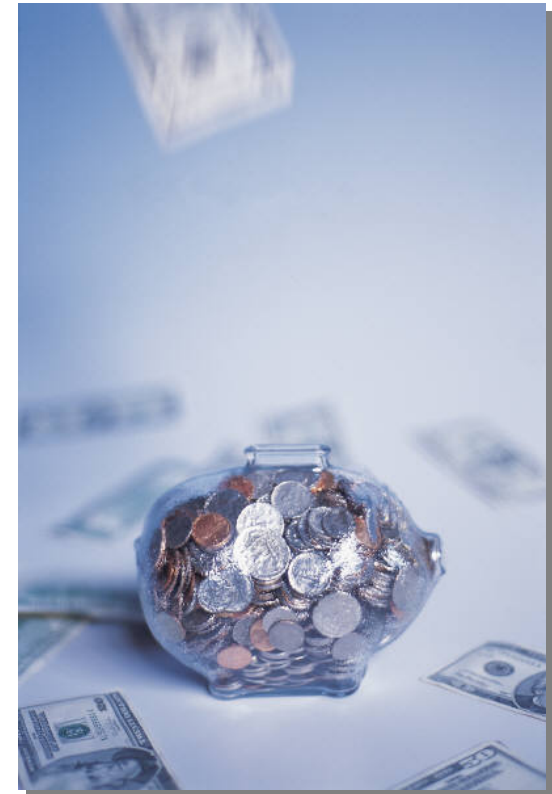
A major component of *Transportation 2030* is the financial element. The purpose of the financial element is to balance the transportation projects recommended for implementation with the resources of the community available to build and maintain transportation facilities and services. It is based on an analysis of past funding, expected funding, and projected needs.

Federal transportation legislation requires MPOs to include a financial constraint analysis in its long-range transportation plan. The financial component should indicate how *T2030* will be implemented with the resources that could reasonably be expected to be available.

Specific language from the Safe, Accountable, Flexible, Efficient Transportation Equity Act – a Legacy for Users (SAFETEA-LU) is provided below.

“The long-range transportation plan shall include... a financial plan that demonstrates how the adopted long-range transportation plan can be implemented, indicates resources from public and private sources that are reasonably expected to be made available to carry out the plan, and recommends any additional financing strategies for needed projects and programs. The financial plan may include, for illustrative purposes, additional projects that would be included in the adopted long-range transportation plan if reasonable additional resources beyond those identified in the financial plan were available. For the purpose of developing the long-range transportation plan, the metropolitan planning organization and State shall cooperatively develop estimates of funds that will be available to support plan implementation.”

The estimates of revenues available for transportation improvements in the Lawrence-Douglas County area are based on current legislative policy. No change in these policies was assumed. The impacts of inflation in determining revenues and costs were considered.



Revenue Estimation Methodology

Estimating revenues available over the life of *T2030* was done cooperatively between the MPO, the City of Lawrence, Douglas County, Lawrence Transit, and KDOT. Generally, historic expenditures of transportation funds invested on projects in the Lawrence/Douglas County area for approximately the past 5 to 10 years were used to calculate average annual funding amounts that were increased for inflation to estimate the revenues available for the duration of *T2030*.

Estimated average funding amounts for most state and federal programs were developed using each program's revenues over the past years of ISTEA, TEA-21, and SAFETEA-LU implementation. This strategy represents a continuation of current programs at levels similar to recent, historical revenues. These funding figures were then adjusted for inflation and projected over the duration of *T2030* to arrive at total revenue estimates.

T2030 addresses revenues and costs for street and highway projects, bicycle and pedestrian projects, and public, fixed-route transit service. Elderly and disabled public transportation (i.e., paratransit) services are included in the State's long-range transportation plan and therefore are not addressed in *T2030*. University transit services are not explicitly addressed in *T2030* either, although recommendations regarding future coordination needs are discussed in the Transit System Plan chapter.



Funding Assumptions for Roads and Bridges

Federal Funding Assumptions

The current Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU) will end with federal fiscal year 2009. It is assumed that a new federal surface transportation program similar to SAFETEA-LU will be passed for federal fiscal year 2010 and beyond, and that federal funding levels to the Lawrence/Douglas County MPO region will continue at current levels adjusted by a 2% rate of inflation.

It is also assumed that the major programs of federal funding available to local governments for roadway and bridge projects (STP, BR and Safety) will continue in their current or similar form. It is assumed that the Surface Transportation Program or similar federal program will continue to be the chief federal funding source for locally sponsored roadway capacity improvements.

It is assumed that Congress will pass new surface transportation legislation with a Transportation Enhancement program and that the region will receive funding from that program at levels similar to what our area received between 2000 and 2006 adjusted for inflation.

Lastly, it is assumed that KDOT will continue to share federal funds with local governments at levels similar to the current levels and that KDOT will not significantly increase the amount of federal funding that they keep for their own projects.

State Funding Assumptions

The current Comprehensive Transportation Program (CTP) ends in 2009. This program is a large multi-year funding program designed to make major improvements to the transportation infrastructure around the state and to provide increased funding for transportation projects and services. In addition to the road improvements funded by the CTP, transit, railroad, and aviation projects are also funded.

It is assumed that a new CTP will not be passed by the State Legislature immediately to replace the current program and that there will be a two-year gap before a new program is in place. For the State fiscal year 2010-2011 period it is assumed that 2009 KDOT funding levels will remain in place. It is assumed that the US-59 reconstruction project will be funded in the region during this two-year interim period.

