

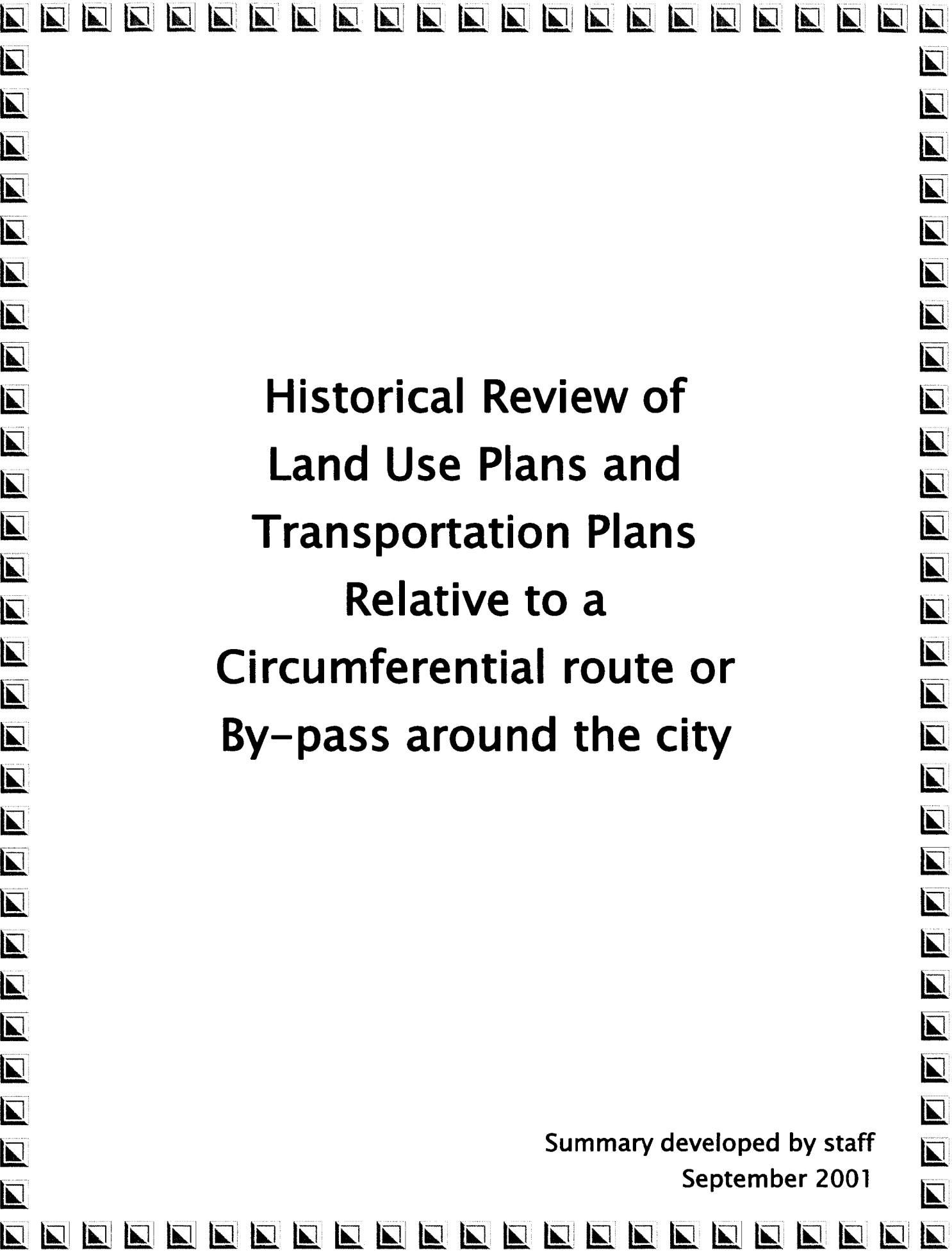
Comm: Agenda

Special Committee – Representatives from Planning, City, and County
Commissions and from USD #497 Board

