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**To:** Municipal Services Committee  
**From:** Eric Lom, City Traffic Engineer  
**Date:** September 20, 2018  
**Re:** Parking restriction changes on Lutz Drive related to multi-use trail construction

The construction of the Lutz Drive multi-use trail was completed earlier this year. This trail segment, which extends from Pierce Court, past the Appleton Yacht Club, to the Lutz Park parking lot, is part of a larger planned regional trail network that will eventually extend from Alicia Park to the Newberry Trail and beyond.

For safety reasons, the American Association of State Highway and Transportation Officials (AASHTO) recommends that multi-use trails be separated from an adjacent roadway by a terrace with a minimum width of five feet. However, in this case, a combination a Wisconsin DNR requirements and utility conflicts did not allow for this. Instead, the trail was constructed at the back of the roadway curb with *no* terrace (see Figure 1 below). While this configuration is less than desirable based on applicable design standards, it was staff's belief that it could still function safely for bicyclists if parking were removed adjacent to the trail. The removal of parking would virtually eliminate the possibility of bicyclists being "doored," which is a type of bicycle crash caused by motorists opening the doors of their parked vehicles into the paths of oncoming cyclists. This type of crash is of particular concern because studies show that about 80% of bicyclists that are involved in a "dooring" crash are injured. While the removal of parking adjacent to the trail was initiated in an effort to provide an acceptable level of safety for trail users, it also raised concerns from the Appleton Yacht Club which were centered around the loss of on-street parking and loading areas, as well as perceived concerns about their members needing to cross Lutz Drive when parking on the west side of the street.



Figure 1 - Lutz Park Multi-Use Trail (as constructed)

## Discussion and Recommendations

Based on the information discussed above, as well as the feedback received from the Appleton Yacht Club, staff has developed two scenarios for consideration.

### Scenario 1 – Parking Restriction along the Trail Remains (Cost: Minimal)

In this scenario, the parking restriction that is currently in place along the length of trail would remain in place. This scenario would provide a reasonable level of safety for trail users, given the fact that there is no terrace between the trail and the roadway. In this scenario, we would propose to cut back the vegetation in the terrace area along the west side of Lutz Drive to allow passengers to more easily exit vehicle parking on that side of the street. We would also propose to extend the existing *No Parking* zone on the west side of Lutz Drive by 50 feet to help ensure adequate sight lines for drivers and pedestrians. In this scenario, a total of approximately 106 on-street parking stalls would be available on Lutz Drive. It is also worth noting that it would be legal for Yacht Club members to load/unload passengers and materials in the *No Parking* zone adjacent to the trail.

### Scenario 2 – Allow Parking on the East Side & Create Buffer Area Using Pavement Markings (Cost: ~\$5,000)

This scenario was developed in an attempt to maximize trail safety *and* satisfy Yacht Club concerns about on-street parking proximity. It would allow parking on the trail side of Lutz Drive (and prohibit it on the west side) utilizing pavement markings to create a “buffer area” between the parked cars and the trail, thereby theoretically eliminating the issue of “dooring.” (see Figure 2). In this scenario, a total of approximately 110 on-street parking stalls would be available on Lutz Drive. While on the surface, this scenario would seem to be a “win-win” solution, staff presents it with several important reservations:

- Because the plan would require drivers to park in a very unusual manner - several feet away from the curb - we believe it would be very difficult to get consistent compliance, even with special signage, etc. We believe drivers would simply park at the curb like they normally would. While focused enforcement could help improve this, staff believes this would be an ongoing struggle fraught with public relations issues and disproportionate enforcement efforts.
- The cost to implement this scenario is high, estimated to be about \$5,000 up front. Additionally, the pavement markings would need to be replaced every 5-10 years at a cost of an additional ~\$5000.
- If this scenario were implemented, and subsequently deemed to be unsuccessful, the cost to remove the markings would be \$6,000 to \$7,000, and would leave the roadway scarred due to the removal process.

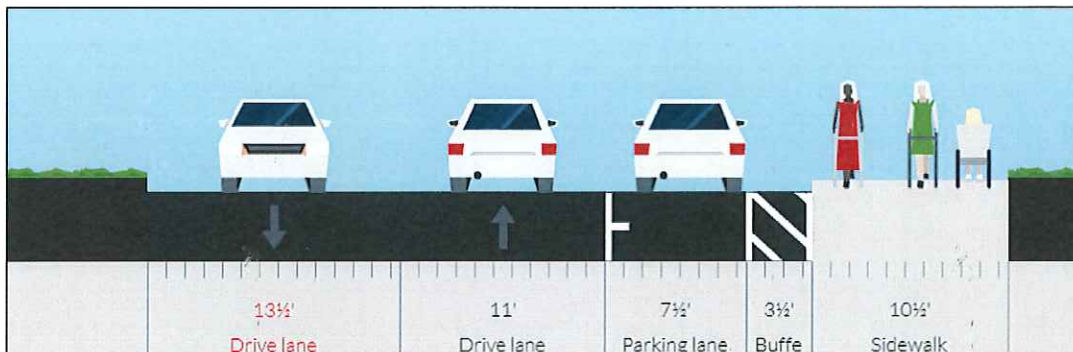


Figure 2- Typical Cross Section for Scenario 2

**RECOMMENDATION:** Based on the totality of the information presented above, staff recommends implementation of Scenario 1. We believe Scenario 2 comes with a potential cost-benefit ratio that is too high, especially given our budgetary limitations.

