RECORD OF PROCEEDINGS
OF THE GOVERNING BODY
CITY OF GARDNER, KANSAS
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The City Council of the City of Gardner, Kansas met in regular session on September 21, 2020, at 7:00 p.m. in the Council Chambers at Gardner City Hall, 120 East Main Street, Gardner, Kansas, with the Mayor Steve Shute presiding. Present were Councilmembers Todd Winters, Rich Melton, Mark Baldwin, Randy Gregorcyk and Tory Roberts. City staff present were City Administrator James Pruetting; Police Captain Lee Krout; Utilities Director Gonzalo Garcia; Public Works Director Michael Kramer; Finance Director Matthew Wolff; Parks and Recreation Director Jason Bruce; Community Development Director David Knopick; City Engineer Tim McEldowney; City Attorney Ryan Denk; and City Clerk Sharon Rose. Others present included those listed on the attached sign-in sheet and others who did not sign in.

CALL TO ORDER

There being a quorum of Councilmembers present, Mayor Shute called the meeting to order at 7:00 p.m.

PLEDGE OF ALLEGIANCE

Mayor Shute led those present in the Pledge of Allegiance.

PRESENTATIONS

1. Presentation of the Waverly Road Project, 175th to Madison

City Engineer Tim McEldowney provided background regarding the project. The city selected Affinis to design the project. Their original scope included intersection improvements at Waverly & Madison, specifically, the need for a traffic signal, pedestrian signal, and/or a roundabout. After their preliminary analysis, they indicated the roundabout may be the best solution. Staff met with council in December 2019 to discuss, and the resulting direction was to move forward with the roundabout. On July 20, 2020, Affinis made a presentation (located here) to the council recommending the roundabout, and the resulting direction was to move forward with the final design, but also that staff should meet with the school district and fire district to address concerns they may have. On August 3rd, the governing body indicated there was still some concern about the roundabout and wanted staff to meet with the fire district and school. On August 19th, staff and Affinis met with the districts and shared the presentation previously given at the council meeting and discussed their concerns. Affinis consultant, Kristin Leathers-Gratton is here to review the previous presentation and provide additional information related to pedestrian movements in the roundabout.

Kristin Leathers-Gratton, Affinis, shared the updated presentation (located here), including the primary project of Waverly, from 175th to Madison. Alternate1 is the south piece of Waverly, from 175th to 56; and alternate 2 would extend from Madison north to Fountain St. Affinis took traffic counts during school session to perform a traffic study to see what improvements are needed. Traffic signals must meet certain criteria before they can be recommended for an intersection. This did not meet those warrants. Installing signals where they are not warranted cost money to maintain, increased delays at the intersection, rear-end accidents. They rated the intersection on a level of service, a grade scale based on delay of vehicle by seconds. An A level is less than 10 seconds delay, an F level is more than 50 seconds delay. They performed that analysis on the intersection today, and also what the counts would be in the future with new the new subdivision. At the existing configuration, Waverly functions at a Level A, while Madison, especially the left turn movements are near the bottom of the level scale. The new development expected to be built out in 3-5 years shows the leg by the elementary school and high school is exceeding 50 seconds in the morning and 40 seconds in the afternoon. The proposed improvements to Waverly includes a three lane section on Waverly, creating a center turn lane which alleviates some delay, but the left turn movements on Madison still have significant delay at current conditions and going forward. Service progressively declines as traffic continues to grow and the area develops. The consultants, knowing a traffic signal isn't warranted, chose a roundabout as another solution. The level of service significantly improves, not just in delay of vehicles, but it improves the performance of the connectivity of pedestrians through the intersection as well. One benefit is that traffic can keep moving through and there is a reduced distance pedestrians have to cross before they get to a refuge island. The crosswalks are offset from the center island of the roundabout where traffic is flowing. That allows the drivers to have a better line of sight on those pedestrians as they're in the refuge island or entering the crossing. It allows pedestrians a better line of sight of where cars are in the traffic circle so they can see as they are coming onto the lane they are crossing.