September 11, 2001

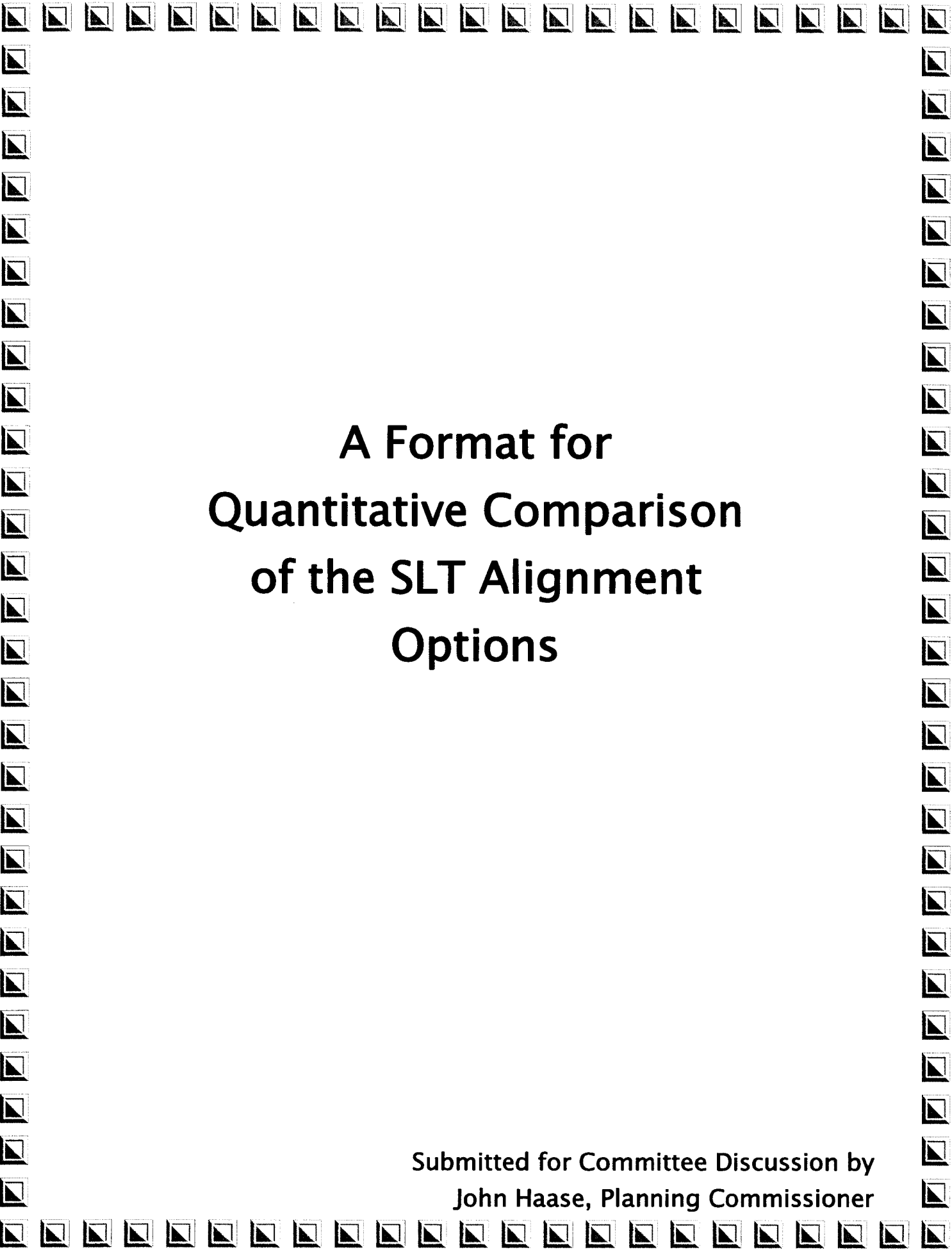
***** 7:30 to 10:00 AM *****

- 7:30 – Staff review of planning for a southern circumferential route and for land use adjacent to the original SLT alignment route. [30 minutes]
- 8:00 – General Planning Guidelines as they relate to the Urban Growth area: expected influences, outcomes, and unanticipated impacts [30 minutes]
- 8:30 – Infrastructure planning and future capabilities:
a) how location of SLT will impact sanitary sewer considerations
b) how location of SLT will impact water service considerations
c) how location of SLT will impact street major thoroughfares network for Lawrence & urban growth area.
[45–60 minutes]
- 9:30 – Statutory Authority of MPO in SLT alignment issue
What are the State/Federal requirements and are there limitations on our authority as an MPO. [10 minutes]
- 10:00 – Wrap-up: Committee consensus on route(s) to study further.
Set meeting date(s) and agenda items for next meeting.
Suggested times and meeting dates are:
▪ Wednesday, September 19th [6 PM or later]
▪ Thursday, September 20th [4 PM or later]
▪ Tuesday, September 25th [7:30 or 8 AM]