Starting with State fiscal year 2012, it is assumed that a new CTP will be in place and that the region will obtain sufficient KDOT funding for major roadway capacity projects. The level of funding for KDOT roadway and bridge projects in the MPO area is assumed to be at a level that represents the CTP funding level adjusted for inflation through 2030.

Local Funding Assumptions

Douglas County Funding: The current mix of Douglas County funds used for road and bridge improvements includes general funds and federal aid allocated to the County from KDOT. The assumption is that these funding sources will continue in the future at about current levels adjusted at a 5% rate of inflation. General funds raised from property



taxes are typically used to provide the local match amount for federal aid projects and sometimes used to fully fund smaller road and bridge projects. The assumption included in the funding tables is that an amount of general funds equal to the required twenty percent match for federal aid will be available from the County. These funding practices are assumed to continue through the life of 2030.

The County also receives Special City & County Highway Fund revenues from the State which are state gasoline taxes passed onto Douglas County. At present, all of this gas tax revenue is used by the County Public Works Department for maintenance projects, and this practice is assumed to continue. This gas tax revenue along with enhanced general fund revenues is assumed to be adequate to provide necessary maintenance of the County road system in the future.

It is also assumed that the County will occasionally receive some federal funding for Transportation Enhancement (TE) projects and that the local share of those projects will be paid for with general fund revenues.

City Funding: The current mix of City funding for roadway and bridge improvements includes property taxes, federal aid, and Special City & County Highway Fund monies. Like the County this last source from state gas taxes is used by each City for maintenance projects only, and this practice is assumed to continue through 2030.

The level of local funding support for roadway and bridge projects is assumed to remain at current levels adjusted at a 2.5% rate of inflation. The assumption included in the funding tables is that an amount of funds equal to the required twenty percent match for federal aid will be provided by a City for their FHWA funded improvements and that other locally funded projects will be paid for with general fund revenues.

The City of Lawrence, like Douglas County, receives some federal funding passed through KDOT to help fund road and bridge improvements. It is assumed that the current level of federal aid to Lawrence will continue in the future.

It is also assumed that the Cities will continue to be awarded some Transportation Enhancement funds from KDOT for special projects (bikeways, historic preservation, streetscape, etc.). The level of TE funding for the Cities will be assumed to remain at about the level it received during the 2000-2006 period adjusted at a 2% rate of inflation.

Project Cost Assumptions

Projects cost estimates are based upon current construction costs increased by a 4% rate of inflation.



Funding Assumptions for Transit

General Transit Assumptions

The mix of funding for Lawrence Transit (the "T") includes farebox revenue, advertising, local general funds, KDOT operating assistance, federal formula operating assistance, federal formula capital assistance and federal discretionary capital assistance. It is assumed that future farebox revenue will continue at current levels adjusted for inflation. Other operating revenues from advertising fees are a small portion of the revenue mix and are also assumed to remain at current levels.

Federal Transit Funding Assumptions

Federal formula funds for both operating and capital assistance are expected to continue throughout the term of this plan at current levels adjusted at a 2% rate of inflation. There may be delays in reauthorizing the next federal surface transportation program after SAFETEA-LU expires at the end of federal fiscal year 2009. However, it is assumed that funding will continue to flow to the region by the enactment of continuing resolutions similar to those passed by Congress in recent years. The current levels of formula funds from the FTA are assumed to remain the same in the future.

It is also assumed that the transit funding programs used locally (formula operating and capital assistance along with some discretionary capital assistance) will continue at current levels. The paratransit vehicle funding now provided to local agencies for the transportation of elderly persons and persons with disabilities is also assumed to continue at current levels.

Discretionary capital funds from the FTA (Section 5309), are much less predictable and uncertain. It is assumed that some discretionary FTA funds will be available to help pay for bus purchases during the term of this plan, but it is not assumed that major amounts of discretionary funding will be available for new buildings. The assumption used in this Long Range Transportation Plan is that about every four years Lawrence Transit will be successful at securing discretionary capital funds for replacement buses and will be able to purchase four new buses with this funding.



Lawrence Transit is considering application for funding from the Jobs Access- Reverse Commute Program; but, funding from this source has not been assumed in *T2030*.

State Transit Funding Assumptions

The amount of KDOT operating assistance increased substantially after the Comprehensive Transportation Program (CTP) was passed in 2000. It is assumed that this level of state support for transit in the Lawrence Area will continue in the future and that the State will pass an interim program if necessary to maintain this funding while developing a new CTP. It is assumed that no major disruption to state operating assistance for transit will occur even though there is expected to be a two-year period (2010-2011) between the end of the CTP and the start of its successor program. Future state funding is assumed to increase at a 2% rate of inflation.

Local Transit Funding Assumptions

The City of Lawrence provides a local match for formula capital and discretionary capital funds, as well as operating assistance to the "T". These funds are provided through a local property tax levy. It is expected that the City will continue to provide matching funds in the future, at levels similar to the current contributions adjusted for inflation.

Revenue Sources

Several federal, state, and local funding sources provide revenues to fund the transportation system in the Lawrence/Douglas County region. Although the funding process may be very confusing to some and seamless to others, the distinction of funding sources is important in estimating expected revenues and allocation of funds to selected projects within the region.

