



# WESTMINSTER

## Staff Report

TO: The Mayor and Members of the City Council

DATE: September 15, 2010

SUBJECT: Study Session Agenda for September 20, 2010

PREPARED BY: J. Brent McFall, City Manager

*Please Note: Study Sessions and Post City Council meetings are open to the public, and individuals are welcome to attend and observe. However, these meetings are not intended to be interactive with the audience, as this time is set aside for City Council to receive information, make inquiries, and provide Staff with policy direction.*

Looking ahead to next Monday night's Study Session, the following schedule has been prepared:

*A light dinner will be served in the Council Family Room* 6:00 P.M.

### CITY COUNCIL REPORTS

1. Report from Mayor (5 minutes)
2. Reports from City Councillors (10 minutes)

### PRESENTATIONS

1. Bicycle Master Plan Presentation - Attach
2. Budget Presentation

6:30 P.M.

### EXECUTIVE SESSION

None at this time.

### INFORMATION ONLY ITEMS – Does not require action by City Council

1. Monthly Residential Development Report - Attach
2. Application for Section 108 Loan Funds from US Dept of Housing and Urban Development (HUD)

Additional items may come up between now and Monday night. City Council will be apprised of any changes to the Study Session meeting schedule.

Respectfully submitted,

J. Brent McFall  
City Manager



WESTMINSTER

## Staff Report

City Council Study Session Meeting  
September 20, 2010



SUBJECT: Bicycle Master Plan Presentation

PREPARED BY: Mike Normandin, Transportation Engineer

### Recommended City Council Action:

Listen to the presentation from representatives of The Street Plans Collaborative, the consulting firm that was hired to prepare the City's Bicycle Master Plan, and provide comments on the attached plan. A public meeting has been scheduled for Wednesday, September 22, 2010, at 6:00 P. M. at the City Park Recreation Center to obtain public input so that the plan can be finalized and presented for formal adoption by City Council at a later date.

### Summary Statement:

- The City was awarded \$952,800 from the new Energy Efficiency & Conservation Block Grant (EECBG) program funded through the American Recovery & Reinvestment Act of 2009. City staff prepared an Energy Efficiency and Conservation Strategy (EECS) as required by the Department of Energy (DOE) that was approved by the City Council in June 2009 and by the DOE on September 30, 2009. Included within the EECS, the DOE approved the City's proposal to utilize \$50,000 towards the creation of a community-wide Bicycle Master Plan. The master plan is intended to help address the lack of a coordinated, connected, and convenient bicycle transportation network within the City.
- City staff hired a consultant to study the existing network of trails and to create a strategy to improve bicycle transportation throughout the City. The plan identifies potential bike lane and bike route opportunities including missing links of key trails. Also, the plan considers arterial sidewalks which, if wide enough, will attract bike usage and promote connectivity in the City. The plan will provide a starting point for potential, future construction, lane re-striping, trail connections and educational opportunities to make this form of alternative transportation more viable in the City.
- The proposed Bicycle Master Plan has been reviewed by City staff. The Plan is very much at the preliminary draft stage and will not be finalized before receiving further Council and Staff input. At this time, staff wishes to familiarize City Council with the preliminary draft of the Bicycle Master Plan in advance of the next public meeting.

**Expenditure Required:** \$0

**Source of Funds:** N/A

**Policy Issues:**

Should the City finalize and formally adopt a Bicycle Master Plan?

**Alternatives:**

- 1) City Council could choose not to finalize and formally adopt a Bicycle Master Plan. This alternative is not recommended as the expectations of the citizens that have participated in the public involvement process are that the City is developing a Bicycle Master Plan.
- 2) Move forward with the completion of the Bicycle Master Plan and formally adopt the plan at a later date. This alternative is recommended. This will meet the expectations of the citizens that have participated and will enhance the possibility of procuring outside funds to implement the plan in the future.

**Background Information:**

Over the years, inquiries have been made by several bicycling enthusiasts about the possibility of creating a more bicycle-friendly environment within the City. In response to these requests, City staff pursued and was awarded a \$50,000 grant from the Department of Energy for the preparation of a Bicycle Master Plan for Westminster. A consulting firm, The Street Plans Collaborative, was hired in April 2010 to prepare the plan. Over the past four months, the consultant has collected a significant amount of data on the existing system of trails and sidewalks within the City and has prepared recommendations for future improvements.

The attached proposed Bicycle Master Plan document addresses the following objectives:

- Provides an Executive Summary
- Summarizes the Public Involvement Process
- Analyzes the existing Bikeway Network
- Provides a 2030 Bikeway Network plan that includes short term, medium term and long term priorities
- Provides a Bicycle Parking plan
- Provides a Way-finding plan
- Provides an Education, Encouragement and Enforcement Plan

It is important to note that funding to begin the implementation of the Bicycle Master Plan is not identified in the 2011 or 2012 budget. City Staff will evaluate and make recommendations to Council on any potential external funding opportunities that may arise.

The first public meeting to overview the consultants findings and get public input was held on May 27, 2010. A second public meeting (a/k/a the “Bicycle Summit”) has been scheduled for Wednesday, September 22, 2010, at 6:00 P.M. at the City Park Recreation Center. This public meeting has been advertised in various venues such as City Edition, Facebook, Twitter and the project website.

Staff Report – Bicycle Master Plan Presentation  
September 20, 2010  
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The development of a community wide Bicycle Master Plan supports the City Council’s goals and strategic plan, “Vibrant Neighborhoods in One Liveable Community and Beautiful and Environmentally Sensitive City.”

Respectfully submitted,

J. Brent McFall  
City Manager

Attachment

# Westminster 2030 Bicycle Master Plan

- DRAFT I -  
9/13/10

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**Acknowledgements**

**Executive Summary**

## EXISTING

### Introduction

The City of Westminster is home to an impressive network of off-street shared use paths. The majority of this network has been built since 1985, a year in which voters approved a sales tax tied to the ongoing preservation of open space and the development of a bicycle and pedestrian path system. Today, the city proudly boasts more than 74 miles of off-street shared use paths within 2,500 acres of preserved open space. The Farmers Highline Canal, Little Dry Creek, and Big Dry Creek trails effectively serve as recreational trunk lines for numerous other paths that extend like branches into residential numerous sub-divisions (Figure X: Image Shared Use Paths Network). By voting to extend the ¼ cent open space tax, the City's residents clearly continue to support the ongoing development of their open space network.