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Historical Review of Land Use Plans and Transportation Plans Relative to a Circumferential route or By-pass around the city

**Summary developed by staff
September 2001**

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A Format for Quantitative Comparison of the SLT Alignment Options

**Submitted for Committee Discussion by
John Haase, Planning Commissioner**

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Resource Documents and September Calendar

**[Osprey Report: Community Perspective
about the South Lawrence Trafficway:
Results of Interviews in Lawrence, KS]**

&

September Calendar

South Lawrence Trafficway

Quantitative Comparison of Alternatives

Supplement 1

Introduction

Several important issues arose from the September 11, 2001, special subcommittee meeting regarding the South Lawrence Trafficway: (1) defining the mission or goal of the subcommittee; (2) validation of the proposed decision process; (3) funding local roadway projects; and (4) the relationship of SLT construction costs to the subcommittee's mission.

During the County Commission meeting on September 12, 2001, an additional influence on the SLT project was identified by KDOT. Before the Army Corp of Engineers begins review of the Environmental Impact Statement it will make a determination as to the potential historical and cultural impact of the project on Native Americans. If the probability of impact rises above a threshold level, the Corp will mandate that consultations be undertaken with one or more Indian Nations to provide supplemental information for the EIS. There are over 500 Indian Nations in America.

Mission or Goal

Both the chair of the Planning Commission and the Chair of the SLT Subcommittee have stated that it is not the purpose of the Planning Commission to attempt to develop a community consensus with respect to an alignment of the South Lawrence Trafficway. However, the SLT Subcommittee should be focused on a mission or goal, which has not yet been clearly defined.

On September 1, 2000, addressing the Jayhawk Breakfast Rotary Club, Governor Graves said his administration remains ready to work with Lawrence as soon as the community figures out what it wants. On September 7, 2001, during an Osprey Group public meeting, KDOT Chief Counsel said, "There has to be not a consensus, but community support that we're doing the right thing". It seems clear that the community has been mandated to identify the best possible alignment for the SLT and this is a mission that is properly taken up by the Planning Commission.

In its role as the Metropolitan Planning Organization (MPO), the Planning Commission should coordinate a recommendation for the alignment of the SLT with the Kansas Department of Transportation. In its city/county capacity of planning and recommending, the Planning Commission should, within the confines of good land use principles and the guidance of Horizon 2020, select an alignment for the SLT that best fits all of the selection criteria. These two obligations are harmonious. To this end, the goal of the SLT subcommittee

should be to identify a single alignment of the SLT, which is passed on to the full body of the Planning Commission along with a rationale for recommending the selected alignment. If this can be accomplished and the full Planning Commission endorses the recommendation, not only would this fulfill the Commission's obligations it would provide the Osprey Group with information to share at its next stakeholders' meeting. With the Planning Commission's recommendation in hand, it is possible that the Osprey discussions could lead to a community consensus.

Should the SLT subcommittee fail to agree upon a single recommendation to return to the full Planning Commission and the deliberations have reduced consideration to two alignments, it would seem prudent to prepare a majority opinion and a dissenting opinion for the Planning Commission to consider.

In the event the subcommittee fails to distill the alternatives to one or two, care should be taken to memorialize the discussions and arguments to assist the Planning Commission in taking up the debate should it so desire.

Validation of Decision Process

Several important issues were raised with respect to the accuracy and utility of the decision process being proposed. A robust discussion followed, which is the healthy genesis for developing a framework for deliberation and resolution. What follows is an attempt to address several of these concerns.

The decision process being proposed is described in the literature as a Multiple Criteria Evaluation (MCE) model using a linear weighted combination (LWC) technique. This is a well-understood, simplistic decision model that comes with limitations. It is interesting to note that MCE computations, coupled with a Geographical Information System (GIS), are being incorporated into several land use decision models.

