



DEPARTMENT OF PUBLIC WORKS  
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**To:** Municipal Services Committee  
**From:** Eric Lom, City Traffic Engineer  
**Date:** October 17, 2018  
**Re:** Parking restriction changes on Lutz Dr related to multi-use trail construction  
\*\**REVISED*\*\*

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 Alecia 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, the combination of 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 (AYC), staff has developed three 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 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 AYC members to load/unload passengers and materials in the *No Parking* zone adjacent to the trail.

*Concerns were raised about how AYC members could safely park and exit their vehicles on the west side of Lutz Drive during winter months, due to the lack of a sidewalk on the west side. Given that no sidewalks existed on either side of Lutz Drive in that area prior to the construction of the trail, AYC members that parked on either side of Lutz Drive, north of the clubhouse, would likely have needed to walk in the roadway to get to the clubhouse driveway. Under Scenario 1, the need to walk in/along the roadway to get to the clubhouse driveway would be eliminated, as people could simply cross the street and walk along the trail to get to the driveway.*

### 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 AYC 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.

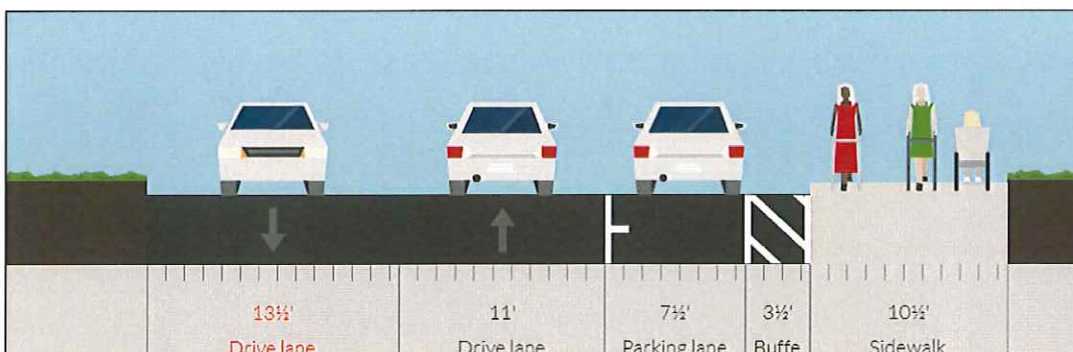


Figure 2- Typical Cross Section for Scenario 2

### Scenario 3 – Allow Parking Adjacent to the Trail at Certain Times

At the Committee's request, the AYC was contacted in an attempt to find a solution that would allow parking along the trail during certain times of the day/week/year in an attempt to balance AYC's desires with the Department's desire to maximize trail safety (our email exchange with AYC leadership is attached for reference). AYC has been clear that they would prefer parking be allowed adjacent to the trail whenever the club is open. This includes 5:00 p.m. to 8:00 p.m. on weeknights (year round), as well as all weekend days and evenings. Unfortunately, the majority of times they are open are the times when the trail would be most heavily used, and the parking would present the largest hazard to bicyclists. We believe a compromise could allow for parking during winter months (say, November 1<sup>st</sup> to April 1<sup>st</sup>), but should not allow for parking during the remainder of the year, when the trail will see its highest usage.

**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, and we believe Scenario 3 would unnecessarily compromise safety.

## 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:

### 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).

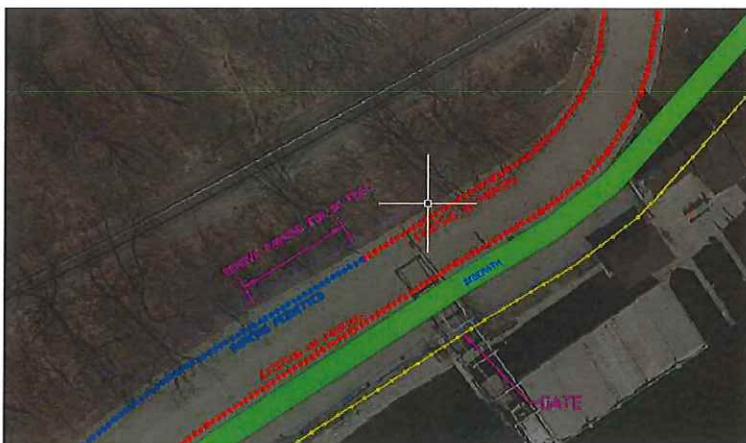


Figure 3- Additional Parking Restriction on West side

### 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.

## Eric Lom

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**From:** mzelinski@new.rr.com  
**Sent:** Friday, October 12, 2018 8:41 AM  
**To:** Eric Lom; jimk\_1@yahoo.com; smaves@pcitrucks.com  
**Cc:** Paula Vandehey; Tom Flick  
**Subject:** Re: Lutz Dr Parking

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Eric:

I apologize for the delay in our response. There was a bit of confusion regarding who was going to handle this question in our all volunteer organization.  
Here is the info you need.