Despite great success in developing this system, the City has not actively pursued the development of a commensurate on-street bikeway network. The result is a lack of direct, identifiable, and safe network of on-street bikeways (Figure X: Show Image). There also exists a need to develop a more robust approach to encouragement, evaluation, enforcement, and education. Along with bikeway engineering, these comprise the five categories used by the League of American Bicyclists in determining the relative bicycle-friendliness of a given municipality.

### Background Research

To become familiar with the City of Westminster's bicycle planning and physical development context, a review of more than 37 City, County, State, and neighboring municipality plans was undertaken. This effort ensured that this bicycle planning process was well informed by past and ongoing efforts. Additionally, a several ongoing plans that affect the Westminster Bicycle Master Plan were closely reviewed. This includes the 36 Corridor Plan, the eventual sighting of RTD's rail locations, and the redevelopment of the Westminster Mall into a walkable, transit-oriented, mixed-use district. (Figure X: Image from ongoing Plan)

Looking beyond the City of Westminster, the planning team analyzed neighboring municipalities' existing bicycle infrastructure and current bicycle planning efforts. This review informed this planning process insofar as to ensure that Westminster's planned bikeways will contribute to a more regional bikeway system.

Finally, a review of best local and national practices was completed to best inform the Westminster Bicycle Master Plan.

Below is the list of selected plans reviewed during this planning effort:

- *City of Westminster Zoning Code and Land Use Map*
- *City of Westminster Guidelines for Traditional Mixed Use Neighborhood Developments*
- *Westminster Center Urban Reinvestment Project and Mall Redevelopment Massing Study*
- *City of Westminster Strategic Plan (2009-2014 -2023)*
- *City of Westminster Traffic Volume Counts (2010)*
- *36 Corridor Bike Links Map*
- *City of Westminster Trails Plan Map*
- *City of Westminster Existing Trail System Map*
- *City of Westminster Metzger Farm Open Space Master Plan(2010)*
- *City of Westminster Site Development Standards (Chapter 7)*
- *DRCOG's 2010 Guidelines for Successful Pedestrian and Bicycle Facilities in the Denver Region*
- *City of Westminster Streetscape Improvement Projects (2010-2011)*
- *City of Westminster Roadway Plan (2008)*
- *City of Westminster Pedestrian and Bicyclist Crash Data (2009)*
- *City of Davis, California Bicycle Master Plan (2009)*
- *City of Boulder, Colorado Bicycle Master Plan (2006)*
- *City of Boulder, Colorado Transportation Plan (2008)*
- *City of Denver Bicycle Master Plan Update (2001)*
- *Adams County Parks, Trails, and Open Space Map*
- *Adams County Trail Map (1999)*
- *Jefferson County Open Space Master Plan Update (2008)*
- *Jefferson County Existing and Potential Trails Map (2008)*
- *Jefferson County Open Space System Map (2008)*
- *City of Arvada Trails Plan (2001)*
- *City of Arvada Trails and Open Space Master Plan (2001)*
- *City of Arvada Citywide Bicycle System Summary (2009)*
- *City of Arvada TOD Access Plan, Citywide Bicycle System Overview & Connections (2009)*
- *City of Broomfield Existing Trail System Map*
- *City of Broomfield Existing Trail Conditions Map*
- *City of Broomfield Proposed Trails Map*
- *City of Broomfield Open Space, Parks, Recreation, and Trails Master Plan (2005)*
- *City of North Glenn Parks and Trails Map*
- *City of North Glenn Parks And Greenways Map*
- *City of Thornton Existing Public Parks, Open Space, and Trails Map*
- *City of Thornton Parks and Trails Master Plan Map*
- *City of Thornton Proposed Community and Regional Trails Network*
- *City of Thornton Parks, Open Space, and Trails User Map (2007)*

The process of reviewing the above plans will help dovetail this bicycle master plan into planning efforts already underway.

### **Handlebar Survey**

Beyond reviewing all existing and ongoing plans, Westminster's existing bicycle conditions were primarily documented and reviewed by utilizing the Handlebar Survey methodology, whereby the Consultant team bicycled throughout the entire city. The Handlebar Survey process made use of physical mapping, photography, extensive note taking, and bicyclist interviews.

This research, along with Westminster City staff recommendations, the print and online survey,

and key stakeholder interviews played an instrumental role in establishing the citywide bikeway network plan, bicycle parking plan, safety and awareness actions, and evaluation tools.

### **Study Area**

The Westminster Bicycle Master Plan study area comprised all 32.9 square miles of land within the City's borders. (Figure X: City Border Map) While the City's existing shared use path network was reviewed extensively, the primary focus for this planning effort is the City's network of thoroughfares.

### **Existing Conditions**

#### **Thoroughfare Network**

Westminster's extant physical development reveals a city that is primarily structured for motor vehicular mobility. Specifically, the City's thoroughfare network is organized by a super-grid network of arterials spaced at 1.5 mile (north-south) and 1.0 miles (east-west) intervals.

Westminster's older residential neighborhoods, located south of 88<sup>th</sup> Avenue, between Sheridan and Federal Boulevards, were developed primarily within gridded network of residential streets. However, almost all other portions of the city, those built largely in the last 30 years, feature a highly dendritic pattern of collector and cul-de-sac streets (Figure X, Figure XX – 3 Grid Diagrams) between the arterials. This pattern limits connectivity and effectively forces the majority of motor vehicle trips onto a limited number of thoroughfares, which contributes to congestion. Such conditions are not conducive to bicycling, especially when there exists little to no bicycle infrastructure, as is the case presently in the City of Westminster.

Fortunately, the City's extensive shared use path (trail) system and policy of encouraging pedestrian and bicycle paths through cul-de-sacs, provide some mitigation. But while this network is amenable to recreational bicycling, the existing path network is frustrating to bicyclists searching for efficient and direct trips to specific destinations, such as working or shopping destinations. It is also difficult to navigate over the crushed gravel conditions with thin road bike tires. Moreover, because of the shared use path network's tributary configuration, wayfinding remains difficult if one is not familiar with the system.

#### **Land Use**

Like many suburban American cities, Westminster's existing Euclidean zoning code (separating land uses by function, e.g. commercial, residential, industrial) has forced commercial and employment locations to locate adjacent to high volume thoroughfares, away from residential neighborhoods. Such land use patterns, in combination with the disconnected street network, effectively isolate rather than knit the City's neighborhoods together and make accessing daily destinations challenging on foot or by bicycle. Indeed, existing motor vehicle speeds do not provide for a comfortable environment for non-motorized transportation. At present, Old Town, Bradburn Village, and the plans to redevelop the Westminster Mall provide working examples of a land use and transportation network pattern that is more balanced.