For the proposed decision matrix to be most useful, each criterion should be independent and non-additive with respect to all other criteria. For example, if one criterion was "locate the roadway to avoid removing trees" and another criterion was "locate the roadway to avoid removing bushes", one could argue that these two stipulations overlap or are not independent. It is difficult to develop an exhaustive list of criteria that are completely independent. For this reason, one should exercise caution when evaluating each of the factors. If two or more appear not to be independent, relative weighting can be employed to attenuate the distortion.

The proposed decision model can easily be defeated if the parameters it receives are the result of a predisposed outcome. For example, if highly prejudicial parties, with anonymity, supplied values for each factor at each alignment, the resulting tabulation would be meaningless. However, if objective parties engage in an open discussion focusing on the relative merit of each alignment as it relates to each factor or criterion, the assigned values arising from this process

will be instructive. The subcommittee could elect to complete the decision matrix collectively or, as an alternative, each committee member could individually prepare a matrix that is combined with all other results to reach a final solution.

This process achieves its greatest value by focusing the discussion. Rather than interacting with broad generalizations that fail to take into account competing arguments, each member of the group must: (1) agree upon the issues; (2) agree upon the relative importance of each issue; and (3) defend a relative ranking of the proposed alignments with respect to each issue.

Funding Local Roadway Projects

Without formal recognition, the subcommittee's discussion identified an additional factor to consider in selecting an SLT alignment. Some of the proposed alignments have the potential for eliminating or reducing the need for improving or enhancing the local traffic network using city or county funds. It is proper for the Planning Commission to take up this issue according to the following citation from Horizon 2020, "... The primary purpose of the transportation plan is to define and plan for transportation systems ... and outline policies and funding sources for implementing the plan".

The alignment selected for the South Lawrence Trafficway has the potential to influence the need for and cost of improvements to the local traffic network. The impact on local roadway costs could be immediate, intermediate, or long-term.

It is clear that aligning the SLT along 31st Street would eliminate the costs of any future improvements to 31st Street. A 32nd Street alignment, which includes a relocation of a portion of 31st Street, would eliminate a portion of the costs of future improvements of 31st Street. It is less clear and less certain what impact, if any, would result from any other alignment. It would seem probable that a 42nd Street alignment would obviate the need for a major collector south of the Wakarusa River at some future date.

The principle attribute of a solution that best reduces local roadway cost funded by the city or county is the construction of roadways by KDOT to improve the local traffic network. Anticipated savings should be adjusted for the time value of money.

This factor has been incorporated into the decision matrix.

SLT Construction Costs and Subcommittee's Mission

Several issues were identified regarding construction costs of the eastern leg of the South Lawrence Trafficway: (1) the data upon which the model relies are derived from preliminary estimates; (2) the scale used for relative comparison contains an anomaly; and (3) it may not be proper for the Planning Commission to take into consideration the cost of the project.

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To address all of these issues, three sets of decision matrices have been generated: (1) employing original cost scale; (2) employing a modified cost scale; and (3) eliminating project cost from the decision matrix. The modified cost scale relies upon the original calculation of mean cost for each alignment as is contained in the original cost scale. The lowest cost estimate (no-build) is assigned an index value of 100 and the most costly alignment (35th Street) is assigned an index value of 0. Index values are assigned to the balance of the alignments in direct proportion to their relationship with the high and low estimated project cost.

Army Corp of Engineers Mandated Historical & Cultural Review with Indian Nations

A mandated consultation with members of a few Indian Nations will delay the project. A mandated consultation with members of scores of Indian Nations would create a serious logistical and administrative problem resulting in a delay of several years. There is substantial evidence of Native American gravesites in the Baker Wetlands; several members of the Haskell community have expressed that the Baker Wetlands are sacred. There is some evidence that Native American gravesites exist in a variety of locations throughout the Wakarusa River Valley.

The principle attribute of a solution that would eliminate mandated consultations by the Army Corp of Engineers is to avoid impacting sensitive Native American historical and cultural areas.

This factor has been incorporated into the decision matrix.