State and federal funding programs are generally administered by KDOT either through allocation to local jurisdictions or by directly implementing projects on the State Highway System. In some limited cases, the Lawrence/Douglas County MPO selects projects for funding through these state and federal sources. More often than not, however, KDOT programs projects for state and federal funding; but some flexibility exists to change modal allocations of funding or project selection through the cooperative process between the MPO and KDOT.

Federal Highway Programs

National Highway System (NHS) funds are available for use on designated NHS routes. These tend to be high-type freeways, expressways, and principal arterials. KDOT receives an annual

formula apportionment of NHS funds. KDOT currently programs NHS projects.

Interstate Maintenance (IM) funds are apportioned annually to the states for use on the interstate highway system. These funds cannot be used for capacity improvements and are intended for substantial maintenance and reconstruction projects. KDOT programs projects in this funding category.

Bridge (BR) funds are annually apportioned by formula to the states for bridge replacement and rehabilitation projects. A portion of these funds are then sub-allocated by KDOT to cities and counties for local bridge projects using a formula that considers the ratio of the square footage of deficient bridges in a county to the total deficient square footage in the state.

Congestion Mitigation/Air Quality (CMAQ) funds are intended for projects that improve air quality through congestion relief and other measures. While the minimum allocation portion of these funds are eligible for use anywhere in the state, KDOT has elected to allocate them to Kansas City and Wichita to help these areas maintain their air quality status.

Surface Transportation Program (STP) funds are apportioned annually to the

states. Metropolitan areas with over 200,000 population receive a minimum amount that must be used within the region. In addition, there is a requirement that a certain percentage must be obligated in rural portions of the states. Current KDOT practice is to allocate STP funds to all counties in the state using the allocation formula for the Special City/County Highway Fund. Small urban areas in Kansas (population 5,000–50,000) receive STP allocations on a revolving basis within population groups. KDOT also maintains a statewide flexible category of STP funds that it uses for state system projects. KDOT programs projects for the statewide flexible STP funds; city and county projects are selected by local governments and programmed through KDOT.

The **STP-Safety Program (STP-S)**, formerly known as Hazard Elimination Safety, is a discretionary program available to all jurisdictions regardless of MPO status. The KDOT Bureau of Traffic Engineering manages this program wherein high-accident locations are identified and prioritized across the state. Accident information is solicited from cities every two years to identify the most qualified projects. KDOT programs these funds using this accident information.

The **Rail-Highway Grade Crossing Program (STP-RR)** is a statewide program administered through KDOT. Grade crossings are selected for improvement based on ratings from a grade crossing index.

The **Transportation Enhancement Program (TE)** is administered as a statewide discretionary program in which funding applications are submitted by local jurisdictions on an annual basis. The program includes three main categories: Historic, Scenic and Environmental, and Pedestrian and Bicycle Facilities. Project recipients provide at least 20 percent of the project cost to match the federal funds.

Congressional Priority Program funds are placed in the federal transportation legislation for projects that might not normally receive funding because of the project scope or cost. While Lawrence received Congressional funding in the past for the South Lawrence Trafficway, no assumptions were made in *T2030* concerning future earmarks. However, this could be a potential source of funding for major projects such as the South Lawrence Trafficway, 23rd Street Corridor Access Management Plan, or an Eastern Connector. Congressional Priority

projects are administered through KDOT.

State Road Improvement Programs

The **Connecting Link Surfacing Program (KLINK 1R)** provides funds for roadway surfacing on state highway connecting links within local jurisdictions. It is available to all jurisdictions. In Kansas, the state highway system does not extend into a city's corporate limits. Instead, KDOT executes a Connecting Link Agreement that allows a state highway to pass into or through a city, and the city is paid to maintain the route.

Economic Development (ED) is a discretionary program for projects that will provide or enhance economic development opportunities for communities throughout the state. Projects must be on routes that are on or eligible to be added to the State Highway System. It is available to all jurisdictions.

The **Geometric Improvement Program (KLINK Geometric)** provides funds for geometric improvements to city streets that carry state highway designations (City Connecting Links). This is a statewide annual discretionary program available to all jurisdictions.

The **System Enhancement Program** is a statewide discretionary funding program made available to all local governments on a one-time basis. Projects must be on or eligible to be added to the State Highway System. There are separate categories for interchanges/grade separations, bypasses, and corridors.

The Kansas Comprehensive Transportation Program, enacted in 1999, increased funding to the **Special City/County Highway Fund (SCCHF)**, which is distributed annually by formula to all cities and counties in the state. In addition, **City Connecting Link** payments were increased from \$2,000 to \$3,000 per lane mile for the maintenance of state highways within local jurisdictions.

An additional program available to KDOT is the use of toll credits for project financing. Federal law states that if a state has interstate highways that were constructed and are maintained without the use of federal funds (e.g., the Kansas Turnpike), the state can receive credit for this spending. Since almost all federal transportation programs have matching requirements ranging from 10 to 50 percent, toll credits can be used in lieu of local or state matching funds. KDOT has shared toll credits with local governments on occasion.

Federal Transit Programs

The **Section 5307 Program** provides funding to urban areas for transit capital, operating, and planning assistance. These funds are formula-allocated by FTA to metropolitan area recipients.

The **Section 5309 Program** provides transit capital discretionary grants awarded by FTA, often with Congressional input. They are available to all jurisdictions.

