CITY PLANNING COMMISSION AGENDA

STAFF: KATE BRADY, KATHLEEN KRAGER

FILE NO(S):

PROJECT: **BikeCOS!, A Citywide Bicycle Master Plan**

APPLICANT: **CITY OF COLORADO SPRINGS**

PROJECT SUMMARY:

1. Project Description: COS Bikes! is a citywide bike master plan, which is intended to replace Section 8: The Bicycle Element of the 2001 Intermodal Transportation Plan and serve as the bicycle section of the anticipated upcoming Transportation Master Plan (scheduled to begin in 2018). BikeCOS! Identifies key opportunities to significantly improve and expand the City's existing bicycle network, support facilities, policies and programs, and to increase bicycling among people of all ages and abilities (with emphasis on the "interested but concerned" populations). This plan focuses on on-street bicycling and connections to the trail network as identified in the Parks System Master Plan, and is particularly concerned to encourage bicycling for transportation purposes.

   A complete copy of the plan will be provided as a separate attachment.

   Additional information is available at the project website: https://coloradosprings.gov/bikeplan

2. Planning and Development Team's Recommendation: That the Planning Commission recommend approval to City Council for the Plan.

BACKGROUND:

The City released the RFP for a new citywide bicycle master plan in December, 2015. The previous bike master plan was completed in 1996, and much had changed in the intervening 20 years. The purpose of developing a new master plan was to have an up to date working document that would direct the responsible allocation of the City's resources; build on recent related efforts, such as the PPACG Regional Nonmotorized Plan, the Experience Downtown Colorado Springs Plan of Development and Master Plan, and the City of Colorado Springs Park System Master Plan; identify key opportunities to significantly improve and expand the City's existing bicycle network (both on-street and trail), support facilities, policies and programs; with a goal of increasing bicycling among people of all ages and abilities (with emphasis on the "interested but concerned" populations).

The City signed a contract in March 2016 with Toole Design Group, a nationally known planning, engineering and landscape architecture firm specializing in bicycle and pedestrian transportation with a Denver regional office. They were familiar with the community of Colorado Springs from past projects.

STAKEHOLDER PROCESS AND INVOLVEMENT:

After the initial data collection phase, the project team conducted a visioning workshop with a diverse group of internal and external stakeholders, in which participants identified common themes both current and aspirational for bicycling in Colorado Springs. Intending to get feedback from a wide range of community members through multiple avenues, the project team attended two community events (a neighborhood block party and a trailhead expo). They also hosted an online survey to which over 800 people responded. The input from the stakeholders and the citizens directly informed the Plan's vision statement and goals.

Once the team developed a draft map of priority corridors and draft list of recommendations, they held a public open house where 250 people shared their comments and concerns. This input in turn informed the draft that was presented publicly at the November meeting of the Active Transportation Advisory Committee and on the internet for comment from early November to December 10. Nearly 800 people responded. All public comment is summarized in Appendix D.

Based on having received feedback from at least one thousand individual residents of Colorado Springs, the project team feels confident that they are providing the city with a direction forward that strikes the right balance between visionary and practical for this community. This plan when implemented will use the city's existing and planned trails network as the foundation of a system that connects origins and destinations through a citywide low stress network, which will allow people of all abilities and ages to choose the bicycle for their transportation needs.

ANALYSIS OF REVIEW CRITERIA/MAJOR ISSUES/COMPREHENSIVE PLAN & MASTER PLAN CONFORMANCE:

BikeCOS! is a citywide bicycle transportation plan, and as such is intended to work with and enhance the underlying land uses. This plan does not recommend changing land uses.

Analysis of Master Plan Criteria (7.5.408)

7.5.408.A. Comprehensive Plan: The Comprehensive Plan and the 2020 Land Use Map are the context and the benchmark for the assessment of individual land use master plans. The proposed land use master plan or the amendment conforms to the policies and strategies of the Comprehensive Plan. The proposed land use pattern is consistent with the citywide perspective presented by the 2020 Land Use Map.

The proposed Bicycle Master Plan conforms to the policies and strategies of the City's current Comprehensive Plan. Because BikeCOS! does not propose changes to the land use pattern, it is therefore as consistent with the 2020 Land Use Map as the existing land use patterns are.

The 2001 Comprehensive Plan contains on the order of 300 individual goals, objectives and strategies. BikeCOS! is consistent with strategies, policies and objectives from the following chapters: Land Use, Neighborhoods, Transportation, Community Character/Appearance, and Land Use Map, and Implementation. Some of the most pertinent strategies, policies and objectives include the following:

Strategy LU 101c: Support Cooperative Efforts for a Regional Transportation System
Continue to support the cooperative efforts to plan, fund, build, and maintain a regional transportation system for vehicles, transit, bicycles and pedestrians with other governmental entities, agencies, and organizations.