Conclusion

For the proposed decision process to be useful and produce a result in a relatively constricted timeframe, the following must occur in the order indicated:

1. The subcommittee must define its goal or mission.
2. Issues impacting on the various SLT alignments must be identified and ratified.
3. The relative weight of each factor must be established.
4. Discussion must systematically focus on each of the issues resulting in the collective assignment of values or independent assignment of values.

The subcommittee, to achieve the efficiency required to complete its task, should avoid a generalized discussion of project alternatives that has been characteristic of the public debate.

South Lawrence Trafficway

Quantitative Comparison of Alternatives

Introduction

Isolating the individual components of the problem, establishing a metric that relates the components to one another, and computing or assigning a value for each component often solves complex problems. This decision model is an attempt to move from the subjective to the objective. Although imperfect, the model will allow discussion to focus on each component of the issue while providing a means for quantifying the relative merit of each of the alternatives as they impact on project factors.

Structure of the Decision Model

The decision model is comprised of a matrix that identifies each SLT alignment under consideration along one dimension and eight (8) factors contributing to the decision process along the second dimension. Each factor may be assigned a value between zero and one hundred as it relates to a particular alignment. The higher values assigned indicate a more favorable impact of the alignment on the factor being considered. For example, if an alignment perfectly resolved KDOT's objective for the SLT, it would earn a value of 100; if an alignment did little to further KDOT's objective, it would earn a value approaching zero.

Once values are assigned at the intersection of each factor and each alignment, an index of desirability can be tabulated for each proposed alignment. The alignment achieving the highest index value represents the most desirable alternative.

The decision model is comprised of two compilations where: (1) each of the eight factors is given equal weight in the decision process; and (2) some factors are given greater weight than others in tabulating a decision. Weighting provides the mechanism for blending the relative importance of all factors being considered. With this additional dimension, it is possible to reduce the decision process to a single mathematical index that represents the optimum outcome.

KDOT Highway Objective

"Individually, K-10 and the Kansas Turnpike offer safe, quick and efficient access to many of northeastern Kansas' largest employment, business, educational, and cultural centers. ... The SLT will extend K-10 from east of Lawrence to the Kansas Turnpike west of town. Why is this project important? Both K-10 and the Turnpike are high-speed, four-lane freeways. Currently, to travel between these two highways, drivers must use Lawrence city streets. This weak link impacts

not only travel time and safety for regional and through travelers, but also contributes to congestion on some of Lawrence's busiest streets." [Authority vested in KDOT]¹

It seems clear that the primary objective of the project is to provide a thrift and safe passage for regional and through travelers from K-10 east of Lawrence to the Kansas Turnpike west of Lawrence and vice versa. Commingling regional and through travelers with local traffic is contrary to the primary objective.

Attributes of a solution that best satisfies KDOT's objective are: (1) a roadway furthest removed from the city's internal traffic network; (2) a roadway that minimizes travel distance; and (3) a roadway with limited local access.

Impact on Local Traffic

"The primary purpose of the transportation plan is to define and plan for transportation systems to serve the community for the next 25 years. The principle objectives of that plan are to: identify existing and projected deficiencies in the transportation network; develop a long-range plan for all modes of transportation; maintain consistency with federal and state requirements; and outline policies and funding sources for implementing the plan." [Authority vested in MPO]²

The SLT cannot accomplish KDOT's primary objective and integrate into Lawrence's local traffic network in an effort to provide relief for existing urban traffic. Providing thrift and safe passage for through traffic and rerouting local traffic are mutually exclusive goals for the same roadway. As it relates to the region's transportation plan, the SLT must be evaluated relative to long-range strategies. Little, if any, improvement in existing local traffic problems should be anticipated by the completion of the South Lawrence Trafficway.

Almost any of the proposed alignments will drain some portion of the city's western and southern traffic with a destination in southern, greater Kansas City or points west. Under all project alternatives, the SLT will combine with K-10 at a controlled access near East 1800 Road. Eventually, this interconnect will spawn the East Lawrence Trafficway and a northern route connecting to the Kansas Turnpike. This linkage between K-10 and the Kansas Turnpike will obsolete KDOT's primary objective for the South Lawrence Trafficway. The SLT will evolve into providing three vital functions: (1) it will deflect traffic arriving from the south to locations east and west of Lawrence; (2) it will collect traffic from southern and western Lawrence with latitudinal destinations apart from Lawrence; and (3) it will participate in a south Topeka, south Lawrence corridor (along Stull Road) to facilitate traffic between southern Shawnee and Johnson Counties.