The **Section 5310 Program** supplies capital assistance for elderly and disabled transportation programs. These funds are administered by KDOT as a statewide discretionary program.

The **Section 5311 Program** provides capital and operating assistance for rural public transportation programs. These funds cannot be used in urbanized areas.

The **FTA Job Access & Reverse Commute Grant Program** (also referred to as welfare-to-work) is a federal discretionary grant program. It requires regional job access or reverse-commute plans to be developed through a coordinated transportation/social service planning process.

State Transit Programs

The **State Transit Program** provides funding for urban and rural public transportation at approximately a 60/40 split, respectively. Funding has been increased to \$6 million annually beginning in FY2000, up from the previous \$1 million annual amount.

Local Transportation Funding Sources

The Operating Budget for the City of Lawrence includes an adopted Capital Improvement Budget (CIB), which contains funding for transportation improvements through the issuance of general obligation bonds. Generally, these funds are used for major thoroughfare improvements, local match obligations for state highway projects within the urban area, and traffic signal improvements.

In addition to general funds, the City of Lawrence has a 3-mil dedicated property tax to fund the Lawrence Transit System (state legislation allows up to 5 mils). There is no local dedicated funding source for bicycle and pedestrian facilities, although some general fund revenues are typically used for projects related to the nonmotorized transportation modes.

Douglas County funds roadway improvements with general fund revenues. In addition, a portion of the county's one mil property tax goes to nonprofit transportation providers for rural transit services.

In summary, local funding sources are typically general fund revenues but also include some bonds.

Some of these funds are dedicated for transit, transportation enhancement, and roadway matching. The remainder is generally available for all modes, although roadway improvements have historically dominated their use.

Other Transportation Funding Sources

The **Kansas Airport Improvement Program** was created in 1999 and funded at \$3 million annually to provide assistance to maintain and upgrade local airports.

Anticipated Revenues

Through the cooperative process carried out among the MPO, KDOT, Lawrence Transit, and other agencies, it is anticipated there will be about \$1.3 billion dollars available over the life of *T2030* for roadway, bridge, bicycle facility, and pedestrian facility improvements; system maintenance; and transit services. The estimated funding projections are based on current dollars adjusted for inflation.

Federal SAFETEA-LU legislation requires the transportation projects and services recommended in *T2030* to be financially constrained to available revenues. This means that expected financial resources must be sufficient to cover the projected costs of the total transportation system, including both existing and planned facilities and services, through the year 2030.

Table 14.1
Projected Revenues for T2030

Source: Lawrence/Douglas County MPO,
KDOT, Lawrence Transit

Funding Programs/Sources	Local	State	Federal	Total
Dedicated Transit Programs	\$42,489,000	\$12,086,000	\$41,652,000	\$96,227,000
Transportation Enhancements	\$1,485,000	0	\$5,938,000	\$7,423,000
Special City/County Highway Fund	0	\$109,779,000	0	\$109,779,000
KLINK – Connecting Links Program	0	\$3,404,000	0	\$3,404,000
Bridge Programs	\$90,243,000	\$8,232,000	\$11,500,000	\$109,975,000
KTA Program				\$170,000,000
Road Programs	\$156,496,000	\$281,005,000	\$129,870,000	\$567,371,000
Local Operations and Maintenance	\$248,026,000	0	0	\$248,026,000
Total	\$542,402,000	\$409,657,000	\$187,691,000	\$1,309,750,000

Reasonably expected revenues include existing local, state, and federal funding sources described in previous sections of this chapter. They also include local revenues for maintaining the system. The *T2030* revenue forecast is shown in Table 14.1. The procedure for determining the anticipated revenues is detailed in the Technical Appendix.

Discretionary programs or new local programs, such as those described on the following pages, could provide significant revenues over and above the formula programs represented in Table 14.1. This may allow one or more of the unfunded projects to be selected for funding.

Funding Sources and Financing Mechanisms

There are a number of financing mechanisms for transportation improvements authorized under Kansas law. A number of state statutes authorize various approaches for funding public projects. Some of these sources and mechanisms are already used by jurisdictions in the region. Others are provided herein for reference to potential funding sources that may be pursued in the future to reduce the gap between transportation needs and revenues.

Development Exactions – Pursuant to approval of subdivisions, rezoning of property, issuance of conditional use permits, or other development approvals, cities have the authority to impose development exactions that reimburse the costs of providing public facilities and services to the new development. The development can be charged its pro rata share of the costs associated with the construction of public facilities or provision of the public service necessary to serve the development. This development exaction can take the shape of a dedication of land to the city, the payment of fees into escrow for future road improvements, the payment of impact fees, or the requirement that the developer construct street improvements.

Excise Tax – An excise tax is a method of raising revenue by levying a tax on a particular activity, as opposed to a property tax, which is a tax on the assessed value of property. There need not be a rational relationship between the tax imposed and the demand for public services created by the activity upon which the tax is imposed. An excise tax's purpose is to raise revenue, not to pay for costs created by the activity upon which the tax is imposed. Unlike an impact fee, the funds collected from an excise tax need not, but can be, earmarked for a particular purpose, such as transportation improvements.

General Obligation Bonds – Although not a source of funds, but rather a financing mechanism, the city has the authority to raise funds for street construction and improvements by the issuance of general obligation bonds. General obligation bonds are long-term obligations backed by the full faith and credit of the city. General obligation bonds may be issued without an election and by a simple approval of the governing body (city or county commission) through passage of an ordinance or resolution.