#### **Existing Bikeway Network**

Figure X: (Map of existing facilities) reveals the city's lack of on-street bicycle facilities. It also reveals that the city's shared use paths provide a strong framework for non-motorized transportation when moving between the southwest and northeast neighborhood quadrants. However, the direct north-south and east-west movements remain very challenging.

#### **Westminster's existing bikeway network infrastructure includes:**

- Existing Bikeway Network Miles: ~ 84 miles

- Percentage of City Thoroughfare Network with Bikeways: 0%
- Number of Bikeways: 4, with numerous branches
- Bikeway Types: 2 (shared use paths, bicycle lanes)
- Bicycle Lanes Miles: > .1 miles
- Shared Use Paths: ~ 74 miles

Navigating Westminster's off-street network can be difficult, especially for those unfamiliar with the system. While numerous wayfinding signs do exist, they are not particularly legible, and there exists three different configurations (Figure X,X,X: three types) In key locations, such as where a pathway splits, directional signs often go missing. At present, there is very little bikeway network signing or caution signs on the thoroughfare network. This also hinders safety and the legibility of the network.

Wayfinding and signing recommendations are located in the Wayfinding and Signing Plan section.

(Figure X: Split path image)

Specific recommendations for improving the off- and on-street network may be found in the 2030 Bikeway Network Plan section.

### **Bicycle Parking**

Bicycle parking facilities are a common site across the city, especially at schools, civic buildings, and commercial shopping areas. However, the quality of these end-of-trip facilities varies greatly. Moreover, some important locations seem to have too little parking, while others of less important have too much. There exists a need to right-size the City's approach to bicycle parking and ensure that the types, general location, and specific location are standardized. The Bicycle Parking Plan includes detailed bicycle parking recommendations.

### **Public Involvement Program**

The Westminster 2030 Bicycle Master Plan public input and communications process utilized numerous innovative and time-tested methodologies to obtain input from the City of Westminster's elected officials and municipal employees; local bicycle advocates; the greater Westminster community; and neighboring municipalities and regional governments. All input gathered inform the final recommendations included in this bicycle master plan.

The following details a summary of the public input and communications process:

#### **Westminster Bicycle Summits**

The Consultant team facilitated two public Bicycle Summits. The first Bicycle Summit occurred on May 27<sup>th</sup>, 2010. It included a project kick-off overview; initial project orientation; and a presentation on the Consultant team's best practices assessment and preliminary Handlebar Survey findings. Input from this Summit informed the recommendations included in the master plan.

At the second Bicycle Summit, held on September 22, 2010, the Consultant team presented the draft master plan for public review. (Figure X: Summit Image)

#### **Handlebar Survey**

The Consultant team bicycled large portions of every neighborhood in the City of Westminster.



This was done in advance of leading the City's first Bicycle Summit so the Consultant team could best understand and document Westminster's existing bicycling opportunities and challenges—beyond what may be ascertained by reviewing existing maps and plans.

Information gathered included current existing bicycle facility use, street width/street types, network gap and wayfinding conditions, posted and actual vehicular speeds, land use, open space connections, bicycle parking supply and demand, bicycle trip generators, and existing bikeway infrastructure types. Throughout the Handlebar Survey process, the Consultant team was also able to connect personally with those already bicycling in the City. (Figure X: Handlebar Survey (1-2 images))

### **Web and Paper Public Survey**

The Consultant team collaborated with the City of Westminster to conduct a web- and paper-based community survey to establish bicycling trends and behaviors as a benchmark. The information gathered was evaluated and used to prioritize project recommendations. Specifically, The Consultant team utilized SurveyMonkey, a web-based survey tool, to solicit input from frequent-, occasional-, and non-cyclists alike; the survey asked Westminster residents to answer a series of bicycling-related questions. The Survey was available through the Bike Westminster project website over the duration of the planning process. The survey was complimented by the City's employer survey, which asked respondents similar questions regarding bicycling in Westminster.

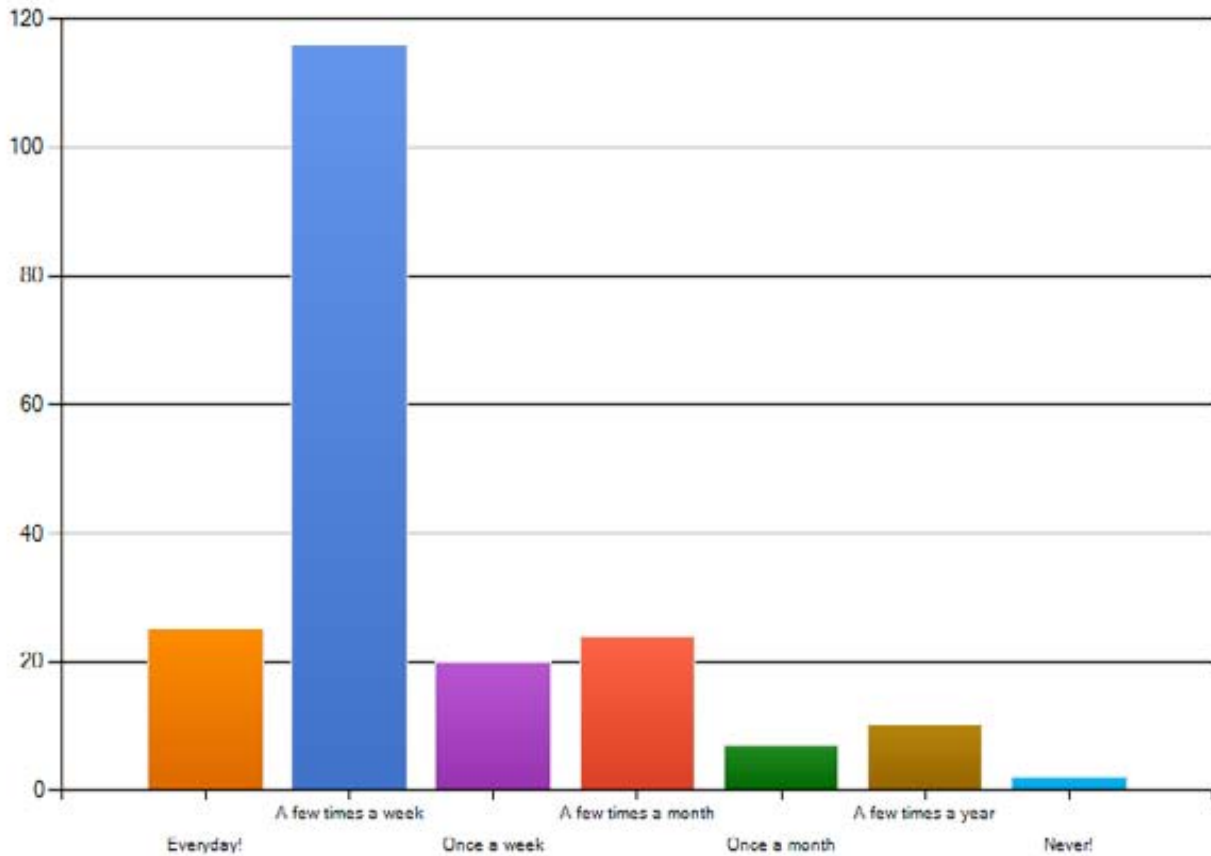
The Bike Westminster survey garnered 202 (total subject change, survey closes after final Summit) responses and the findings used to inform the final Westminster 2030 Bicycle Master Plan. A detailed analysis is available in the Appendix. (Figure X: Graph)