Because of the constraint posed by Clinton Lake, there will be no future opportunity to shield Lawrence from external traffic sources or pressures from its extreme western and southern suburbs. As development patterns evolve, additional access to the SLT will be more easily achieved than it will be possible to eliminate existing accesses. Significant, unresolved, local traffic issues exist with respect to south Lawrence. In particular, Louisiana Street is hosting a greater volume of traffic than is compatible with adjacent land use and the street's design capacity.

Attributes of a solution that best satisfies concerns with respect to local traffic are: (1) routing of the SLT to provide maximum flexibility in perfecting a long-range transportation plan; (2) avoiding a road system that exacerbates existing traffic problems in south Lawrence and in particular on Louisiana Street; and (3) locating the SLT for optimal transition from a bypass to a major regional collector.

Floodplain Implications

"Preserve the Floodplain and Floodway.... Integrate environmentally sensitive lands and natural areas into the recreation and open space system, wherever possible.... Enhance and preserve the functions and aesthetic qualities of major drainage courses and waterways through maintenance of open drainage ways." [Authority vested in MPO] ³

Douglas County and the City of Lawrence are currently considering floodplain regulations that will severally restrict invasion and development of natural drainage areas. These regulations: (1) reflect the community's experience with the deferred public cost of allowing interference with natural systems; and (2) articulate the goals, policies, and strategies of Horizon 2020. Major roadways should avoid floodplain because their construction in these areas: (1) exacerbate drainage problems; and (2) amplify development pressure on land that should be designated as green space according to the comprehensive plan.

The principle attribute of a solution that best satisfies concerns with respect to floodplain issues is avoidance of any impact on the natural floodplain.

Environmental Implications

"Encourage preservation of areas characterized by a number of overlapping environmental and natural features, such as: steep slopes, woodlands, natural prairies, wetlands, hydric soils, lakes, prominent ridgelines and other features." [Authority vested in MPO] ⁴

Every credible opinion, with respect to projects south of 31st Street and north of the Wakarusa River, holds that the Baker Wetlands will sustain a serious, adverse impact. Apparently, to secure a Section 404 permit from the Army Corp of Engineers to backfill designated wetlands, a proposal must demonstrate the

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likelihood that 50% more land will be returned to wetlands than was compromised by the project. Kansas Department of Transportation has acquired land adjacent to the Baker Wetlands that is of a soil type (hydric) that supports a transformation to wetlands. KDOT has committed to a restoration of wetlands to meet or exceed Section 404 requirements along with the erection of a science facility in support of the study of the wetlands habitat. Opponents to compromising the Baker Wetlands make two important points: (1) restoration of wetlands is uncertain; and (2) if successful, the restoration process will take decades depriving current generations of a valuable natural resource.

It is clear that the controversy surrounding the Baker Wetlands will not be resolved scientifically or politically to everyone's satisfaction. The Horizon 2020 Steering Committee adopted the following mission statement, "Horizon 2020 is the citizen-driven process of creating a plan to provide policy and strategic direction to guide Lawrence-Douglas County to the year 2020". The comprehensive plan should guide recommendations from the MPO. It is clearly stated in the comprehensive plan that preservation of wetlands and hydric soils should be encouraged.

KDOT has purchased ground adjacent to the Baker Wetlands, which is comprised of hydric soils. With financial help from The Nature Conservancy or other private funding sources, it may be possible to acquire land from KDOT and return it to wetlands. Under this option, not only would the Baker Wetlands not be violated, additional natural resources would be protected as prescribed by Horizon 2020.

Attributes of a solution that best satisfies concerns with respect to environmental issues are: (1) avoiding any present or future impact on the ecology of the Baker Wetlands and (2) repatriating land with hydric soils to the natural wetlands system.