Impact Fees – An impact fee is a monetary exaction on new development imposed as a part of the

development approval process. All impact fees must bear a reasonable relationship between the required fee and the impact of the development that is required to pay the fee. For a program designed to fund streets (the most common use), all impact fees collected by the city must be spent for improvements to streets that benefit those who paid the fee. The amount of the fee collected with respect to each development cannot exceed an amount that reflects the cost of constructing streets or making street improvements, the need for which is generated by the development.

Improvement (Special Benefit) Districts – State statutes authorize the creation of improvement districts to fund infrastructure, including street improvements which confer a special benefit on property within a particular area of the city. Under the statutes, an improvement district may be established by petition from property owners who will benefit from the improvement or by resolution adopted by the city commission creating the district. In order to generate funds for the street improvements, the city levies special assessments on the property in the improvement district and issues general obligation bonds payable from the assessments. The city may also choose to pay a portion of the general obligation bonds from its general revenues

or other sources of funds to the extent the improvement benefits the city-at-large.

Local Sales Tax – Kansas statutes authorize the city to impose a sales tax on all retail sales in the municipality. The sales tax rate may be governed by statute or adjusted by the city pursuant to its home rule authority. The Kansas Court of Appeals ruled in 1996 that the Local Retailers' Sales Tax Act is subject to home rule action by cities but the effect of 1998 amendments to the act has not been judicially determined. If the sales tax is enacted pursuant to statute, the sales tax must be authorized by the city commission or by a petition of 10 percent of the electors. It must also be approved by a simple majority of the voters in an election. If the sales tax is enacted pursuant to home rule authority, the tax is approved by the city commission and also may be subject to a referendum vote. The city may also issue bonds to be retired from revenues derived from the sales tax.

Neighborhood Revitalization Act – This act authorizes a municipality to provide an economic incentive to redevelop areas of a city through a rebate mechanism. The city may designate as a “neighborhood revitalization area”

an area of the city that is deteriorating or that has architectural, historic, or other significance. The city is required to adopt a plan to guide redevelopment in the designated area, and this plan may include improvements to transportation facilities. Although no initial financing is provided for improvements in the revitalization area, the city is authorized to subsequently rebate taxpayers in a revitalization area all or a portion of the excess property tax increment that is generated from the area after it was established. The neighborhood revitalization statutes specifically provide that this rebate mechanism may be used in combination with other financing mechanisms that are not in conflict.



Revenue Bonds – State statutes authorize the issuance of revenue bonds for infrastructure improvements, including road improvements. The bonds are obligations that are secured by the revenues received by the city from a particular source, such as the local options sales tax or special assessments imposed as a road improvement district. Revenue bonds are exempt from the city's statutory aggregate debt limitations, and are not a source of funds but rather a financing mechanism.

Property Tax – Kansas statutes authorize cities to impose an ad valorem property tax within the city. This tax applies to real property and to tangible personal property. The Kansas Constitution requires that the application of property taxes must be “uniform and equal.” The statutes authorize property tax mill levies to be established for general fund purposes or for a particular purpose in limited amounts, such as for funding operations and improvements associated with road districts.

Redevelopment Districts – State statutes provide the city with several methods to fund infrastructure improvements in order to redevelop or revitalize specific and limited areas of the city. These methods include tax increment financing districts, urban renewal areas, and neighborhood revitalization areas. Each approach shares a common purpose of redeveloping areas to accomplish a specific purpose, such as clearing slums or blighted areas or encouraging major tourism. These methods rely on the additional taxes and revenues generated in the designated areas to fund infrastructure improvements, including street improvements.

Other methods, such as a self-supported municipal improvement district, are limited geographically to a minimum four-block area in the city's central business district.

Self-Supported Municipal Improvement Districts – On its own initiative, or upon a petition by citizens within the area, the city may establish a self-supported municipal improvement district. The city may issue municipal improvement district bonds to fund improvements in the district, including street improvements. The bonds are not general obligations of the city, but rather are repaid with taxes assessed in the district, including the local option sales tax or property taxes.





Costs of the Region's Transportation Needs

While individual project costs are relatively easy to estimate at the system planning level, the list of needed projects is much more difficult to define for each of the modal systems. For example, transit buses, sidewalks, trails, and bicycle lanes are rarely if ever congested, so the concept of need must differ by mode. Roadways in the region are experiencing congestion, especially in the peak period, and are becoming more congested every day. Since reducing traffic congestion is a goal of *T2030*, the concept of congestion-based need generally applies to roadways.

In many communities, the concept of balance has been used to address the discrepancies associated with the definition of need. Again, sidewalks, trails, and buses are not congested, but additional alternative mode facilities and services are clearly needed to help Baldwin City, Eudora, Lawrence, Lecompton, and Douglas County become balanced, multimodal communities.

The approach taken in *T2030* stretches the definition of need beyond that of traffic congestion relief. The region needs a balance of modes to provide travel options for its citizens. The public needs alternative mode options to contribute to their desire for cheap, efficient, healthy, and environmentally friendly transportation solutions. The community needs alternative transportation modes to reduce the land consumption, environmental consequences, and stress associated with automobile travel and roadway construction.