Engineers rely heavily on federal standards and guidelines, recommended practices. Roundabouts have been a proven safety countermeasure as recommended by the Federal Highway Administration (FHWA). They've been in place for several years, have continued to improve in performance, and the guidelines are well tested. The FHWA recognizes that roundabouts improve safety for all users, including pedestrians and cyclists. Roundabout significantly reduce the types of crashes that can result in injury or loss of life. In a traditional intersection, running a stop sign or light results in a t-bone accident, which is more cause for injury as opposed to a rear-end fender bender because someone didn't slow down enough. There are fewer conflict points and roundabouts promote slower speeds. A roundabout is a traffic calming device meant to slow vehicles. By slowing vehicles, they improve pedestrian safety because vehicles have a better line of sight. Leathers-Gratton showed a diagram of conflict points in a roundabout, 8 conflict points, versus a traditional intersection, 32 vehicle conflict points and 24 pedestrian conflict points. The refuge island is a feature that has come a long way. It provides pedestrians a place to cross while looking for traffic on one side to get to the island then look the other direction to cross the rest of the intersection. If it's a traditional three-lane intersection, they will cross 36 ft of pavement while trying to watch traffic in both directions on Waverly because there is no stop. Leathers-Gratton showed an image of line of sight. When traveling 15-20 MPH, drivers can see pedestrians on the sidewalk; it's a better peripheral of the area. At 35-40 MPH, the focus becomes where the driver is going and they lose that peripheral. Slower speeds improve line of sight and acknowledgement of pedestrians in the intersection or getting ready to enter the intersection. The average speed of this roundabout will be 20 MPH, as a traffic calming measure the speeds will be lower all day long and not just when the school zone signs are flashing. Leathers-Gratton showed a slide illustrating how to walk through a roundabout, noting that the crosswalk is strategically set back from the intersection so drivers are watching the crosswalk and not yet focusing on how to get into the circle. A pedestrian enters and looks to the side of oncoming traffic until they get to the refuge, then look the other direction across the lane. Leathers-Gratton showed an instructional video on pedestrians at roundabouts. Leathers-Gratton noted there had been questions regarding first responders getting through the roundabout. Emergency service is critical. They need to get to emergencies as quickly as possible and as safely as possible. Drivers are supposed to clear the roundabout before they stop, which is also the same as normal intersections. Affinis engineers have a software that allows them to run the turning movement of vehicles, including fire trucks, and use the specifications that the first department provided. They ran the truck through the roundabout to make sure it would not encroach on the center island, and it was successful. The center island is designed to be mountable. The curb is a low back curb that can be driven over if needed. Leathers-Gratton showed a chart illustrating the collision reductions with roundabouts. Fatality collisions are at a 90% reduction. When there is a stop condition, like on Madison, the longer drivers wait, they become frustrated and try to cross in a gap and get into traffic and that's where the injury accidents happen. Roundabouts reduce pedestrian collisions by 40%. She continued, showing an example of a roundabout at Clear Creek Pkwy and Monticello in Shawnee that has four schools in the corridor. Leathers-Gratton introduced Scott Crain with Affinis, who lives in this area and his children went to school there. He experienced it as a parent. There are four schools that come through this intersection: a middle school, two elementary schools, and a high school. Crain noted that all the schools have boundary configurations such that pedestrians headed to each of the schools have opportunity and need to utilize crossings at this location. He lived three blocks from this roundabout until January of this year. He had two children using this roundabout as pedestrians accessing these schools. The pedestrians are assisted by a single crossing guard. He believes roundabouts are safer for pedestrians that traditional intersections, for all the reasons heard in the presentation. Crain noted there are concerns about queuing, which does occur on the exampled roundabout. It creates a 'take your turn' mentality and it works well; it produces traffic flows that continue to support the remaining capacity between this location and the schools. He suggested that it may create a safer situation for pedestrians because it slows people down at that location. Crain noted they offered the school district the opportunity to discuss additional ways to reduce the queuing lengths that might approach the roundabout. Councilmember Melton asked how is this roundabout with semi-trucks? That will be an issue. Leathers-Gratton said that is what the truck apron is for, if they need it. In those instances when a big truck is moving, they will encroach on the apron if they need to. Councilmember Gregorcyk asked what kind of pedestrian volume does the intersection in Shawnee have during peak school hours? Mr. Crain said it's what you'd expect with fully developed residential neighborhoods all around. There are also many walkers throughout the day. Melton noted the intersection in Shawnee is not quite an apples to apples comparison based on a map he looked up. The distance between the

schools and where the roundabout is isn't the same as here where the schools are right on top of each other. Councilmember Baldwin noted it would still have the same amount of traffic. Melton said not at the roundabout, because there are places up and down the street to cross. Baldwin said with four schools versus two, with one being mostly drivers, there will be a higher volume at this one. Leathers-Gratton said this is to illustrate there are school aged pedestrians that cross this intersection regularly, which was one of the school district's concerns. This conveys the point that it functions safely for pedestrian traffic as well as vehicular traffic. Leathers-Gratton showed a video about the Blue Valley School District roundabout. She noted the school district requested that rapid repeating flashing beacons installed at the crosswalks to bring additional awareness to pedestrian movement, and noted that's an option for this roundabout as well. Leathers-Gratton played a video illustrating several large trucks and trailers moving throughout roundabouts. She then noted they ran their software with fire truck specifications and school buses, and the roundabout can accommodate them without having to encroach on the center island. They chose the roundabout because of vehicle safety and movement, reducing congestion at the intersection, and it's a safe option for pedestrians.

Mayor Shute recommended opening the public hearing for comments, and then having the presenter address concerns after the hearing.

PUBLIC HEARING

1. Hold a public hearing for the purpose of receiving comments on the design and reconstruction of the intersection at Waverly Road and W. Madison Street

Councilmember Melton made a motion to open a public hearing for the purpose of receiving public comments on the design and reconstruction of the intersection at Waverly Road and W. Madison Street.

Councilmember Baldwin Seconded.

With all of the Councilmembers voting in favor of the motion, the motion carried.

Bruce Kracl, Director of Operations for USD 231, spoke to reiterate the concerns outlined in the letter sent in early September. They are still present and include the fact that there will be moving traffic from four different sides of the roundabout. They have concerns with elementary aged students having to cross potentially two arms of the roundabout. The walking distance isn't significantly greater, but it is greater, with a refuge island. Students may have to stop more frequently than they would with a standard intersection. The crossing guard company would need to add a 2nd crossing guard to ensure safety. When there's no school, or activities after hours, there's no crossing guard present. They analyzed the various roundabouts presented, and the issue was where the boundary was, and in the case of the roundabout at Monticello, it's the elementary school boundary. They appreciate that children have to cross one arm, but it's not comparative in that they may not have to cross two arms. Regarding the number of students, based on information the school has, they have about 35 elementary students passing through that intersection to get to Madison Elementary. They don't have a count for the high school. Those numbers may range from 20-50 at the elementary level based on information from the principal.