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Time of Day / Day of Week / Time of Year:

If the Committee were to consider a scenario where parking would be prohibited along the trail only during certain times of the day and/or times of the year, it is important for us to clearly understand when the AYC has events that require more parking stalls than can be accommodated in the AYC lot. Could you please clarify when this typically occurs, and how often?

- Time of day?
- Day of week?
- Time of year?

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The Club is open, generally, from 4PM to Close (10PM-Midnight) during the week. The Club is open on weekends, generally from Noon to Close.

In general, our busiest times year round are from approximately 5:00 PM - 8:00 PM during the week. We are very busy Friday nights, consistently.

We do get very busy on weekend days and evenings when we have events (parties, weddings, events, boating events, etc.) We are busier during boating season, generally (May-September), but we have worked hard to stay busy year round.

We have been successful in cash flowing this business year round ... this has not always been the case.

Also, when boating is busy, any overflow from guests to the Club or the Trail end up in Lutz Park parking, which fills up pretty quickly.

So, in general, we feel we need the parking requested during those hours we are open. It's a bit impractical, and bad for business, for guests that remain after the busy hours (i.e. 5PM-8PM on a Friday night, to have to move their car if parking were restricted in narrow windows ).

We hope you find a solution to parking on the river side of Lutz Drive. It would be helpful to both our Club and visitors to both the Trail and the Park.

Thank you!

Mark Zelinski  
AYC Director

Mark S. Zelinski  
mzelinski@new.rr.com  
920-621-1456

Gentlemen,

As you know, the City's Municipal Services Committee discussed the status of on-street parking on Lutz Dr, in the vicinity of the Appleton Yacht Club, at their last meeting (on 9/24). For reference:

\* A video recording of that meeting can be found here<[http://cityofappleton.granicus.com/MediaPlayer.php?view\\_id=3&clip\\_id=2496&meta\\_id=191462](http://cityofappleton.granicus.com/MediaPlayer.php?view_id=3&clip_id=2496&meta_id=191462)>

\* The meeting agenda can be found here<<https://cityofappleton.legistar.com/View.ashx?M=A&ID=639934&GUID=EC6D63FF-01F4-4635-BEBA-FBCDC0AC6CA7>>

\* The memo that was prepared by staff can be found here<<http://cityofappleton.legistar.com/gateway.aspx?M=F&ID=1241babe-1a84-4bf9-a4f6-ee6508ba7230.pdf>>

During the meeting, the Committee had considerable discussion about the two scenarios that were brought forth by City staff. These scenarios are described in detail in the staff memo linked above. As a byproduct of those discussions, the Committee has asked that staff develop a 3rd option that would be more palatable to all involved. To that end, I have a couple clarifications to offer, and several questions I'm hoping AYC can answer.

#### Loading and Unloading

As I mentioned during the meeting, loading and unloading of people and/or materials is permitted in a No Parking zone by state law (340.01(42m)). As such, it is currently legal for drivers to use the section of Lutz Dr that is located along the trail for loading and unloading, despite the No Parking signs that are in place.

#### Parking during winter months

At the 9/24 meeting, concerns were raised about the ability of AYC members to safely cross Lutz Drive during the winter months if parking would continue to be prohibited along the trail. Additionally, concerns were raised about how AYC members could safely park and exit their vehicles on the west side of Lutz Drive during the winter months, given the lack of a sidewalk on the west side. Given that no sidewalks existed on either side of Lutz Drive in that area prior to the construction of the trail, can you clarify how AYC members traditionally navigated from their parked vehicles to the AYC entrance during the winter months?

Time of Day / Day of Week / Time of Year If the Committee were to consider a scenario where parking would be prohibited along the trail only during certain times of the day and/or times of the year, it is important for us to clearly understand when the AYC has events that require more parking stalls than can be accommodated in the AYC lot. Could you please clarify when this typically occurs, and how often?

\* Time of day?

\* Day of week?

\* Time of year?

I appreciate your thoughts and feedback on this issue. I will plan to share your feedback with the Committee at their October 22nd meeting (4:30 p.m. in the Council Chambers). Feel free to call or email with any questions in the meantime.

Eric

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