Cost of Roadway and Congestion Management Needs

The Lawrence/Douglas County MPO, in consultation with KDOT, estimated future capital revenues for roadways in the MPO area based on recent funding levels that were increased for inflation. Project costs were estimated in current dollars, and then inflated at 4% per year to the year-of-expenditure.

A summary of planned improvements to roads, which includes roadway widening and new roads, transportation system management, intelligent transportation systems (ITS), and intersection and safety improvements are presented in Table 14.2. The total budget for these planned improvements is \$723 million with a surplus of over \$4,000,000.

Table 14.2
Recommended T2030 Roadway System Plan

Source: T2030 Roadway Scenario Evaluation and Selection Process

Route/Project	Location	Improvement	Estimated Cost
I-70/ Kansas Turnpike	Douglas County	Widen to 6 Lanes	\$170,000,000
K-10 (SLT)	32 nd Street Alignment	New 4-Lane Freeway, New Interchanges at Haskell and 23 rd Street/K-10	\$202,760,000
K-10 (SLT)	I-70 to Iowa Street (US-59)	Widen to 4-Lane Freeway, New Interchanges at 15 th and Wakarusa, No Connection at Kasold	\$38,360,000
US-59	South Douglas County Line to N. 1000 Road	New 4-Lane Freeway	\$68,000,000
US-40 (6 th Street)	Stull Road to K-10 (SLT)	Widen to 4 Lanes	\$24,240,000
Church Street	K-10	Interchange Improvements	\$10,960,000
County Road 1061	K-10 South for 1.0 Mile	Widen to 4 Lanes	\$8,220,000
15 th Street	E. 800 Road to Bob Billings Parkway	New 4-Lane Road	\$9,864,000
Wakarusa	23 rd Street to County Road 458 (N. 1200 Road)	Widen to 4 Lanes	\$18,180,000
Haskell Avenue	23 rd Street to N. 1100 Road	Widen to 4 Lanes	\$24,660,000
31 st Street	E. 1600 Road to E. 1750 Road	Urban 2-Lane Street	\$6,165,000
N. 1100 Road	US-59 to Haskell	Widen to 4 Lanes	\$16,440,000
N 1200 Road	Wakarusa to US-59	Widen to 4 Lanes	\$36,360,000
Peterson Road	K-10 (SLT) to West of Monterey Way	Urban 2-Lane Street	\$18,180,000
Franklin Road/ 19 th Street	15 th Street to 23 rd Street and 19 th Street Extension to Franklin Road	Urban 2-Lane Streets	\$7,850,000
23 rd Street	Kasold, Louisiana, Haskell, Harper	Median, Intersection Improvements, Access Management	\$6,780,000
Iowa Street	6 th , 9 th , Harvard, 15 th , 23 rd , 25 th , 27 th , 33 rd , K-10	Median, Intersection Improvements	\$18,250,000
MacDonald	Princeton Boulevard	Intersection Improvements	\$2,020,000
ITS Projects	Various Locations	ITS Deployment	\$10,000,000
County Road Projects	Various Roadways in Douglas County	Pavement and/or Shoulder Rehabilitation Improvements	\$35,400,000
		Estimated Road Project Costs for T2030	\$732,689,000
		Estimated Revenues Available for T2030	\$737,371,000
		Balance	\$4,682,000

Bridges

Table 14.3 reflects a continued commitment to bridge replacement, rehabilitation, and maintenance. Bridge improvements will be determined based on KDOT, City and County monitoring and normal rehabilitation and replacement schedule.

Table 14.3
Recommended T2030 Bridge Improvements

Source: Lawrence/Douglas County MPO, KDOT

Bridge Programs	Estimated Bridge Project Costs	\$109,975,000
	Estimated Revenues Available for T2030	\$109,975,000
	Balance	\$0

Roadway Maintenance

Table 14.4 reflects a continued commitment to maintaining existing city streets and county roads by Douglas County and the cities in the region. The estimated revenues are a summation of the Klink, Local Operations, and Special City County Highway Fund programs in Table 14.1.

Table 14.4
Recommended T2030 Road Maintenance

Source: Lawrence/Douglas County MPO, KDOT

Road Maintenance Programs	Estimated Maintenance Costs	\$361,209,000
	Estimated Revenues Available for T2030	\$361,209,000
	Balance	\$0

Cost of Transit Needs

Transit needs are defined in terms of relative ridership and service characteristics. A more robust transit system with higher frequency bus service covering more of the city and serving more activity centers would result in more ridership. Better service would attract choice riders in addition to serving the transit-dependant population. This in turn would reduce vehicular travel, which could be realized in terms of reduced or delayed roadway capacity improvements.

The current bus transit system in Lawrence represents a minimum service for a community of the size and character of Lawrence. As shown in Table 14.5 maintaining this service over the life of *T2030* will consume the estimated available funding.

Additional funding would be necessary to provide a higher level of transit service.

Table 14.5
Recommended *T2030* Transit System Plan

Source: Lawrence Transit

	Estimated 2007 Expenses	Projected <i>T2030</i> Expenses
Operations Contract	\$2,808,649	\$81,026,000
Capital Outlay	\$309,426	\$8,913,000
Personnel	\$206,890	\$5,971,000
Commodities	\$10,954	\$317,000
Total Transit Costs	\$3,335,918	\$96,227,000
Estimated Revenues Available for <i>T2030</i>		\$96,227,000
Balance		\$0

Bicycle and Pedestrian Facility Needs

The Bicycle Work Program prepared by the City of Lawrence’s Bicycle Advisory Committee identifies several million dollars worth of improvements to complete the City’s bicycle system through a combination of recreational trails, on-street bike lanes, and bike routes along arterial corridors. Other cities in Douglas County and the County itself also have recognized needs for similar bicycle facilities.