Historical and Cultural Implications

"Citizens view historic resources with a sense of pride, community identity, and a respect for the physical and cultural heritage of the community.... The Comprehensive Plan encourages identification, protection, preservation, and adaptive reuse of the wide diversity of historic buildings, structures, sites, and archeological sites that can be found in Lawrence and Douglas County. The Plan seeks to balance historic preservation and land use issues when making planning decisions." [Authority vested in MPO]⁵

The issue of how the South Lawrence Trafficway project may impact on our community's cultural heritage and archeological sites is indeed complex and controversial. Over the past fifteen years, Haskell University and various affiliated groups have been bribed and brutalized in an attempt to persuade them to discard their concerns regarding excavation in the Baker Wetlands. It would

appear that among many, incursion into the wetlands would violate historical, cultural, and spiritual standards. Our comprehensive planning document directs the community to respect values arising from human convictions derived from heritage.

Arguments have been made that inconsistencies and disagreements within the Haskell community discredit the concerns expressed by many. Once, in their history, Haskell drained and farmed the Baker Wetlands. Some suggest this is further indication that the historical, cultural, and spiritual issues are being overstated. These arguments are not well taken. America's Veterans' Day is an occasion that is solemn and sacred to those who appreciate its significance. Yet others in our society have no understanding of our great heritage and how we recognize the sacrifices of others. We tend to defer to the standard-bearers to define tradition. This same courtesy should be extended to Haskell.

Substantial progress has been made over the past few decades in blending Haskell University with our community. This is important work. As many of us have learned during the SLT debate, Haskell is rich in heritage and tradition. Haskell is a national treasure; we are fortunate to have it located within our community and we should take every opportunity to be good neighbors and build relationships.

The principle attribute of a solution that best satisfies concerns with respect to historical, cultural, and spiritual significance of the Baker Wetlands is to avoid disturbing the wetlands.

Land Use, Growth, and Cost

"The comprehensive plan is a policy guide which describes in text and displays in graphics the community's vision for directing future land development.... It is a policy plan, stating the community's desires for directing land use decisions through the identified goals and policies." [Authority vested in MPO]⁶

Admittedly, long term planning is difficult. One strategy for reducing risk in forecasting the future is to take actions that provide the maximum flexibility for implementing future decisions. For example, building a roadway through a culturally and environmentally sensitive floodplain provides fewer land use options than a road built outside of these influences.

Placement of a major roadway through an undeveloped area will create pressure for the development of the area that could be served by the roadway. This is true irrespective of the character of adjacent lands. Succinctly stated, if the South Lawrence Trafficway is extended through the Baker Wetlands, over time economic pressures will build and continually test the public resolve to keep the habitat untouched. This is not an example of good land use planning.

While building a roadway beyond the urban growth boundary creates a magnet for future development, it will not cause local authorities to lose control of the planning and development process. The road will create a latent inventory of development ground. This ground will only rise to development potential after it is factored into the comprehensive plan, annexed, and provided access to public utilities.

Any alternative for extending the South Lawrence Trafficway promotes social benefits and incurs some social costs. The social benefits of all alignments (excluding the no build option) are relatively equal and compelling. There are some who have highlighted the social cost of building along 42nd Street. Their input is accurate, well taken, and persuasive. However, the concerns expressed by many regarding alignments through the Baker Wetlands are overwhelming. One could argue that an asphalt or concrete ribbon through the wetlands will serve as a monument and a reminder that institutional forces can trample the will and desire of a large group in our community. The potential cost of violating the Baker Wetlands could be enormous; rather, than completing the process of listening to and trusting one another, we could be thrown back to divisive, contentious engagement.

Many proponents for completing the South Lawrence Trafficway are fearful that any attempt to build through the Baker Wetlands will result in litigation. Irrespective of the outcome of the litigation, substantial project delay is certain. Prolonging completion of the SLT will elevate project costs as well as the opportunity cost from not having the trafficway available.

Attributes of a solution that best satisfies concerns with respect to land use, growth, and cost issues are: (1) a roadway location that provides the greatest flexibility for future land use planning; (2) avoiding creating development pressure on sensitive land; (3) minimize the social cost of the project; and (4) containing project cost by avoiding litigation and delay.