Al Sanchez, 31150 W. 170th Terr., lives on Waverly, across from the elementary school and diagonal from high school. He's watched traffic move through there for several years, and driven through there almost every day. There are two factors for a roundabout, the traffic lane and the traffic density. Heh doesn't know that the traffic density may warrants a roundabout. Traffic signals aren't warranted. Regarding traffic lane, the important thing is behavior of the driver. Driver behaviors. Drivers need to see eye-to-eye, same as pedestrians. Pedestrians have to be seen and see traffic. He has 20+ years as a retired law enforcement officer. The problem is the behavior of the driver and eye-to-eye contact, especially at stop signs. There is a lot of confusion. He's driven the roundabout by Moonlight. When going through it, a driver has to see the other driver, consider the other driver, and look at the pedestrians and see if the pedestrians see the driver. With small children, that's an issue. It's also about traffic management of people driving their children every morning. Traffic is backed up every morning and he doesn't know what a roundabout will do to help that because they still have to enter the grade school, in and out, so traffic management is a better source. Pedestrians and cyclists will be outside of school hours. There are a lot. The

concept of yielded entry, driver behavior, has there been a study by the police department at the existing roundabout? Has there been a study to watch pedestrians and is it a high speed/high accident area? Is it a high cost? He heard about safety, but not cost, is it a good use of citizen money? He is opposed to roundabout and he lives there. The council is elected to make decisions, but have public hearings to get residents' input for consideration.

Melissa Hershey, 301 N. Pear, came as a concerned citizen. When the information came out about the roundabout, she did her own research and didn't find a lot about how it affects pedestrians, she's glad the presentation addressed that. Her concern is about the crossing guard since the walkways are moved back. How will one crossing guard handle it? If two are included, it would make her feel better. Will there be a guarantee of two crossing guards?

Chris Benjamin, 829 Fountain St, which is just north of Madison Elementary. His children have been going to the elementary and high school since 2010. He's walked them on that intersection, and can see the intersection from the back of his house. He sees 5-year-old kids running late for school and not paying attention and they are by themselves. About 10 years ago, they lost a child, Kade Meyer, because he crossed the street not at a crosswalk. It's difficult to get kids to do the right thing every time, so putting in a roundabout where they have to go completely around and take another couple minutes of their day, how many kids will just go up the street and just run across? Crossing guards are usually retired, or this is their second job, and they don't move fast, and now they will navigate four points, how will they control the traffic? The residents speaking tonight live there, understand and see what takes place every day, not just during school, but out walking with their families. He echoes the other residents that it's not a great idea.

David Bender, 17140 S. Walter, has been walking his kids to school the last few years. When his daughter was in kindergarten, he tried to train her and give her some independence. The crossing guard failed that day, and he watch his child run across Waverly in the rain in between traffic. Since then, he's walked them all the way to the school. His concern is the roundabout is a yield. Currently it has two stops. Young children know what stop means. Everyone looks to yield signs as an unwritten policy to keep on going. They are supposed to yield for pedestrians, but the new drivers going to the high school won't do that. They are still learning to drive. A high school kid showing off took out the sign into the ditch during school. This morning, a car chase went through there at 65 mph. He believes a signal would be more efficient because it makes them stop even if they are turning. If they hit a 5 year old at 20 mph, it's going to cause injury, but at zero mph, it gives the 5 year old a chance. He encouraged the governing body to think about the kids more than the traffic. The traffic will incase, there are developments coming, there will be more to discuss in coming years, but right now it's important to think of the kids.

Clayton Westgate, 31118 169 Terr., lives just west of Madison Elementary. The main function of this is to try to improve the traffic flow, but the traffic mainly backs up when people are taking their kids to and from school, because Madison Elementary is so close to the intersection. Parents are waiting for the kids before school is out, so traffic backs up all the way to the intersection and curves around to Waverly. The roundabout won't make any difference. People will be stuck and not able to around them. People that aren't picking up kids that are just trying to get up and down Waverly will have to navigate around the traffic. He doesn't have an answer, but the roundabout will make things worse and compound the issue with school traffic. The two schools so close to the intersection are an issue in the slowing the traffic, but the roundabout won't speed it up.

Darral Van Goethem, 135 W. Colleen Dr., doesn't live near there, but his youngest goes to school there currently. He drives up Waverly and can take a right into the school. It doesn't make sense to put a roundabout there. He's a proponent of roundabouts, loves them, but the purpose of a roundabout is to keep traffic moving in a harmonious way. They don't want traffic continuously moving in the spot where the elementary school is. He wants people to be alert and paying attention. Like what was said earlier, his 7 year old is more than likely to jump out in front of anything if she sees something interesting across the street. She doesn't cross there, he takes her to school every day, and she busses daily to her mother who teaches at Pioneer Ridge. He has concerns from a neighborhood perspective. They don't want traffic continuously moving in front of schools where there is a high impact area where kids are crossing.

Dennis Meyers, Deputy Fire Chief, Johnson County Fire District #1, said they are not in favor of roundabouts because it delays their calls. They usually deal with two lane roundabouts that allow room for vehicles to move over like a regular street. If they come down Waverly and encounter a vehicle in the triangle, and the vehicle stops, now the truck is stopped until the truck tries to push the vehicle to the intersection. They aren't arguing about trucks going around that circle, because they can, but there's nowhere for the traffic to go if they are in the roundabout. At a regular intersection, the people see the truck and pull over to the right, the truck moves into oncoming traffic and go around them, and then get back into their lane. The department works off the numbers, minutes to get to a residence. People die within minutes. Any delay is not good. This is a traffic-calming device to slow everyone down to get to the intersection, but that's not good for emergency response. They are opposed to the roundabout in that location. It's a small area to put that in. There's not enough room to make it two lanes. It will cause delay. The future plan is to have a fire station at 167th & Waverly, so Waverly will be their thoroughfare to get into the city. He appreciates that the consultants looked at the design and shortened the islands. If there's going to be a roundabout, the fire department prefers a two-lane roundabout.