In addition, the Cities in the region have a significant amount of missing or deteriorated sidewalks in critical locations along arterial corridors, within neighborhoods, and in and around activity centers. Although not fully documented, the cost of addressing these pedestrian needs is expected to total in the millions of dollars.

Additional funding is needed to provide significantly improved bicycle and pedestrian facilities. Table 14.6 shows the available revenues for bicycle and pedestrian facility improvements. Funding is primarily provided by the federal Transportation Enhancement Program and local match.



Table 14.6
Recommended T2030 Bicycle & Pedestrian System Plan

Source: Lawrence/Douglas County MPO, KDOT

Improvement	Location	Estimated T2030 Costs
Bicycle & Pedestrian Facilities	Various City & County Locations	\$7,423,000
	Estimated Revenues Available for T2030	\$7,423,000
	Balance	\$0

This funding level does not address the needs of the region. A more balanced, fair share target for pedestrian and bicycle improvements would be relative to the percent of share of total trips traveled by bicyclists and pedestrians. According to the most recent U.S. Census data, bicycle and pedestrian trips make up about 11 percent of the commute trips in the region. Based on the region’s 2001–2005 Transportation Improvement Program, only 3 percent of the transportation resources are spent on specific bicycle and pedestrian improvements. Since many of the roadway projects also include bicycle and pedestrian components, the target resource allocation for bicycle and pedestrian specific improvements is recommended to be approximately 6 percent.

American Recovery and Reinvestment Act of 2009 (ARRA)

On Tuesday, February 17, 2009, President Obama signed into law the American Recovery and Reinvestment Act of 2009 (ARRA). As a result, Kansas will receive an estimated \$348 million for road and bridge projects and an estimated \$30 million for transit. The Kansas Department of Transportation (KDOT) created a pool of \$32 million for cities and county projects outside of the Kansas City and Wichita areas. KDOT will also program \$10 million for Transportation Enhancements projects statewide. Douglas County, Baldwin City, Eudora, Lawrence, and Lecompton are eligible to submit projects to compete for a portion of that funding.

In February 2009 the KDOT staff suggested that the L-DC MPO amend their transportation plan and transportation improvement program (MTP and TIP) as soon as possible to include anticipated ARRA funded projects. This section of text was added to the MTP to describe the ARRA funding programs and to add regionally significant projects planned for ARRA funding to the MTP. This MTP amendment is coordinated with TIP amendments that show projects that the region's local governments are seeking ARRA funding to build. Both MTP and TIP changes for ARRA projects are needed to program the ARRA funds and comply with federal regulations for metropolitan transportation planning.

The L-DC MPO and the region's local governments plan to use ARRA funds to build road, bridge, and transportation enhancement projects. In addition, the City of Lawrence plans to purchase transit buses and related facilities with ARRA funds. However, at the time this MTP amendment was drafted the L-DC MPO did not yet know which planned ARRA projects would be selected by KDOT and receive ARRA funds. The following list of ARRA funding projects represents the best candidate ARRA projects that local governments in the region have submitted to KDOT for consideration. Some of those projects are likely to receive ARRA funds and be constructed soon; some of those projects will not receive ARRA funds, but will be programmed soon for construction using other federal, state and/or local funds; and some of those projects will not receive ARRA funds and will likely not be funded within the period covered by the current TIP (2008-2012) but are possible projects for funding within the period covered by the current MTP (2008-2030). This list is considered to be a "reasonable" list of projects that the region needs and will implement in the foreseeable future with federal, state, and local funds.

Project	Route & Location	Project Description	Estimated Cost	Requested ARRA Funding	Federal Program
Carnegie Library/Convention & Visitors Bureau – Lawrence	Downtown Lawrence	Freedom’s Frontier National Heritage Area - Visitors Center	1,500,000	1,400,000	Transportation Enhancement (TE)
Santa Fe Depot - Lawrence	Downtown Lawrence	roof replacement and ADA upgrades	70,000	70,000	TE
Brick Street – Lawrence	Ohio Street – 8 th to 9 th	brick street restoration	300,000	300,000	TE
Brick Street – Lawrence	Massachusetts Street – 23 rd to Indiana	brick street restoration	900,000	900,000	TE
Brick Street – Lawrence	New York Street – 9 th to 12 th	brick street restoration	900,000	900,000	TE
Downtown Streetscape Improvements – Phase 2 – Eudora	Main Street from 10 th to 9 th and 7 th to 6 th	sidewalks, retaining walls, landscaping, and street lighting	1,100,000	1,100,000	TE
Eudora Visitors Center	Eudora	visitors center	250,000	250,000	TE
North 2 nd Street - Lawrence	Locust Street Intersection	reconstruction/ intersection improvements	3,200,000	2,000,000	Surface Transportation Program (STP)
Kasold Drive - Lawrence	Clinton Parkway (23 rd to 31 st Street	reconstruction	6,600,000	1,000,000	STP
Route 438 (Farmers Turnpike) – Douglas County	Route 1029 to K-10 Highway	reconstruction/ geometric improvements	3,129,000	1,629,000	STP
Pedestrian Bridge over K-10 - Eudora	Eudora	new pedestrian bridge	400,000	400,000	STP or TE
Route 1057 – Douglas County	Route 442 to K-10 Highway	pavement reconstruction/intersection improvements	511,000	511,000	STP
Route 458 – Douglas County	1,500 feet east of US 59 to E 1500 Road	overlay and shoulders	523,000	523,000	STP
6 th Street – Lawrence	Monterey Way to Folks Road	mill and overlay with widening	750,000	750,000	STP
9 th Street Bridge – Eudora	9 th Street	bridge replacement	412,000	412,000	Bridge Rehabilitation/ Replacement (BR)
Lawrence Transit System – Lawrence	Fixed Route Bus Replacements	purchase of replacement buses	1,930,000	1,930,000	Section 5307 Urban Transit