Economic Implications

“Through the Horizon 2020 process a county-wide economic development element was identified as an essential part of the planning process.... The City Commission and County Commission both endorsed the element in the spring of 1994.” [Authority vested in MPO]⁷

Within the confines of good land use planning, Horizon 2020 is clear in promoting actions that support economic development in Douglas County. It is well understood that a fluid transportation system, conforming to good land use design principles, promotes economic development at all levels. A community's transportation system will attract or repel a wide range of commercial development.

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The principle attribute of a solution that best satisfies the promotion of economic development is a roadway that conforms to good land use principles and provides commercial development opportunities along adjacent properties.

Highway Cost

“HNTB, the Kansas City, MO., engineering firm hired by KDOT to manage the trafficway project, released preliminary cost estimates for a four-lane road for four proposed alignments. They are: \$90 million to \$100 million, 31st Street; \$80 million to \$100 million, 32nd Street; \$105 million to \$190 million, 35th Street; \$110 million to \$120 million, 38th Street; and \$135 million to \$155 million, 42nd Street.” [Authority vested in KDOT]⁸

Clearly, the project alternative with the lowest cost is the most favorable as it relates to the factor of cost. Drawing from the published estimates, the mean for each range was computed. This resulted in a \$90M estimate for all variations of the 32nd Street alignment, which was the lowest of all the options for completing the SLT. \$90M was taken as the base from which all other estimates were ranked. All 32nd Street alignments were assigned the top index value of 100. To the extent that all other alignments exceeded \$90M, their indices were reduced by the percentage their cost estimates exceeded \$90M. For example, the average estimate for 31st Street is \$95M; $(95-90)/90 = 5.55\%$ is the percentage \$95M is greater than \$90M; the index for 31st Street is reduced by 6% (rounded) to a value of 94.

Obviously, the no-build option results in no cost, which is more favorable than the lowest completion estimate of \$90M. However, if zero were accepted as the base cost yielding an index of 100, the cost differential among the various build options would be substantially muted. To avoid this effect, an exceptional index of 200 was assigned to the cost factor associated with the no-build option.

The cost of the project is irrelevant to the obligation and authority of the Metropolitan Planning Organization (MPO). The recommendation of the MPO should be based on only those considerations placed under its authority. The purpose for including cost in the decision model is to provide KDOT with a more comprehensive assessment of the factors influencing the outcome.

Conclusion

This document should be regarded as a framework from which a discussion can evolve. There may be disagreement regarding the factors to be considered in reaching a decision; there certainly will be disagreement with respect to the relative importance of each factor. The arguments presented herein should be

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regarded as a rationale with which the reader can test his or her own views. The goal of this document and the methodology it contains is to define and facilitate the decision process while documenting the deliberations leading to a conclusion.

Bibliography

- ¹ Kansas Department of Transportation South Lawrence Trafficway, K-10 and the South Lawrence Trafficway – Making Critical Connections.
- ² Horizon 2020, p. 121.
- ³ Horizon 2020, p. 143.
- ⁴ Horizon 2020, p. 143.
- ⁵ Horizon 2020, p. 167.
- ⁶ Horizon 2020, p. 1.
- ⁷ Horizon 2020, p. 171.
- ⁸ Joy Ludwig, "Roadway Concerns Draw Crowd", Lawrence Journal-World, August 31, 2001, Section B, p. 1. [continued on p. 3.].

Questions Relating to SLT Issues

1. In terms of general planning guidelines, what are the expected influences from locating a major roadway outside of the urban growth boundary?
2. What is the definition and scope of the sanitary sewer issue; what, if any, is the compelling argument for locating a beltway road closer to the urban growth boundary with respect to sanitary sewer? It would be useful to hear from anyone in city or county government who has information regarding how the location of the South Lawrence Trafficway will impact sanitary sewer considerations.
3. What is the definition and scope of the water service issue; what, if any, is the compelling argument for locating a beltway road closer to the urban growth boundary with respect to water service? It would be useful to hear from anyone in city or county government who has information regarding how the location of the South Lawrence Trafficway will impact water service considerations.
4. What is the statutory authority of the Metropolitan Planning Organization (MPO) with respect to SLT issues? How does the MPO derive its authority; federal statutes? In particular, is it true that the MPO must give approval to a state or federal highway that pierces the urban growth area?