Westminster has a sizeable cyclist population. 202 of the city's cyclists have already taken our survey, and new surveys are still coming in. When reading the analysis of the results below, it should be noted that not all 202 respondents answered all questions contained within the survey. Hence why percentages always apply to the aggregate number of survey takers who responded the particular question that is being discussed.

The vast majority of survey respondents bicycle frequently: 79.7% of our survey takers (161 people) said they cycle at least once a week or more.

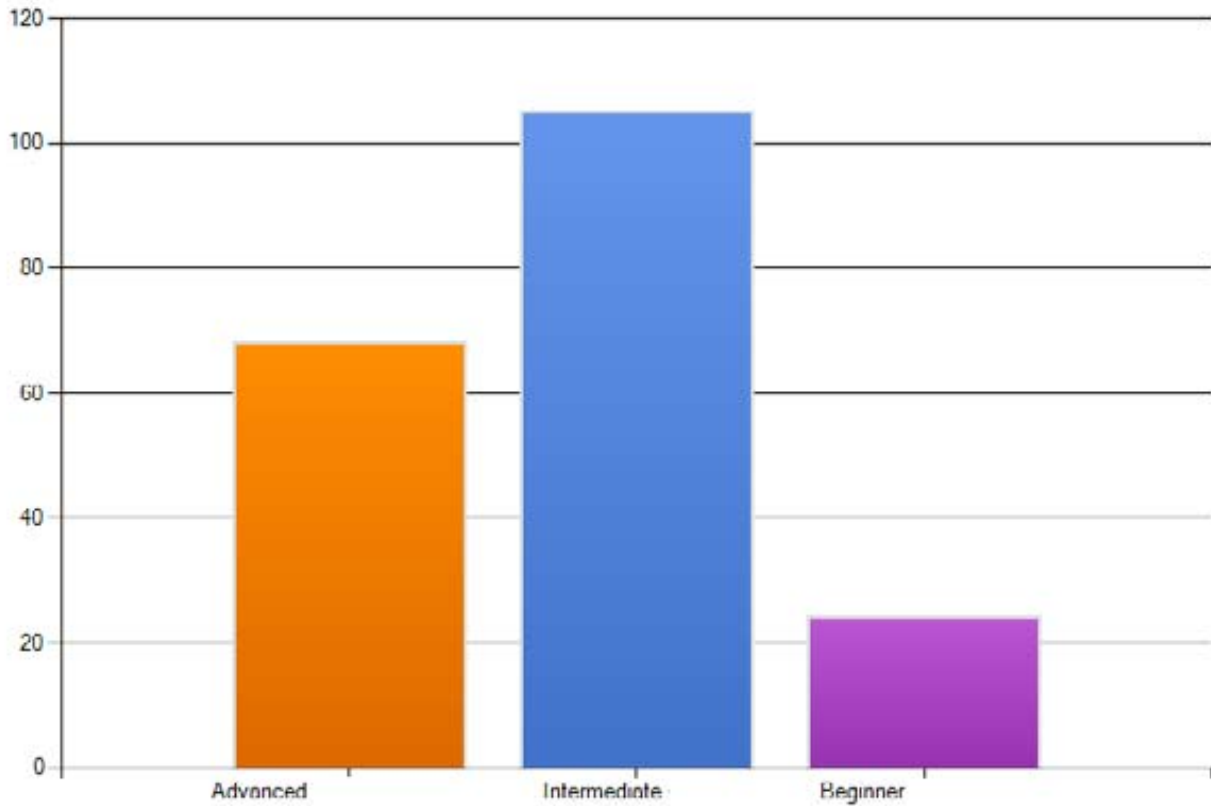
116 (57.4%) respondents bike a few times a week; 25 respondents even bike everyday (12.4%). 20 said they bike once a week (9.9%); an additional 24 (11.9%) bike a few times a month. Only seven said they cycle once a month (3.5%), an additional ten (5.0%) cycle a few times a year.