Objective N 4: Mitigate Transportation Impacts
Design improvements to the transportation system that balance an efficient and convenient transportation system with the integrity and character of neighborhoods. Proposed improvements to the transportation system will take into account such issues as neighborhood cut-through traffic, residential traffic speeds, pedestrian and bicycle safety and accessibility, landscaping, historic features, and noise.

Strategy N 402c: Support Multi-modal Transportation Options
Plan, design and construct neighborhood traffic, transit, pedestrian and bicycle facilities to achieve the appropriate level of access and circulation for each mode.

Strategy T 103b: Link Neighborhoods with Citywide Transportation System
Plan and design attractive, safe and efficient access and mobility for transit, vehicles, pedestrians and bicycles to link neighborhoods with community planning areas and the city as a whole.

Strategy T 104b: Integrate the Regional and Local Transportation Systems

Plan, design and implement a transportation system, including services and facilities that support the integration of the regional and local transportation networks. Facilitate access to the system for vehicles, pedestrians, bicyclists, mass transit services, and persons with disabilities.

Strategy T 201e: Bicycle and Pedestrian Safety
Designed pedestrian and bicycle facilities, including sidewalks, on-road lanes, off-road trail, connections, crossings, signals, and bridges to facilitate movement in a safe and efficient manner. Facilitate convenient and safe bicycle and pedestrian movement at crossings and traffic signals.

Strategy T 203b: Encourage the Use of Alternative Transportation Options
Promote pedestrian and bicycle transportation as modes of travel, not just recreational activities. Develop programs and infrastructure to encourage the use of high occupancy vehicles (HOVs), such as buses, vans and carpools. Support education programs to increase the public's awareness of the benefits of alternative transportation methods. Recognize and coordinate efforts locally, regionally and statewide to advance Transportation Demand Management strategies.

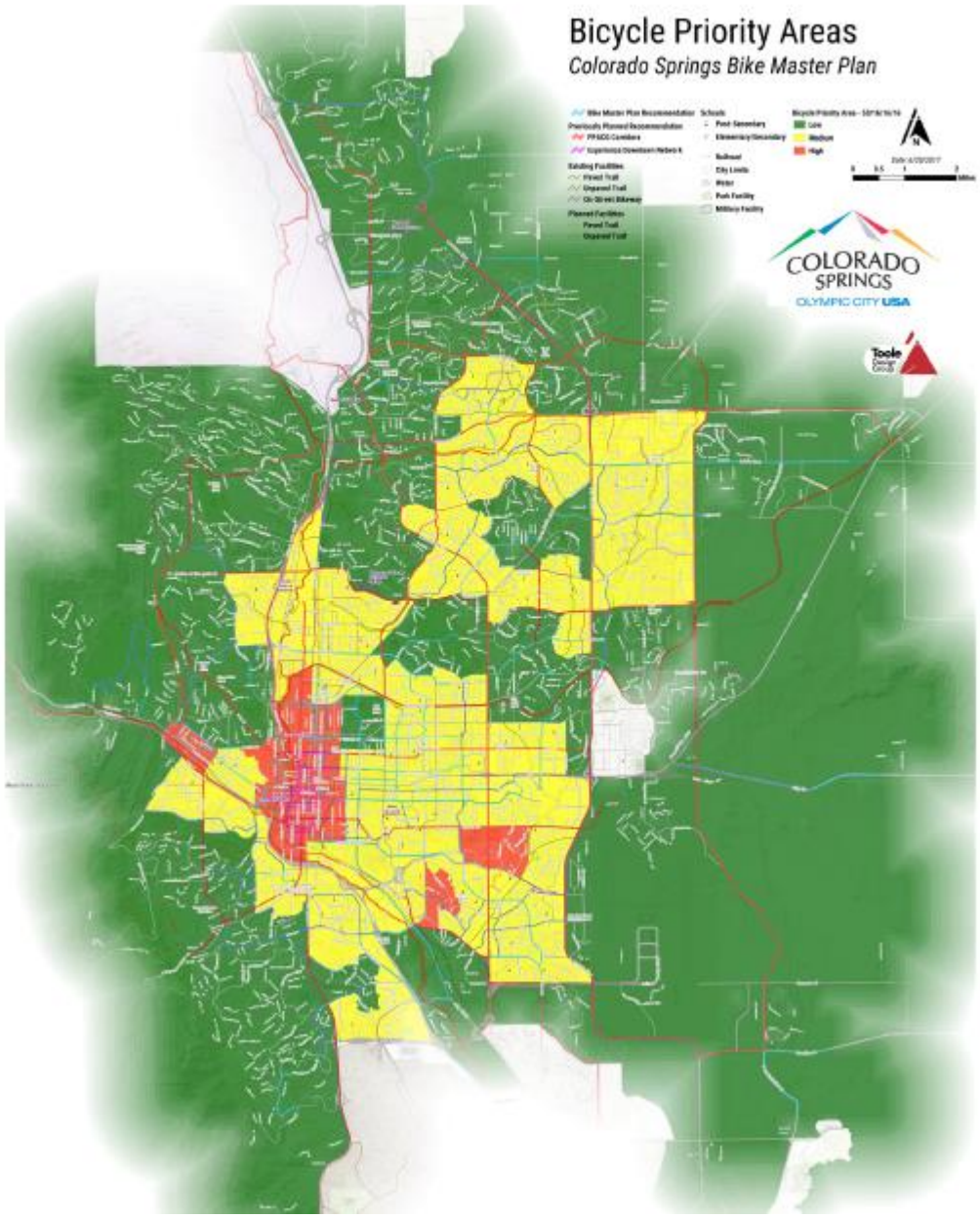
Comprehensive Plan Infill Supplement (2016)

