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**MEMORANDUM**

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**TO:** KAREN S. CONARD  
**FROM:** JULIET WALKER, PLANNING DIRECTOR *JW*  
**CC:** TODD GERMAIN, FIRE CHIEF  
MARK NEWPORT, POLICE CAPTAIN  
PETER RICE, PUBLIC WORKS DIRECTOR  
ERIC EBY, PARKING AND TRAFFIC ENGINEER  
**SUBJECT:** REPORT BACK ON MIDDLE STREET / LAFAYETTE ROAD BIKE LANES  
**DATE:** 5/5/2020

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On March 12<sup>th</sup>, City staff held a public meeting in City Council Chambers on the Middle Street / Lafayette Road bicycle lanes. The purpose of the public meeting was to provide opportunity for members of the public to share comments, concerns, and suggestions for improvement. Meeting notices were mailed to all property owners along the section of roadway where the bike lanes have been installed.

A follow-up work session with Council was originally scheduled for March 23<sup>rd</sup>, but due to the COVID-19 emergency, this work session was postponed indefinitely. Enclosed with this memo are City staff responses to some of the feedback provided by members of the public in March.

The City typically re-installs our removable on-street bike facilities (e.g. bicycle corrals, flex post bollards, and bike share stations) starting in early May with the arrival of warmer weather and increased bicycling activity.<sup>1</sup> We anticipate there will continue to be demand for bicycle facilities in the City, and we are also anticipating that the social distancing and suspension of many organized sports, as well as ongoing closure of indoor exercise facilities will likely continue for some time. With that in mind, staff is recommending that the City continue to support the ability for residents to partake in passive localized recreation (i.e. bicycling and walking) along our city streets and sidewalks safely and comfortably. This could also help to reduce congestion in our area parks and off-road trails.

After the meeting in March, Public Works Director Peter Rice, Planning Director Juliet Walker, Fire Chief Todd Germain, Police Captain Mark Newport, and Parking and Traffic Engineer Eric Eby met to discuss possible modifications to the bike lanes. Given the current context of the COVID-19 emergency and the anticipated freeze on capital

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<sup>1</sup> The City has temporarily suspended the bike share program due to the COVID-19 emergency.

projects, we unanimously agree that substantial changes to the bike lane design should not be a City priority at this time, and we have jointly agreed to recommend the following low cost modifications to the bike lanes for the coming season. We have also included some longer term (and higher cost) considerations for the future.

We would also recommend holding a work session with Council in the fall to review the impact of the interim modifications and to discuss any future courses of action.

### **Staff Recommendations**

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#### **Spring of 2020**

- Re-install a limited number of flex post bollards (about 40 along the entire corridor, which is a reduction of 30 from last year). The bollards helps to delineate the bike lanes and parking areas, which improves safety for bicyclists and motorists.
  - Keep bollards at all intersections and at start of on-street parking areas.
- Remove on-street parking at intersections to improve sight lines
  - 1 space south of Aldrich and 1 space north of Aldrich
  - 1 space south of Cass and 4 spaces north of Cass
- Reduce posted speed limit to 25 mph.

#### **Summer of 2020**

- Restriping -- adjust center line in locations to align with road crown, this will widen travel lanes and straighten out curves and help prevent cars crossing center line
  - Between Union Street and Park Street, and Middle Road and Mendum Avenue.

#### **Longer-Term Changes**

- Full re-pave of Middle Street will provide consistent pavement color and eliminate scarring in pavement that creates visual confusion at night and in low visibility conditions.
- Research more aesthetic alternatives to flex post bollards.
- Evaluate locations for additional pedestrian crossings.
- Implement intersection improvements at Greenleaf Avenue and Lafayette Road.
- Continue to work on completing connections to city-wide bicycle network.

#### **Ongoing Data Collection**

- Collect additional data on traffic speeds, accident reports, and bike lane usage – to compare impact of design modifications
- Survey students and families at Middle School and High School regarding usage of bike lanes

## **Staff Responses to Public Comments about Bike Lanes (from March 2020 public meeting and correspondence submitted to Planning Department)**

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- **Comment:** Middle Street is a principal arterial roadway intended to serve high traffic volumes. 30-35 mph speed limit based on 85<sup>th</sup> percentile is not unreasonable.  
**Staff Response:** We agree. That is why a protected bike lane using parked vehicles or flex posts, or a separated bicycle facility is appropriate for this roadway where speeds regularly exceed 30 miles per hour.
- **Comment:** Although the design meets most minimum bike lane standards, minimums are rarely enough for the public to feel comfortable.  
**Staff Response:** We agree that increasing the bike lane widths above the minimum standards would likely increase comfort for bicyclists, however minimums could only be exceeded by removing parking or reconstructing the sidewalk. There is a desire to retain as much on-street parking as possible and the reconstruction of the sidewalk would be a substantial expense. This is also an argument for keeping the striped buffer, flexible bollards, and parking wherever possible.
- **Comment:** Return Middle Street and Lafayette Road back to wide and bike-friendly roadway it once was.  
**Staff Response:** Based on the volume and speed of traffic on Middle and Lafayette, with parking on both sides, this corridor was not considered a bike-friendly roadway previously which is why it was identified in both the 2010 Safe Routes to School Action Plan and the 2014 Bicycle and Pedestrian Plan.
- **Comment:** This project has not increased the number of cyclists using the roadway and there is minimal bike lane utilization.  
**Staff Response:** Cyclists will be more likely to use a bicycle facility, separated or otherwise, if it is part of a comprehensive bicycle network. The City is working on completion of the bicycle network, but that will take time and additional funding. While we have not seen substantial increases in bicycle usage along this corridor, these lanes have not been in place for very long and changes in commuting patterns and behaviors can take time.
- **Comment:** Sight line concerns for traffic entering from intersecting streets  
**Staff Response:** City and state standards allow for on-street parking within 20 feet of an intersection with another street, and right up to the edge of private driveways. This rule allows for the maximum amount of on-street parking but can limit sight lines. It should be noted that poor sight lines existed in many locations along this corridor prior to the construction of the new bike lanes. To strike a balance between retaining as much parking as possible and providing improved sight lines at intersections and driveways, for this project parking was restricted within 20 feet of private driveways and within 40-65 feet of intersections. In some locations, the bike lane project has eliminated parking altogether and greatly improved sight lines as a result. Providing the minimum recommended sight lines for the observed speed of traffic on Middle Street, would require the removal of some the remaining on-street parking spaces.
- **Comments:** The road has long pedestrian crossings and few areas for refuge.  
**Staff Response:** Pedestrian crossing distances were not lengthened by this project. In fact, the crossing distances are shorter when measured between the edge of the parking spaces and the bike lane on the opposite side of the road.