### How often do you bicycle?



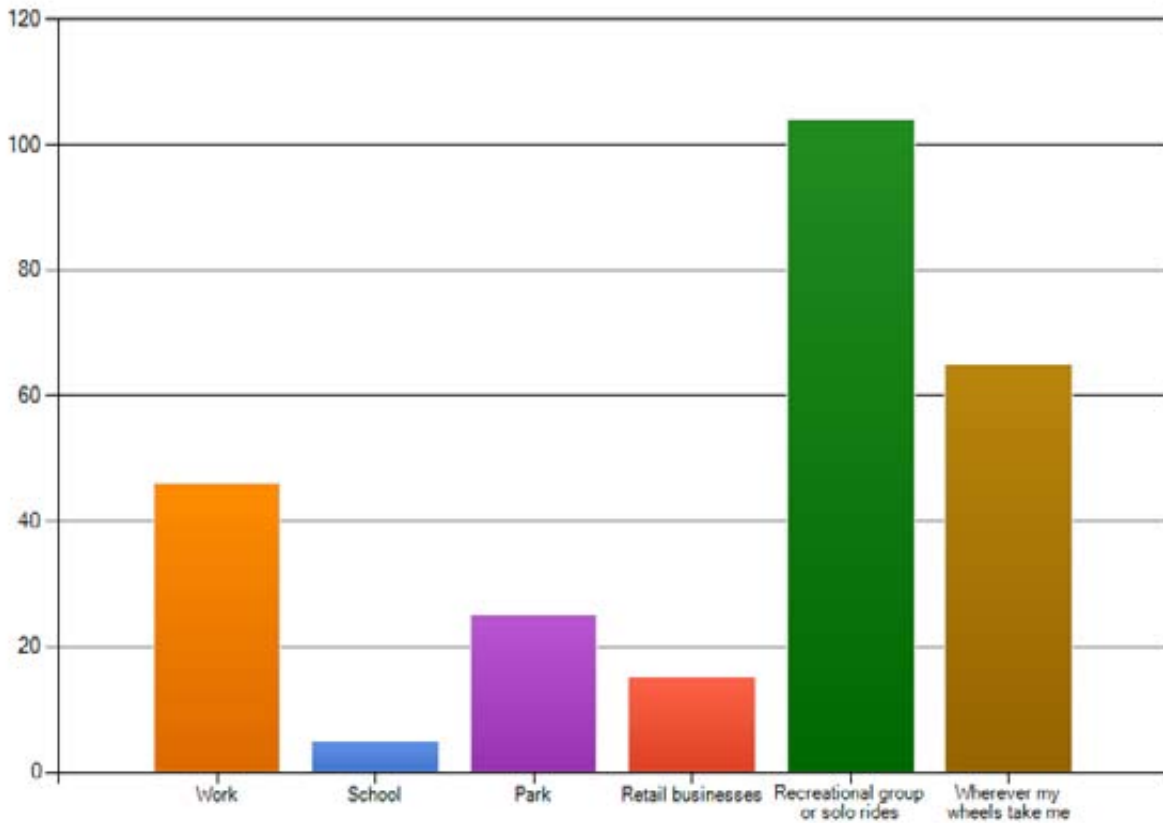
About a third of survey respondents consider themselves to be quite skillful cyclists, with 68 people (34.7%) identifying themselves as ‘advanced cyclists’—cyclists who feel comfortable mixing with traffic. However, the majority of respondents, 105 (or 53.6%), consider themselves ‘intermediate cyclists—people who feel comfortable bicycling where facilities exist, but generally prefer to stay away from busy streets (even though they mostly feel safe riding in their own residential streets). 24 people (12.2%) identify themselves as beginning cyclists—cyclists who feel safe riding on the sidewalk or at bicycle events such as Bike MS, but who generally do not mix with traffic.

### What type of bicyclist are you?



In general, recreational biking is more prevalent than bicycle commuting. 46 respondents (24%) said they bike to work, while many more associated biking with recreation. For instance, 25 respondents (13%) said they bike to parks, while 104 (54.2%) participated in recreational group or solo rides. 15 respondents (7.8%) said they use their bike to get to retail businesses. In addition, 65 respondents (33.9%) said they ride to 'where ever my wheels take me,' meaning no matter the trip type, cycling is always an option. Amongst others, those surveyed cited Standley Lake and the Dry Creek Trail as their recreational destinations. A substantial number of survey takers commented that they mostly ride on the city's network of trails, but do not feel safe to ride on the roadways. Also, many cyclists cross Westminster's borders and bike to Arvada, Broomfield, Boulder and Denver—an indication of the need for a well-connected regional bicycle network.

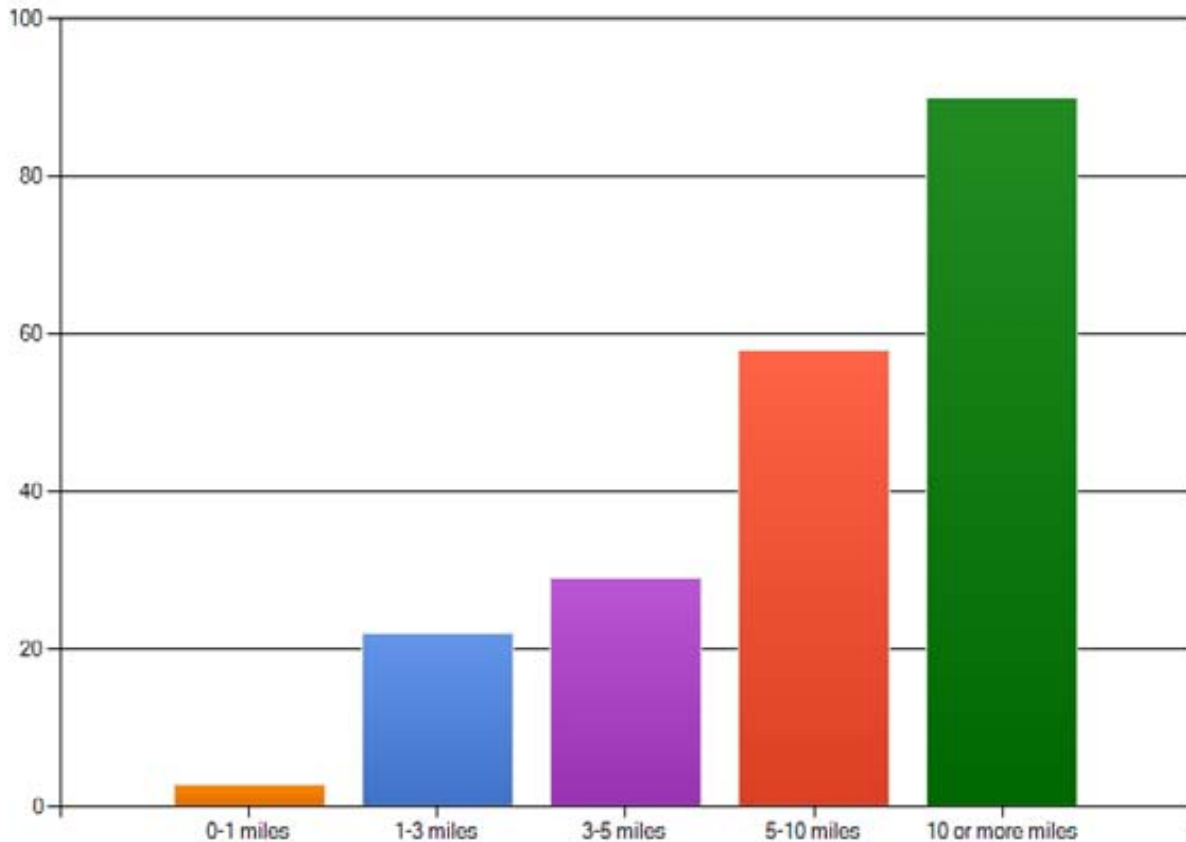
### What is your most common destination?