Jessica Westgate, 31118 169 Terr., emailed the governing body on Friday with research that she did and questions she had. She appreciated hearing back from some of them. She didn't realize it was a one lane roundabout, and believes it's not a good idea. She still has outstanding questions after seeing the presentation. The presenter said a traffic light there is unexpected. Westgate doesn't have a good solution. The only congestion, as a parent of an elementary student, is during drop off/pick up times. The rest of the day, there is no issue. The presentation focused on safety, but there aren't a lot of wrecks happening at that intersection. Is speed a factor? Yes, further north on Waverly, but not in front of the elementary school. What kind of damage will snowplows do when they go through a one lane roundabout? The presenter noted the 'take your turn' yield mentality. Everyone can agree the zipper merge doesn't work and that is the same principle. The parents in the school line don't do it very well there, because they have to merge into one line to get through the parking lot, and it doesn't happen in the parking lot. Westgate is opposed to it. She asked that the governing body keep Kade Meyer in mind. It didn't happen at the intersection, but very close by. Young kids are unpredictable and crossing guards can't be every 10 feet. She asked them to represent the constituents when making this decision.

Jaylene Hickey, 17311 Walter, said she didn't realize all the pros to the roundabout, but there are other points. She crosses Waverly several times a week; it was in the morning hours when school was in and there was a lot of traffic, not once did cars ever stop for pedestrians. When crossing guard is there, she has to yell across the intersection to stop the children. She won't be heard across the roundabout so they would need 2. Hickey noted that if a car is stopped on the exit lane to wait for pedestrian, the driver behind may not see because they are looking the opposite way to see if there are cars. She appreciates the reduction in t-bone accidents, but foresees more accidents happening, possibly into the children crossing the road. She suggests 4-way stop sign with an island in the middle. All four sides would be coming to a stop.

Councilmember Gregorcyk noted he had two constituents email him, and he will provide their comments to the City Clerk. Both James Browning and Brett Cooper are against the roundabout. Mayor Shute said the emails received will be provided to clerk to include in the record. Shute noted the City Clerk received an email from Nicole Beaton, who was in favor of the roundabout. ***Additional emailed comments are located at the end of the meeting minutes.***

Councilmember Melton made a motion to close the public hearing.

Councilmember Winters Seconded.

With all of the Councilmembers voting in favor of the motion, the motion carried.

Mayor Shute invited the traffic engineer back to address concerns heard tonight, specifically noting the backing up of traffic through the roundabout and asked how the roundabout would fix that issue. Leathers-Gratton said there is still potential that it could happen. She noted that Mr. Crain offered working with schools to provide suggestions to improve internal circulation in the school parking. His work with Blue Valley school district was to improve internal circulation so cars didn't queue onto the public right of way. She noted this would be an issue regardless

if it's a roundabout or a 4-way stop. It's a problem now that would remain, but if they worked with the school and how they flow on campus, it could minimize the issue.

Councilmember Melton noted he's traveled through the intersection many times. He believes the left hand turns are the real problem. He recommends fixing the intersection to be no left turns in either direction. To get in the Madison line, they will go around the block and get in the line that turns right into Madison Elementary. There are no left turns coming off Waverly either direction. Councilmember Winters asked if they are dropping off, they have to come out and turn right, and down to 167th? Melton said they would stack the cars Madison facing west. High school comes out and can't turn left. They go east on Madison. When a parent picks up at Madison, they will go right and traffic continues to flow on to Waverly. No one can turn left heading Madison west from Waverly and not waiting for someone to turn left in front of everyone. Everyone is going the same directions and making right turns Mayor Shute said if there's a parent with a kid in Doublegate, going east on Madison, instead of turning left into Madison, they will have to drive around the block to go west on Madison to turn right into the school. Melton referenced the roundabout on Grand. He would leave TRMS and turn right, hit the roundabout and u-turn back over to Moonlight. They could have a roundabout on Madison further off the intersection where there are no crossings for drivers to turn and stage. Councilmember Roberts said that seems confusing. She asked why not a 4-way stop? Leathers-Gratton said it was an option, but the concern in trying to balance pedestrians and vehicles is the delay over the next 20 years. There would be a delay on Waverly, so it would have people stacked on Waverly and on Madison. Melton noted that's an issue right now. It doesn't alleviate congestion caused by drivers turning left. Roberts noted there's a 4 way-stop at 175th and Waverly, and it isn't a problem. Melton noted it's different because of cars stacked on Madison. Councilmember Baldwin said the issue is coming down Waverly from the north, trying to go east on Madison. Roberts said if there is a 4-way stop, everyone would get their turn and not have to wait for an opening. Baldwin said they would have to jut out, when leaving on Madison going west, they will have to jut out on your left turn on to Waverly. Shute noted they do not have an action on this tonight. Gregorcyk noted the overwhelming response from the school district, the fire department, several constituents that they don't support it. What's the timeline to put a four way in and how does it affect our CIP and dollars downstream? Baldwin said signs could be installed tomorrow. How do they solve the traffic flow issue while balancing the pedestrian safety without a roundabout, because a 4-way stop doesn't solve the problem with vehicles and pedestrians. Baldwin noted that Melton had an interesting concept, the north end exit from the high school having a roundabout, across from the corn field. Shute said there is no pedestrian crossing there. People could loop around and queue up to the east of Waverly and solves some problems. Roberts asked how does the roundabout proposed or a turnaround roundabout factor into the budget? Shute thought the roundabout was in the CIP. Finance Director Wolff didn't know that specifically, but the project budget is $3 million. The base project was $2.2 million, the roundabout was about $500,000, alternate 1/south is $872,000, and alternate 2/north is $221,000. If they did the roundabout and both alternates, they are over budget by $800,000. The special highway fund cannot absorb that. Pruetting noted that's if they do the alternates. One of the reasons for doing the alternates is because they were under budget on the original project. Public Works Director Kramer noted the budget issue and said they are getting CARS funding for this project that could account for almost half of the project budget. The opportunity to improve safety of the intersection is now. Matching funds will be lost later. He noted in Lawrence, there is a roundabout very near a grade school, as a single lane roundabout, and the school sits on the corner of it. He spoke with engineers for Lawrence, the district noted the roundabout functions very well, better than a signal. All legs are staffed by one crossing guard, but they recommend two. The police dept has talked to crossing guards and Shawnee police regarding the Monticello roundabout and may be able to share input. What Kramer heard tonight is that people want stop signs or signals to stop vehicles. That doesn't stop vehicles. There are no physical barriers to make them stop or slow down. That's when there are accidents. With a signal, vehicles still have a right turn that must yield to pedestrians. Please don't teach children to expect cars to stop at stop signs. They are supposed to, and people should teach young drivers to stop. Educate youngsters to make sure drivers are stopping, don't step in front of the vehicle, look both ways.