The BikeCOS! Plan and process are recommended as **very highly consistent with the** recently adopted **Comprehensive Plan Infill Supplement**.

The guiding principles in the Comprehensive Plan Infill Supplement are:

- Creates Community Benefit
- Removes Barriers to Infill Development
- Minimizes Infill Investment Risk

This BikeCOS! Plan will contribute primarily to the first principle, by creating better connectivity through multiple modes of transportation. Additionally, the Plan identifies Bicycle Priority Areas, as illustrated below:



These are “areas of the city with strong public support for projects and high potential demand and need for bicycle facilities.” These areas are also priorities for infill development.

The Comprehensive Plan Infill Supplement also includes 9 overarching goals. The recommendations in BikeCOS! enhance bicycling as a transportation choice for residents of Colorado Springs to destinations, and as such supports the Connectivity goal, which is described as *“contribut[ing] to multimodal viability allowing for a range of choices for traveling between destinations in the community.”*

Finally, the Comprehensive Plan Infill Supplement is intended to be supported by an actionable and adaptable Infill Action Plan. The Action Plan more specifically recommends several directly applicable actions:

- Create and adopt the new transportation plans necessary to support redevelopment of priority infill areas
- Update the Engineering Criteria Manual, a recommendation echoed in both plans

Additional Master Plan Review Criteria

7.5.40.B. Land Use Relationships:

1. *The master plan promotes a development pattern characterizing a mix of mutually supportive and integrated residential and nonresidential land uses with a network of interconnected streets and good pedestrian and bicycle connections.*
2. *Activity centers are designed so they are compatible with, accessible from and serve as a benefit to the surrounding neighborhood or business area. Activity centers also vary in size, intensity, scale and types of uses depending on their function, location and surroundings.*
3. *The land use pattern is compatible with existing and proposed adjacent land uses and protects residential neighborhoods from excessive noise and traffic infiltration.*
4. *Housing types are distributed so as to provide a choice of densities, types and affordability.*
5. *Land use types and location reflect the findings of the environmental analysis pertaining to physical characteristics which may preclude or limit development opportunities.*
6. *Land uses are buffered, where needed, by open space and/or transitions in land use intensity.*
7. *Land uses conform to the definitions contained in Section 7.5.410 of this part.*

BikeCOS! provides that network of bicycle connections mentioned in 7.5.40B1.

C. Public Facilities:

1. *The land use master plan conforms to the most recently adopted Colorado Springs parks, recreation and trails master plan.*
2. *Recreational and educational uses are sited and sized to conveniently service the proposed population of the master plan area and the larger community.*
3. *The proposed school sites meet the location, function and size needs of the school district.*
4. *The land use master plan conforms to the adopted plans and policies of Colorado Springs Utilities.*
5. *Proposed public facilities are consistent with the strategic network of long range plans.*
6. *The master development drainage plan conforms to the applicable drainage basin planning study and the drainage criteria manual.*

BikeCOS! used the following long range plans as a foundation for the Vision Network: PPACG Regional Nonmotorized Plan, the Experience Downtown Colorado Springs Plan of Development and Master Plan, and the City of Colorado Springs Park System Master Plan. Additionally, staffs from the Parks Department, Planning, and PPACG were integral members of the Technical Advisory Team, many of whom reviewed the draft plan for conformity. The plan considered existing recreational, parks and educational sites as destinations for the Vision Network, but did not specifically site any new ones. Drainage and Utilities are not affected.

Staff finds that this required criterion is met.