Several survey takers also mentioned that they ride for exercise. Those who ride for exercise tend to go on longer rides. This is reflected in the average bicycle trip length.

When asked, 90 people (45.2%) indicated their average trip length was over ten miles (perhaps, this reflects the prevalence of recreational riding). Another 58 (29.1%) said this number was between 5 and 10 miles, while 29 people (14.6%) claimed their average trip length was between 3 and 5 miles. Only 22 respondents (11.1%) claim their average trip length was between 1 and 3 miles. The number of cyclists whose average trip length is shorter than 1 mile, is negligible (3 people or 1.5%). Note that the number of respondents keeps decreasing in line with the drops in average trip length!

### What is your average bicycle trip length?

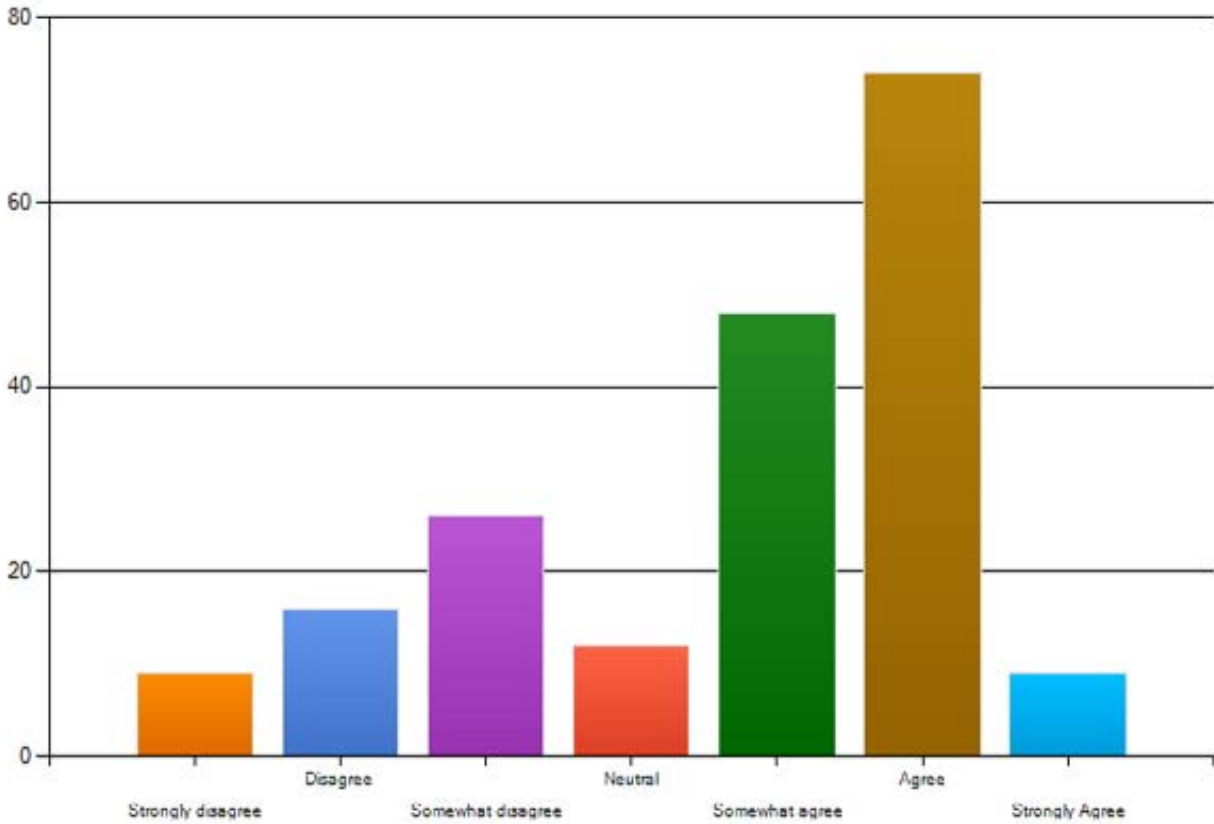


Westminster cyclists are divided over the question whether bicycling in Westminster is safe and enjoyable. 51 people (or 26.5%) somewhat or strongly disagree with this statement. And while 131 people (68.2%) somewhat or strongly agree that it is indeed safe and enjoyable to bicycle in Westminster, a myriad of concerns and comments surfaced in the completed surveys. Amongst them were:

- Riding in a bicycle lane that suddenly disappears
- Westminster drivers not being used to bicyclists or expecting bicyclists
- The trail system is safe and enjoyable--- but roadways are NOT!
- Lack of bike lanes to major destinations
- Traffic volumes on the major arterials is intimidating
- As long as one is on designated paths, cycling is very safe. Safe street cycling options are limited
- Westminster lacks bicycle connections to other municipalities
- Biking on Westminster's trails is very safe. Biking in Westminster traffic is not so safe. I am an aggressive, brightly colored rider so I tolerate riding on Westminster streets. A timid, beginner or unsure bicyclist would not fare so well
- Cars reign supreme over bikes in Westminster, as evident when streets are repaved with no new bike lanes added when room exists

- Bicycle lanes in Arvada and Broomfield end when they meet the Westminster municipal boundary
- Drivers in Westminster need more education and awareness - get off the cell phones, drop the cigarettes and blackberries, and pay attention to the road
- Motorists are extremely hostile to cyclists. Education and facilities are needed.

**To what extent do you agree with the following statement: Bicycling in Westminster is safe and enjoyable.**



That bicycling isn't just a matter of building more bike lanes is illustrated by the following chart. Many factors play a role in the decision of whether to cycle or not.