Illustrative Projects

Given the large amount of needs and limited resources to provide transportation facilities and services through 2030, some of the projects, however necessary, will not be implemented unless additional funding sources are identified and secured. Projects are listed Table 14.7 as illustrative or unfunded projects in order to provide a mechanism for their implementation as new funding sources come on line.

Additional funding may come from discretionary programs, new user or development fees, taxes, special districts, or other sources. As funding becomes available, these projects will need to be amended into the financially constrained portion of the 2034 Long Range Transportation plan in order to be funded.

Table 14.7
Illustrative Projects

Project/Improvement	Location	Improvement
Eastern Connection	US24/40 to K10	new 4 lane freeway, new interchanges at US24/40, I70(KTA), 15th & K10
I-70 to K-10 Connection	South from new KTA Tonganoxie interchange	construct new arterial with Kansas River crossing
31st Street	Louisiana to E 1900 Road	widen to 4 lanes
N 1100 Road	Haskell to E 1900 Road	widen to 4 lanes
N 1000 Road	Iowa to E 1900 Road	improve to arterial road standards
E 1900 Road (Route 1057)	N 1000 Road to K-10	Improve to arterial road standards
Church Street	N. City Limits to 10 th Street	street and sidewalk improvements
Church Street	10 th Street to K-10	street and sidewalk improvements
Main Street	Through Eudora	street and sidewalk improvements
US-56	Across Douglas County	shoulder improvements, intersection improvements
Transit - Bus Headways	Lawrence	Reduce Time between Successive Buses
Transit Service Hours	Lawrence	Increase Daily and Weekend Service Hours
Transit Facility	Lawrence	Lease or Construct New Transit Depot, Maintenance Facility
Transit – Bus “Cut Outs”	Various	Cut outs along streets to allow buses to pull out of traffic
Bicycle Facilities	MPO Area	Additional Bicycle Facility Improvements
Pedestrian Facilities	MPO Area	Additional Pedestrian Facility Improvements

Recommended Financial Plan

As is the case in virtually every community across the nation, there are not sufficient revenues to meet all of the transportation needs in the Lawrence/Douglas County region. Because financial resources are limited, it was necessary to pare *T2030*'s list of transportation projects and services to match the available revenues.

The fiscally constrained budget proposed for roadway projects includes:

- \$361 million for operation and maintenance activities
- \$241 million to complete a K-10 freeway connecting I-70 to K-10 east of Lawrence
- \$217 million in major street/road improvements
- \$170 million for widening the Kansas Turnpike (I-70) and improving interchanges and toll plazas
- \$110 million for bridge improvements
- \$68 million to improve US-59 from the south County Line to the south city limits of Lawrence
- \$27 million in intersection, access management, and median improvements
- \$10 million for ITS projects

The fiscally constrained transit budget is estimated at \$96 million, which is consistent with the estimated transit revenues.

The pedestrian/bicycle budget is estimated at \$7 million. This amount does not include the required bicycle/pedestrian improvements made as part of private developments.

The recommended financial plan for *T2030* provides a series of action items for consideration and implementation by the Lawrence/Douglas County MPO and the local jurisdictions in the region.

What we've heard...

Funding programs should be established to support all modes of transportation.

Financial Action 1: Increased Long-term Alternative Mode Funding

Adjust the allocation of transportation funding resources to provide a more equitable share for bicycle and pedestrian modes as well as to increase the current transit share.

Financial Action 2: Adjust Short-term Funding Allocations in the TIP

The resource allocations recommended in T2030 should be reflected in the region's Transportation Improvement Program (TIP) to the extent possible. The resource allocation should be reviewed each year as the TIP is prepared. Multi-modal components of roadway projects should be credited to the appropriate modal category - transit, bicycle, or pedestrian.

Financial Action 3: Transportation Funding Task Force

Form an ad hoc transportation task force to pursue additional public and private funding for transportation to reduce the number of unfunded projects. Developer impact fees, which are used successfully in many areas across the nation, and possibly a local, dedicated transportation sales tax, may be the most promising new sources of funds.

Financial Action 4: Pursue Discretionary Funding and Other New Funding Sources

Vigorously pursue discretionary state and federal funding. There are a number of federal and state funding categories Lawrence might be eligible to receive. These funds typically require a modest local match. The proposed action item would be to continue to seek these discretionary state and federal funding sources.

The Cities and County should explore other new funding sources such as a sales tax dedicated to transportation improvements.

This page intentionally left blank.