Councilmember Winters doesn't care for roundabouts. He doesn't feel they are safer than stop sign. Having school and fire department against it, why would the city go against that? He doesn't think this is the right place for it, and would like alternatives. Melton noted he will draw up his idea and send it out. Shute noted a roundabout

on the north exit of the high school is covered in the budget. Director Wolff noted while the project was over budget, they can look at CIP and the Public Works department can reprioritize those projects, other projects may come in under budget. Pruetting said they should have the traffic engineer look at internal movements on school property. An alternate could be no left turns from Madison Elementary on to Waverly. There are other things that can be done to improve traffic flow. Gregorcyk noted that the firm provided a lot of data during peak periods. Did school district provide any data? They could mitigate the necessity for a roundabout, as the constituents aren't interested. Pruetting asked for studies but the school district doesn't possess them. Mr. Kracl said that the city reached out to them and he looked, but doesn't have any traffic studies that go back to when either school was built. At current, they don't have a traffic study they can share. Shute asked if the school district would work with the city on internal flow in schools. Kracl said yes, they would collaborate. Melton asked what do they do with the roundabout? Shute believes there's consensus to remove the roundabout and come up with new idea. Baldwin noted if they entertain Melton's concept, it's a separate project. They won't get CARS matching funds. Internal queuing can be fixed, but currently they have a problem. As houses go up to the west, traffic will increase. People hear "roundabouts" and don't like them. The more he researched, he found he likes the idea. Noting the car chase, they won't fly through the roundabout. Baldwin has three children under 10 and lives just west of the entrance to the high school. The majority of the problem is Waverly turning east on Madison. He explained his summary of how the crossing guard would work. It's safer for the children. Hearing everyone's concerns, that seemed to be the issue, and the more he thought about it, the roundabout is the safer alternative. Distracted drivers would put down their phones to navigate the roundabout. Georgia has them everywhere, and have no problems. Several other states have them and love them. Those who put them in, studies from 10 years ago with school districts, they have been unanimous that they are good. Baldwin asked does it make sense cost-wise versus two stop signs? Stop signs don't solve the problem. Signals are off the table, so this is the option, unless they follow Melton's idea. The roundabout is the solution for this particular situation. Gregorcyk asked about a pedestrian bridge over the intersection. He noted it would stop all concerns of car versus child accidents. Baldwin noted it would have to be very big to get over large trucks. Gregorcyk has seen them used in towns slightly bigger than ours over highways and thoroughfares. Shute noted they are very expensive. Baldwin noted they could go one direction catty-corner. Mr. Crain appreciates them looking for solutions. Affinis presented their argument, and if they don't choose to go that way, Affinis will respect that. One other idea would be to stagger school start times. Melton said they are about 20 minutes staggered. Mr. Kracl confirmed. City Engineer McEldowney noted the suggestion about u-turn roundabout further east on Madison stating that's not the intent of a roundabout. It would require study. There are reservations that drivers making the u-turn and trying to merge into traffic would create a new situation. Regarding the 4-way stop, that is analyzed by MUTCD (Manual on Uniform Traffic Control Devices). If the signs go up and are not needed, there are issues, like traffic on Waverly not stopping because Waverly has the bulk of the traffic. Like Kramer mentioned, people expect cars to stop and they don't stop because they are frustrated. Bridges are usually put up over highways, and people tend to choose not to use it and cross the road instead because it's too much trouble to go up and over.