### Supporting Information:

During the last Municipal Services Committee meeting (on September 10<sup>th</sup>), several issues were raised. Below are staff's responses and discussion about those topics:

#### Possibly stripe the trail (so parking could remain on the east side, adjacent to the trail)

The question was asked as to whether the trail could be striped in a way such that pedestrians use the side of the trail closest to the curb and bicyclists use the portion away from the curb (it was stated that this is done in Minneapolis). In fact, the Minneapolis Parks and Recreation Board has numerous trails that are configured to separate bicyclists and pedestrians (see Figure 3 below). However, their current design guidance requires that when pedestrians are separated from bicyclists on a multi-use trail, two bicycle lanes should be striped (one for each direction), each at a *minimum* width of five feet. In other words, the total width of the trail would need to be 15 feet, rather than the trail's actual width of 10 feet. Staff does not recommend this option.



Figure 3 - Minneapolis Trail Markings

#### Loading/unloading materials and discharging passengers adjacent to the trail

Yacht Club member expressed concerns about the need to drop off passengers and materials on the trail side of the street. State law permits loading and unloading of passengers and/or materials in a *No Parking* zone, provided that a driver remains with the vehicle.

#### Safety concerns about Yacht Club members crossing Lutz Drive

Lutz Drive is a relatively minor street with a speed limit of 25 miles per hour. Our records show it carries about 870 vehicles per day during the summer months. This equates to approximately 70 cars per hour during the peak traffic hour, or just over one car per minute. During off-peak times, traffic volumes are much lower. That said, the topography and roadside vegetation in the area of the Pierce/Lutz intersection severely limits the sight lines that would allow drivers to see and react to pedestrians crossing in that immediate area. For this reason, parking is not allowed on the west side of Lutz Drive in the vicinity of the Pierce/Lutz intersection. While staff does not believe that pedestrian crossings across Lutz Drive are *inherently* dangerous (based on low traffic volumes and speeds), we do recommend extending the existing No Parking zone on the west side of the street a bit further as a means of giving drivers a better opportunity to react to pedestrians that may be crossing (See Figure 4 below).

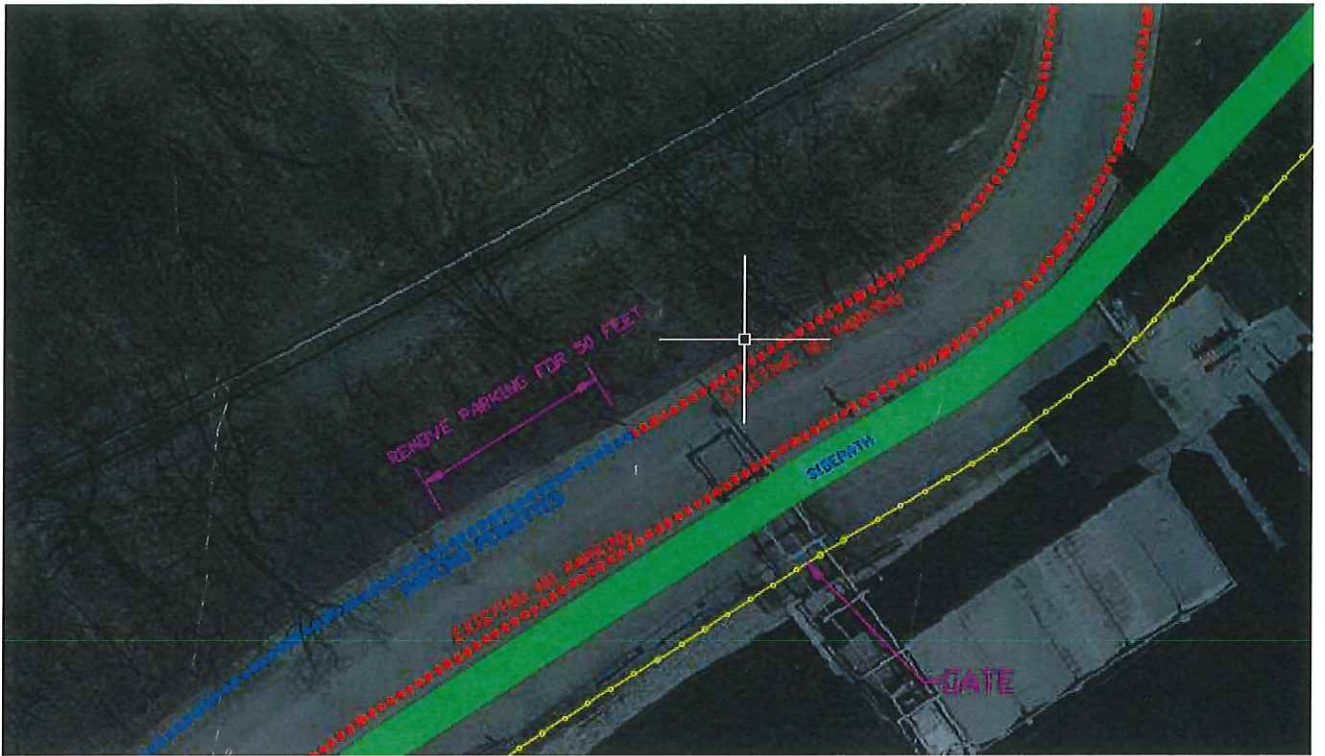


Figure 4- Additional Parking Restriction on West side