There are just as many areas for pedestrian refuge as before the bike lanes, that has not changed.

- **Comments:** Poor aesthetic due to paint and bollards.  
**Staff Response:** Striping and bollards comply with the latest nationally accepted design guidance for protected bike lanes.
- **Comments:** Catch basins and dips in pavement along bike lane are hazardous.  
**Staff Response:** The majority of catch basins were raised before installing the bike lane. The roadway is in need of resurfacing, which will resolve the unevenness of the pavement. Paving was not part of the budget for this project.
- **Comments:** Concerns about hazards such as car doors swinging into bike lane and travel lanes, drainage, and debris.  
**Staff Response:** A striped buffer was provided where the bike lanes are next to parked cars to safeguard against car doors swinging into the bike lane. City maintenance staff are making adjustments to improve removal of leaves and debris in the bike lanes.
- **Comments:** The design increased the points of conflict at intersections due to parking between lanes.  
**Staff Response:** Removing parking spaces to improve sight lines would help to alleviate this concern.
- **Comments:** Vehicles must block bike lanes at intersections in order to see beyond parked cars.  
**Staff Response:** This is not uncommon for many types of urban bike lanes where there are intersecting streets and on-street parking. Removing parking spaces to improve sight lines would help to alleviate this concern.
- **Comments:** Narrower, shifting lanes cause vehicles to cross parking lane, center line, bike lane buffer.  
**Staff Response:** High vehicle speeds can be a factor in why this is occurring, but there are places that the center line and bike lane buffer could be adjusted. Reducing the posted speed limit can also be considered.
- **Comments:** Concern about congestion and conflicts due to buses and turning vehicles.  
**Staff Response:** This is normal on a City street, and helps to slow traffic, a desirable effect.
- **Comments:** Concern about driver frustration and aggression due to traffic calming impact.  
**Staff Response:** Bike lane design is meant to provide for safer cycling, not to calm traffic. Data indicate that speeds have only lowered slightly. Increase in travel time on corridor is negligible. It is normal for there to be a period of adjustment when traffic patterns are changed.
- **Comments:** On-street ADA parking has been sacrificed  
**Staff Response:** City is not required to provide ADA parking on-street. Individual property owners are required to provide off-street ADA parking for their customers or residents. The City did make an adjustment after the bike lanes were installed to add an ADA drop off space in front of the chiropractic office.
- **Comments:** Cars are parking in bike lane buffer due to minimum travel lane widths.  
**Staff Response:** Removing parking spaces to improve sight lines would help to address this concern. Removing all parking spaces would allow lanes to be

widened, but this project was intended to balance on-street parking demand with improved bicycle safety.

- **Comments:** Parking is unprotected from lane shifts or wide turns at intersections.  
**Staff Response:** When bollards are in place, they help to better delineate the parking lanes from travel lanes.
- **Comments:** Parking on one side of street creates extra pedestrian crossings.  
**Staff Response:** Eliminating on-street parking would address this concern, but this project was intended to balance on-street parking demand with improved bicycle safety. Primary purpose of arterial roadways is for moving higher volumes of traffic. Providing on-street parking is a secondary use, and only when sufficient room exists.
- **Comments:** Vehicles are stopping less for pedestrian crossings.  
**Staff Response:** This observation is anecdotal and not backed up by data. However, video observations by the City of pedestrian crossings along the entire corridor reveal that there are a low volume of pedestrian crossings, typically less than 10 per hour at all crosswalks during the peak hour. This is true before and after the bike lanes were installed. Studies have shown that driver yield rates are very low when pedestrian crossings are less than 20 per hour.
- **Comments:** Consider alternative options such as reverting back to prior design (no bike lanes), placing bike lanes on the outside of the parking lanes (next to vehicular travel ways), or total roadway redesign that includes a raised buffer between bicycles and parking.  
**Staff Response:** Original design is not appropriate for a roadway with this level of traffic and speeds and, furthermore, reverting to prior condition would require returning the federal funding received for this project. Separated bike lane is the appropriate design. High impact alternative (total roadway design) is a good solution, but as noted, expensive.
- **Comments:** Install traffic signal at Middle and Cass  
**Staff Response:** Middle at Cass did not meet any signal warrants in 2018. It might have in 2019 due to Islington detour, but no detour in 2020.