Baldwin asked what is the direction they are providing? Shute said there is consensus to not have a roundabout. Baldwin said if they aren't fixing the intersection, will they spend the money on the alternate south? Pruetting said before they move forward with an alternate, they need to determine what they are doing at the intersection. It sounds as if they will leave it like it is. Shute noted they could do a 4-way stop. Baldwin said it's not warranted and could be more dangerous. Pruetting asked Kramer if the scope of the project extended to the exit from Madison Elementary. Kramer said it goes as far north as Fountain if needed. Pruetting asked what it would do to take the three lane road up to Madison and not beyond. They are putting in a turn lane on Waverly. Leathers-Gratton said they would have to do a transition. It would be widening on the north leg, and at Madison, transition back to match existing pavement width. Baldwin said they'd lose the left turn going north from Waverly and Madison. Leathers-Gratton said it would still have a left turn lane there but shortened. Pruetting asked where would the turn lane start. Leathers-Gratton said it would start somewhere between Fountain and Madison. The existing pavement is 24 ft, or two lanes, so they would have to widen it out to allow for the left turn at Madison and it's a formula they use. Pruetting said they need to make a determination on the left turn out of Madison. Shute said they need to have a discussion with the school, because that would change the segment. Baldwin said it won't change the left

turn out of Madison Elementary on to Waverly. The majority turn right. Those turning left will not be able to because cars will be backed up to that point for the people queued turning on to Madison St to get into the car line. Improvements internally are good, but this is still a problem. Pruetting asked Affinis if they take the roundabout out, can they bring a recommendation on road design? Leathers-Gratton confirmed. Pruetting said it would be helpful taking into consideration of how traffic flows through the schools. Shute said if there's extra money, they can resurface south of 175th. Baldwin noted it will be a re-build. Wolff said if they take out the roundabout and just do the base project plus the southern portion and possibly northern portion, they are slightly over the project budget and can absorb that. Pruetting noted they may need to change alignment of Waverly to align with 56 Hwy. Shute said that's a discussion they have with KDOT. Baldwin asked if there is a level of service they are comfortable with? Gregorcyk agreed with Pruetting to send it back to the engineers and have them bring options back. Baldwin asked if there's a level of service they should bring back. Instead of an F like now, do they need to have a B to be viable? They need something to work with. Gregorcyk said a C is lowest he would accept, but they need the firm to work with the school district to fix the situation. Shute noted they have consensus. He thanked the engineers and Affinis for the presentation and appreciates their work on this.

PUBLIC COMMENTS

Darral Van Goethem, 135 W. Colleen Dr., doesn't usually agree with Melton, but thinks his idea is the way to go. There's no traffic on Madison. There are other ways. They could have no right turn on Waverly from high school. Melton said they are currently doing that.

CONSENT AGENDA

1. **Standing approval of the minutes as written for the regular meeting on September 8, 2020**
2. **Standing approval of City expenditures prepared September 2, 2020 in the amount of $130,084.43; and September 11, 2020 in the amount of $2,109,670.56**
3. **Consider an amendment to the South Wastewater Treatment Plant preliminary design contract with George Butler & Associates for an addendum to the Anti-Degradation report**
4. **Consider approving the renewal of a Cereal Malt Beverage (CMB) license for the remainder of calendar year 2020**

Councilmember Gregorcyk made a motion to approve the Consent Agenda.

Councilmember Melton Seconded.

With all of the Councilmembers voting in favor of the motion, the motion carried.

COUNCIL UPDATES

Mayor Shute introduced the new Community Development director, Dave Knopick. Knopick noted that there is a Planning Commission meeting tomorrow at 7pm. Shute said Knopick has many years of planning experience and is an asset to our organization.

Parks Director Bruce said they hosted Gardner Glow last Friday on the greenway. They had around 250 participants over three waves. Bruce thanked to GPD and Fire district. They also had several volunteers help out. It was great to see the lights on the trail and families out there. Staff did a great job and put in a lot of work in on that. Mayor Shute asked about the Smoke on the Trail BBQ event. Bruce said it went very well; they had 48 teams. Safety precautions were in place. Shute noted that fall sports have begun. Bruce said there will be more details to come regarding a drive-thru Boo Bash.

Utilities Director Garcia noted as of today, crews have installed 700 electric smart meters. They started after Labor Day. They expect the electric meters to be in place by the end of November, then they'll start on the water meters. Melton asked what happens if crews come to change out the meter, but children are on virtual school,

how are they handling that? Garcia doesn't have that information, but notes it takes about a minute to make the switch. Shute asked if they are contacting the homeowner before doing that. Garcia confirmed they do notify. Shute asked about the Hillsdale plant expansion. Garcia said it's moving forward. Most of the structures are in place, and they are waiting for equipment to arrive to begin the installation. They should be producing water by March or April.

City Clerk Rose said she reviewed the notes when they selected interview teams for the committees. They missed setting a team for the EDAC. Shute said they would have to set one tonight. Gregorcyk is already in. Shute asked if Winters would join. Winters agreed. Shute said it's set, and there may be a couple of candidates identified.

Finance Director Wolff said the finance team has begun working on the fall debt issuance. That will be on an upcoming agenda. It's been a unique year regarding revenues, so staff is targeting the 2nd meeting in October to provide an update on the city's finances. Shute said there are mixed messages from the state about significant shortfalls regarding aspects of the budget. It won't be city number that will be of concern, but outside that will be the issue. He's heard state programs or projects being pushed back. Melton noted shortfalls in the fuel tax with people working from home. Shute said the highway funds were significantly impacted. Wolff said he will provide an update on major revenues.

City Administrator Pruetting said at the end of the last meeting, there was consensus to look at personnel policies as an option to hold members of boards and commissions accountable. Most of the personnel policies are directed at internal behavior. Senior Mgmt. Analyst Nasta found a social media policy that Human Resources Manager Abramovitz said is disseminate to new employees. It was drafted in 2010 and revised in 2014 to include appointed members of board and commissions. A copy was sent to the governing body. It addresses the types of behaviors that they were concerned with and also includes council members in that. Pruetting is seeking consensus to revise and bring back to council for amendment. Shute asked for and received consensus. Shute noted there may be question as to members of the governing body adhering to the same standard. Pruetting noted it addresses first amendment concerns, but outlines what the expectations are regarding information that goes out on personal social media. It's a guideline and holds individuals accountable for what they do when they represent the city or put themselves in a position where people associate that behavior with a member of city government.