D. Transportation:

1. *The land use master plan is consistent with the adopted intermodal transportation plan. Conformity with the intermodal transportation plan is evidence of compliance with State and local air quality implementation and maintenance plans.*
2. *The land use master plan has a logical hierarchy of arterial and collector streets with an emphasis on the reduction of through traffic in residential neighborhoods and improves connectivity, mobility choices and access to jobs, shopping and recreation.*
3. *The design of the streets and multiuse trails minimizes the number of uncontrolled or at grade trail crossings of arterials and collectors.*
4. *The transportation system is compatible with transit routes and allows for the extension of these routes.*

5. *The land use master plan provides opportunities or alternate transportation modes and cost effective provision of transit services to residents and businesses.*
6. *Anticipated trip generation does not exceed the capacity of existing or proposed major roads. If capacity is expected to be exceeded, necessary improvements will be identified, as will responsibility, if any, of the master plan for the construction and timing for its share of improvements.*

BikeCOS! is intended to replace Section 8 of the current Intermodal Transportation Plan, until such time that the updated citywide transportation plan is complete, when it will become the bicycle portion of the new plan. As such, it is consistent with the city's current transportation plan. This plan does not suggest additional streets, but does make recommendations for the design of bicycle infrastructure on streets, trail connections, and multimodal access to transit. Further, the successful implementation of BikeCOS! with subsequent increases in bicycle mode share should ease strain on the capacity of existing roads.

Staff finds that these criteria have been met.

E. Environment

1. *The land use master plan preserves significant natural site features and view corridors. The Colorado Springs open space plan shall be consulted in identifying these features.*
2. *The land use master plan minimizes noise impacts on existing and proposed adjacent areas.*
3. *The land use master plan utilizes floodplains and drainageways as greenways for multiple uses including conveyance of runoff, wetlands, habitat, trails, recreational uses, utilities and access roads when feasible.*
4. *The land use master plan reflects the findings of a preliminary geologic hazard study and provides a range of mitigation techniques for the identified geologic, soil and other constrained natural hazard areas.*

BikeCOS! proposes a network of on-street bicycle infrastructure, but is intended to be more visionary than detailed. As such, specifics of the details of what infrastructure would look like, on a given roadway would be decided at the project level. That being said, bicycle infrastructure being built in existing right of way does not generally affect significant natural site features or view corridors (1) more than the roadway already has. Bicycle riders tend to have less noise impact (2) than other roadway users. BikeCOS! recommends that the Parks Department's greenway network serve as the spine of the bicycle transportation system (3). Most on-street bicycle infrastructure would use existing roadbeds, which should have already addressed any natural hazard areas; in the case of new proposed projects, those studies would be addressed at the time of the project, not in this plan.

Staff finds that these criteria have been met.

F. Fiscal:

1. *A fiscal impact analysis and existing infrastructure capacity and service levels are used as a basis for determining impacts attributable to the master plan. City costs related to infrastructure and service levels shall be determined for a ten (10) year time horizon for only the appropriate municipal funds.*
2. *The fiscal impact analysis demonstrates no adverse impact upon the general community and the phasing of the master plan is consistent with the adopted strategic network of long range plans that identify the infrastructure and service needs for public works, parks, police and fire services.*
3. *The cost of on site and off site master plan impacts on public facilities and services is not borne by the general community. In those situations where the master plan impacts are shown to exceed the capacity of existing public facilities and services, the applicant will demonstrate a means of increasing the capacity of the public facilities and services proportionate to the impact generated by the proposed master plan. Mitigation of on site and off site costs may include, but is not limited to, planned expansions to the facilities, amendments to the master plan, phasing of the master plan and/or special agreements related to construction and/or maintenance of infrastructure upgrades and/or service expansions. Any special agreements for mitigation of on site and off site impacts for public improvements, services and maintenance are shown to be workable and supported by financial*

assurances. Preexisting and/or anticipated capacity problems not attributable to the master plan shall be identified as part of the master plan review.

4. *Special agreements for public improvements and maintenance are shown to be workable and are based on proportional need generated by the master plan.*
5. *Any proposed special districts are consistent with policies established by the City Council.*

To the extent that these criteria are applicable to a master plan of this type, staff finds that the proposed plan is consistent with the required fiscal criteria. In particular there is no required fiscal impact analysis as there would be for a privately-initiated Master Plan. In many cases the detail associated with these considerations will need to be addressed through the process of project implementation.

The City's Bicycle Program has two sources of dedicated funding at this time: The Bicycle Excise Tax, which raises approximately $80,000 annually; and the PPRTA's On-Street Bikeway Improvements project, $412,000 annually. Additionally, the program can at times capitalize on the City's paving and capital improvements programs for additional bicycle projects. No new funding is being sought as part of the master plan process, therefore no fiscal impact is anticipated at this time.

STAFF RECOMMENDATION:
CPC MPA 02-00101-A9MJ18
Recommend City Council approve the major amendment to the 2001 City of Colorado Springs Intermodal Transportation Plan (ITP) adopting BikeCOS! A Citywide Bicycle Master Plan.