6. Please indicate how strongly you agree/disagree with the following statements.

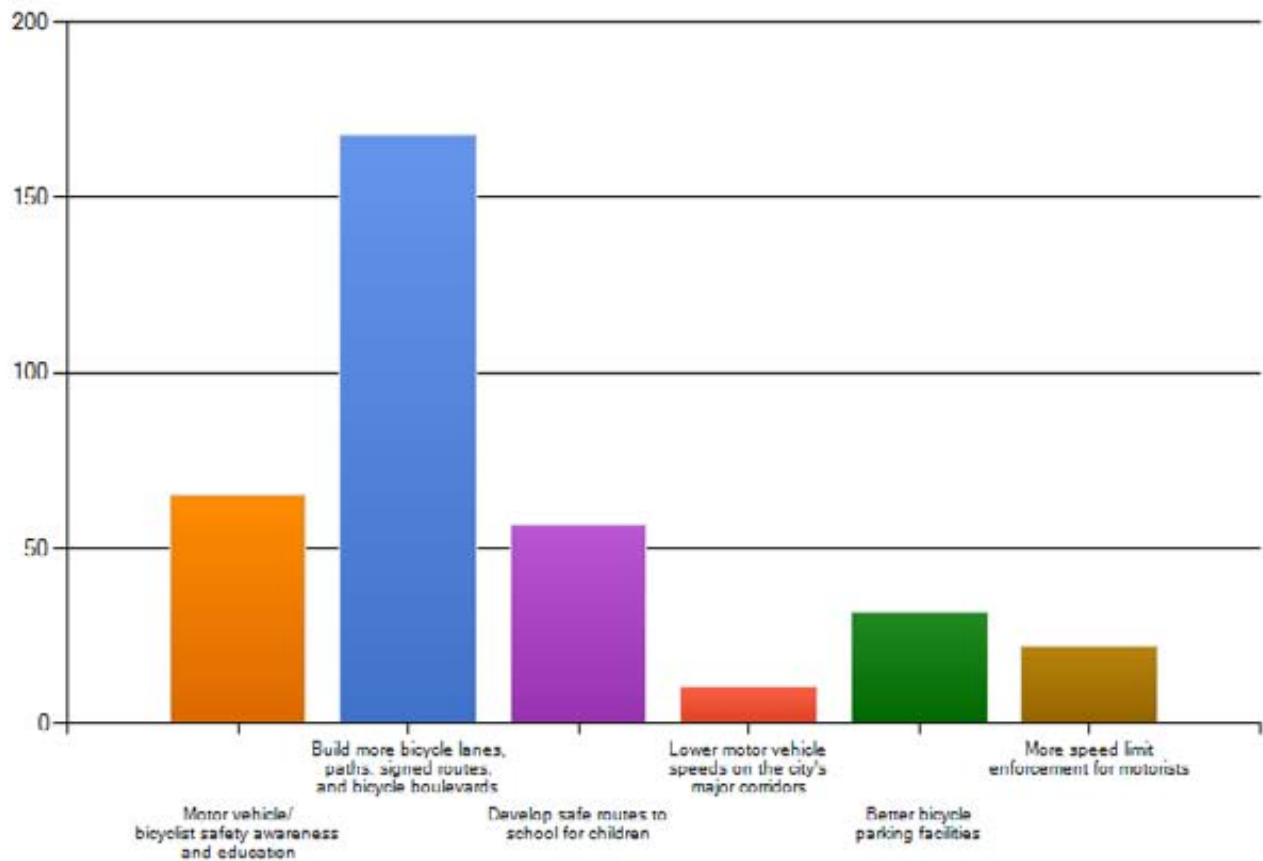
	Strongly Disagree	Disagree	Somewhat Disagree	Neutral	Somewhat Agree	Agree	Strongly Agree	Rating Average	Response Count
There are not enough bicycle facilities - bicycle lanes, paths or well-marked routes that connect to my desired destinations	1.6% (3)	7.4% (14)	7.9% (15)	7.9% (15)	24.7% (47)	<b>27.4% (52)</b>	23.2% (44)	5.22	190
There is not enough safe, secure bicycle parking available at my destination(s)	3.3% (6)	10.3% (19)	12.0% (22)	<b>35.3% (65)</b>	17.9% (33)	15.8% (29)	5.4% (10)	4.23	184
Roadway conditions (potholes, narrow shoulders, too many travel lanes, etc.) make me feel unsafe	1.6% (3)	8.9% (17)	4.7% (9)	14.7% (28)	24.2% (46)	<b>28.8% (51)</b>	18.9% (36)	5.07	190
Motorist behave in a way that makes me feel unsafe	1.1% (2)	5.4% (10)	10.8% (20)	17.8% (33)	<b>24.9% (46)</b>	24.3% (45)	15.7% (29)	4.96	185
The weather is not conducive to cycling	24.9% (46)	<b>39.5% (73)</b>	8.6% (16)	17.3% (32)	5.9% (11)	3.8% (7)	0.0% (0)	2.51	185
The topography in the city makes cycling difficult	21.1% (39)	<b>35.7% (66)</b>	13.0% (24)	17.8% (33)	8.6% (16)	2.7% (5)	1.1% (2)	2.70	185
I am concerned about bicycle theft	4.2% (8)	16.4% (31)	12.2% (23)	<b>26.5% (50)</b>	21.7% (41)	13.8% (26)	5.3% (10)	4.07	189

Indeed, the table above indicates that in order for cycling to become a more attractive transportation alternative, more bicycle facilities are needed—bike lanes, paths or well-marked routes that connect to people’s desired destinations. Roadway conditions are also a critical factor to many survey respondents, and according to them, poor roadway conditions make them feel unsafe. Furthermore, the behavior of motorists in Westminster must be addressed—a substantial number of survey takers indicate that their behavior makes them feel unsafe.

When asked which priorities the City of Westminster needs to address to make it a safer city for cycling, the need for more bicycle lanes, paths, signed routes, and bicycle boulevards was highlighted by 168 survey takers (88.0%). 65 people indicated they wanted to have motor vehicle/bicycle safety education and awareness promotion (34%). In addition 57 (29.8%) considered safe routes to schools for children a priority.

11 people or 5.8% of survey takers viewed lower motor vehicle speeds on the city’s major corridors as a priority, whilst 22 survey takers (11.5%) pointed to the need for more speed limit enforcement for motorists.