Pruetting continued, noting a discussion with Spring Hill City Administrator Jim Hendershot. There is mutual interest in drafting an annexation agreement with them. He will bring that back to council for review. Regarding boundaries, there's a clear line of delineation.

Councilmember Melton asked what is the update on UTVs on city streets? CA Pruetting will check with GPD. He noted there are requirements to make a vehicle street legal that are not discretionary. Melton said most UTVs meet that, and would need to be able to meet that to get the permit. Melton said other municipalities like Spring Hill and Paola do it. Pruetting noted they've looked at golf carts in the past, and it's problematic.

Councilmember Gregorcyk golfed at Gardner Golf Course this weekend, and noted that it looks great. Great Life and their team have done a great job. Keep up the good work.

Mayor Shute said everyone is dealing with interesting times currently. The pandemic has been going for more than 6 months. Lives have been turned upside down. He expressed his thanks to everyone around the dais, and specifically the staff who have been doing yeoman's work amidst chaos. Everyone has had to deal with a lot of uncertainty. He expressed his gratitude on behalf of the governing body for staff diligence and effort during this.

ADJOURNMENT

There being no further business to come before the Council, on a motion duly made by Councilmember Gregorcyk and seconded by Councilmember Melton the meeting adjourned at 8:59 p.m.

_____
City Clerk

Sharon Rose

From: Nicole Beaton <ncbeaton@gmail.com>
Sent: Monday, September 21, 2020 4:44 PM
To: City Clerk
Subject: Public Hearing on Roundabout

Good afternoon -- I'm writing to express my support for the recommendation of a roundabout at the intersection of Waverly and Madison here in Gardner. It seems the right thing to do, to improve safety while relieving congestion in that area.

While I can't see the proposed design, I hope the plan includes plenty of crossing zones and enough space in the lanes for larger vehicles/trucks that might need to travel through the intersection. Should the city elect to pursue the recommended roundabout, I also hope there will be some driver education extended to the community. New drivers are taught how to navigate roundabouts, but it's possible that older citizens will need some help making the transition safely.

Thank you,
Nicole Beaton
18401 Ash Street
Gardner KS 66030

Sharon Rose

To: Randy Gregorcyk
Subject: RE: Roundabout emails & messages

From James Browning:
Randy, I am writing you because I can't attend the hearing for the roundabout due to work.

I am completely against a roundabout at this location. The intersection is not big enough to support this. I work as a police officer in Lawrence, which has numerous roundabouts of all sizes. The issue is with traffic entering a small roundabout, and cars having to yield for cars already in the roundabout. With a small roundabout this causes cars following the same direction as the car already in the roundabout to enter, this the delays the car that had initially yielded to be stuck since the car following the car already in the roundabout is now inside. Hope that makes sense.

In addition if you add crosswalks the traffic has to stop for kids crossing. therefore defeating the purpose of a roundabout.

Traffic stops on Madison when the Elementary School has pick up. Maybe focus the attention to solving this.

If a traffic control device is required let's do a traffic light.

I live just North of Madison Elementary and I see traffic congestion due to the school all the time.

Thanks for taking the time to read this. If you have any questions about what I was trying to say about traffic in the roundabout please contact me.

From Brett Cooper:

A roundabout is currently not an ideal solution for that particular intersection with how the road is currently designed.

If a round about is to be considered and implemented - it needs to be reconsidered for a proper 4-way traffic light system. Additionally, Wavery road needs to be shifted east, expanded to four lanes, 2x2 north/south from 167th to 175th to account for added traffic in general.

FWIW: A roundabout is bad for pedestrian traffic, as there's minimal traffic control - a roundabout is meant to maximise traffic flow.

Otherwise, you end up with this compressed mess (see image). During peak traffic at this particular round about in olathe, E/W traffic ends up waiting for a minute or two as N/S traffic is heavy.

Sharon Rose

From: Heath A Freeman (gmail)
Sent: Thursday, September 17, 2020 9:18 AM
To: Rich Melton; Randy Gregorcyk; Tory Roberts; Mark Baldwin; Steve Shute; Todd Winters
Subject: Roundabout

Good morning,

I don't believe I will have the opportunity to attend Monday's meeting, yet wanted to share my thoughts on the discussion regarding the roundabout at Waverly and Madison. In short, I don't believe this is a project that the City should move forward with, for the following reasons:

1. I don't believe that the number of accidents at this intersection dictate the necessity of a roundabout to decrease incidents.

2. This is an unbudgeted expense, and one I believe to be unnecessary when compared to other outstanding, unfunded, projects on the CIP.

3. I understand that congestion at this intersection is an issue, having handled drop-off duties at Madison for six years, but worry that the constant stream of pedestrian traffic and crossing guards within the roundabout will not allow us to see the flow of traffic expected. There will continue to be constant stop and gos within that intersection due to pedestrians.

4. I also worry how the more consistent flow of traffic will impact the North exit for those leaving Madison after drop off, creating a bigger log jam within the lot AND entering the lot.

Frankly, I think there are better uses of our time and money.

With that said, I would ask that the Council consider the following for that intersection:

1. No Left Turn onto Waverly during Bus Hours.

2. Four way stop.

Thanks, as always, for your time.

Heath Freeman

913-908-2627

Fire District #1 - Johnson County, Kansas

490 New Century Parkway
New Century, KS 66031
Phone: 913-764-7635

Rob Kirk, Fire Chief

Mayor and Council Members

I am writing to all of you concerning the Roundabout at Waverly and West Madison. Fire District #1 is not in support of this project for the following reasons:

1. During the Affinis presentation with us and others, they failed to answer questions that are critical to our response.
    a. Q. With the curb in the center of the lanes coming up to the roundabout how is our emergency vehicles going to get through because people stop when they hear sirens? Answer. Turn off your lights & sirens it will only take a minute or two longer. Tell that to someone have an emergency.
    b. This will be our main route to several calls when we get the fire station built on 167th Street.

2. All the examples they showed were of four lane roundabouts or not in such a tight area.

3. We have had NO injury accidents at that intersection that we can find in our records.

4. Roundabouts work in large areas with two lanes of traffic flow.

Yours in Service

Chief Kirk

Sharon Rose

From: Lynn Warren <LynnW@jaru.com>
Sent: Friday, September 18, 2020 4:09 PM
To: Steve Shute; twinters@gardnerkansas.go; Rich Melton; mbaldwin@gardnerkansas.go; rgregory@gardnerkansas.gov; Tory Roberts
Subject: Roundabout Proposal

Dear Gardner Governing Body,

I vote no on the Roundabout Proposal on Madison & Waverly, I do not see any benefit to traffic flow by installing a roundabout in this location and believe it would actually cause more backups.
In my opinion, there is not enough space to install this roundabout and would actually be a hazard to pedestrians.
This is a poor use of taxpayer money and should be used to improve Waverly between 175th and Highway 56, this stretch of road is loaded with pot holes and getting onto Highway 56 is difficult to navigate due to sharp narrow turns and low visibility.

Thank you.

Lynn Warren

Sharon Rose

From: Nicole Westgate <nicole.westgate@gmail.com>
Sent: Friday, September 18, 2020 3:26 PM
To: Steve Shute; Todd Winters; Rich Melton; Mark Baldwin; Randy Gregorcyk; Tory Roberts
Subject: Proposed roundabout at Madison & Waverly

Good afternoon,

I am writing to you regarding the upcoming proposal for a roundabout at Madison & Waverly. My name is Jessica Westgate and I live very close to this intersection. My address is 31118 w 169 Terrace, Gardner KS 66030. I have two children, one who is enrolled at Madison Elementary and the other will be going there next year.

In my opinion, the best solution for this intersection is a traffic signal controlled 4 way intersection. A roundabout is not a good solution for this intersection for several reasons. I will outline my reasoning and concerns below.

1. This area at drop off and pickup times for Madison Elementary are often at a standstill from all directions. Making a roundabout will only congest it further and obstruct views for drivers and pedestrians.

2. Roundabouts cause confusion, not only for adult drivers, but for young drivers as well. There are many young drivers in the area because it is so close to the high school. Although signs and markings are normally prevalent, many drivers make the same mistakes each time they enter a roundabout.

3. While doing research regarding roundabouts, many articles mentioned the common mistakes made by drivers using roundabouts as disregarding yields, braking while in the circle, and mid-circle lane changes.

4. When traffic is congested, it will cause long lines at the entry points.

5. Higher maintenance costs make modern roundabouts an expensive solution for traffic control.

6. This roundabout will eat up a lot of public space. Temporary widening and outside diameter space requirements increase the running cost of construction as well.

7. Roundabouts are not at all friendly for handicapped people, especially for visually impaired pedestrians. Additional pedestrian signals need to be installed to safe-guard them.

8. Bicyclists and pedestrians suffer the most because of blind spots on a roundabout. Traffic rules allow inside lane turn-outs. If a vehicle in the inside lane- closest to the island- can turn right across the outside lane in order to exit. This can be unexpected to a bicyclist or pedestrian approaching behind the turning vehicle, and the bicycle or pedestrian can, at the same time, be in the motorist's blind spot at an unexpected angle.

9. Roundabouts are not navigable easily by emergency vehicles like fire trucks, ambulances and tow trucks. As a resident within a block of this intersection, I do not want this traffic engineering to interfere with or delay my access to emergency personnel, if needed.

10. In the future, the traffic may likely be even heavier due to the construction of Waverly Pointe.

11. Instead of having a single crossing guard with a traffic light, with a roundabout, there is a potential to have to increase that number to as many as 4 crossing guards at one intersection.

Here are questions I have, that I hope the city council will be asking on behalf of their constituents.

- What is the cost comparison of a traditional 4 way intersection vs. the proposed roundabout?
- What are the expected maintenance costs for a traffic light controlled intersection vs. a roundabout?
- What is the expected construction time for a traffic light controlled intersection vs the proposed roundabout?
- Has the city contacted the principal of Madison Elementary or Gardner Edgerton School District to get input from them?
- Has the city contacted the crossing guard company to ask them for their experience with roundabouts? What are the positives and negatives?
- Did the engineers who are making the proposal observe high traffic times at this intersection? Can they guarantee that this intersection will not be congested at high traffic times with the roundabout?
- What is the likelihood that Waverly will be expanded into a three lane road in the future? What is the likelihood that this intersection will turn into a 4 way stop with turning lanes in the future? As the population grows on this end of town, traffic is going to increase, this is inevitable.
- Will this roundabout be signalised? This is a high pedestrian area with the widened sidewalk along Madison, it is used all day.

Lastly, I want to remind you, the children of this town are the future of Gardner. There was already a tragic child fatality at this intersection in 2010, please make your decisions in the best interest of this town for the children, in memory of Kade Meyer.

Please contact me if you have any questions or concerns.

Thank you for your time,
Jessica Westgate
913-832-8932