## Which are the priorities the City needs to address to make Westminster a safer city for bicycling?

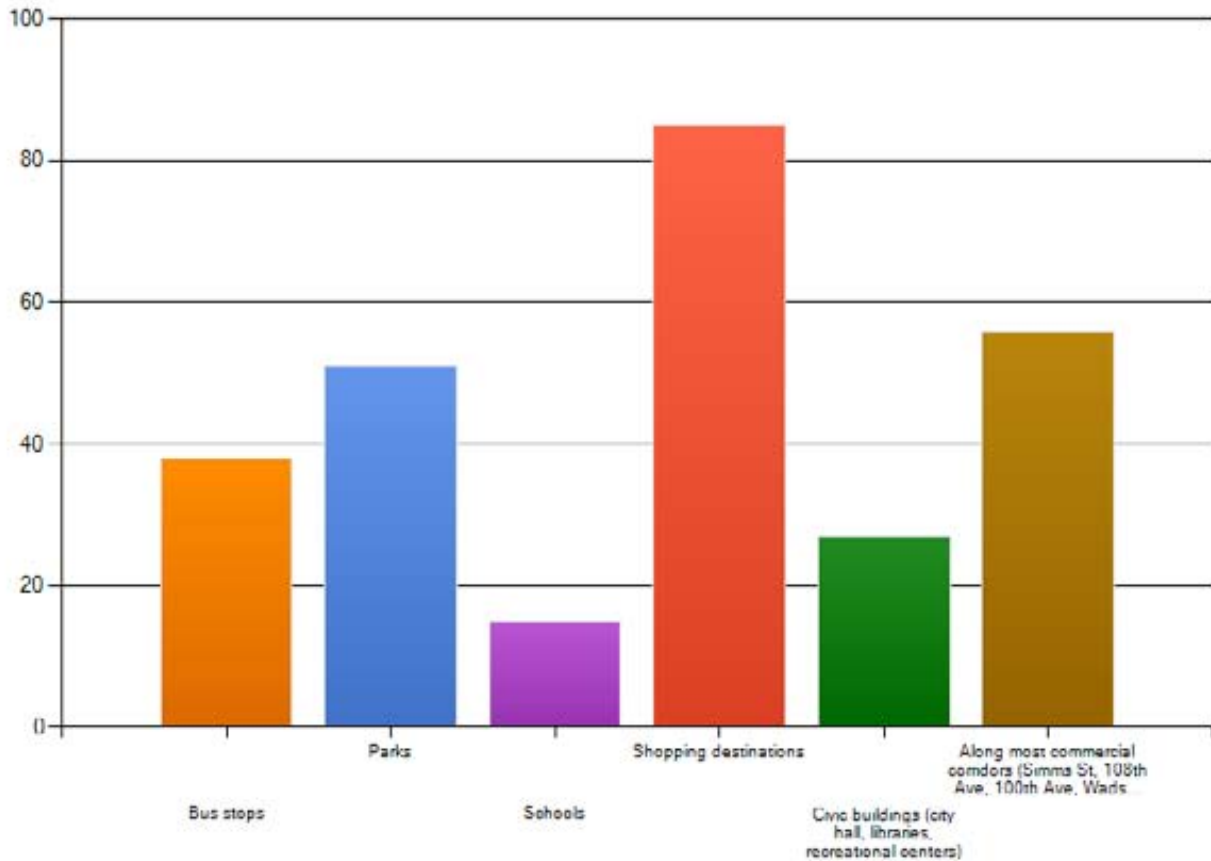


The need for better bicycle parking facilities was mentioned by 32 survey takers (16.8%). Subsequently, when asked where bicycle parking is needed the most, 85 survey takers (53.5%) mentioned shopping centers, 51 (32.1%) mentioned parks, 38 (23.9%) mentioned bus stops, 27 (17%) mentioned civic buildings and 15 (9.4%) mentioned schools. In addition, 56 (35.2%) survey takers claimed more bicycle parking is needed along major commercial corridors. Survey takers commented on the issue of bicycle parking as well:

- Unless it is easy to ride a bicycle to a shopping destination there is no purpose to add bicycle parking at those locations.
- Some is there now, but not enough. Especially at shopping centers
- The Westminster Promenade transit lots need more bicycle parking, as do many shopping areas.



### Where is bicycle parking needed the most?



The survey has shed new light on the deterrents of bicycling in Westminster, as well as on its current assets. The survey results should continue to be an excellent source of information and conducted on a somewhat regular basis to track the shifting opinions of Westminster’s bicyclists as the 2030 Master Plan is implemented.

#### Key Person Interviews

The Consultant team conducted more than 15 individual interviews with key project stakeholders, including Westminster City employees, key bicycle advocates, and bicycle-pedestrian professionals from neighboring municipalities.

#### Westminster Corporate Outreach Survey

Concurrent to the Consultant’s survey and outreach efforts, the City of Westminster surveyed several large businesses in the City regarding current bicycle facility use/demand. The information was transmitted to the Consultant and integrated to the plan as a separate layer of information.

#### Neighboring City Outreach

The Consultant reached out to all five neighboring municipalities and Jefferson and Adams County to ensure Westminster’s planned bikeways would link into a larger regional network.

## **Internet and Social Media Tools**

To maximize public participation during the planning process, a suite of Internet and social media tools were developed. The Bike Westminster website ([www.bikewestminster.org](http://www.bikewestminster.org)) was designed to serve as the project's online hub. The website included a project blog, general community and regional bicycle information, a well-used interactive web-mapping tool, and a link to the project survey. It also integrated the project's Twitter and Facebook accounts so that participants could have the most opportunities to receive and share project related information in real-time.

(Figure X, X, X: Web page, Facebook, Twitter Screenshots)

### **Web Summary Stats:**

- Website News Blog Posts: **XX**
- Website Comments: **XX**
- Website Bike Planner Tool Comments: **XX**
- Facebook Posts: **XX**
- Facebook "Fans": **XX**
- Twitter Posts: **XX**
- Twitter Followers: **XX**

It is recommended that the City of Westminster migrate the Bike Westminster project website into the City's own web format and concurrently utilize the established Facebook and Twitter connections made via the planning process. (*see: Encouragement Plan for more detailed recommendations*).

## **The Westminster Bikeway Network**

### **INTRODUCTION**

Before assigning bikeway types, the unique characteristics of each thoroughfare and its urban context must be considered holistically. This includes analyzing street width, street type, existing land use and urban form, density, traffic control devices, posted speed limits and actual travel speeds, and traffic volume.

But while the existing conditions of each thoroughfare are important, the urban context is rarely static. Therefore, considering the desired character and urban context is critical to the selection process, as context-specific bikeways can help strengthen a more immersive, accessible, and equitable urban environment.

To this end, special emphasis should be placed on providing safety and comfort for all types of bicyclists. Bikeway infrastructure that appeals to those who are interested in bicycling, but who are too often deterred by the perception—and reality—of unsafe bicycling conditions, must be prioritized. Research conducted by Roger Geller, Bicycle Coordinator for the City of Portland, Oregon, identifies four types of bicyclists, of which the majority seek more comfort and safety. “Riding a bicycle should not require bravery. Yet, all too often, that is the perception among cyclists and non-cyclists alike,” says Geller. **Fig. X: Four Types of Bicyclists Graph**

Taking a cue from their European counterparts, North America’s most bicycle-savvy cities are now designing bikeways to accommodate the least confident user. This approach provides an opportunity to increase bicycle mode share by further enriching the safety of the overall bikeway network. Indeed, safer bicycling conditions attract more bicyclists to the roadway, which in turn, creates even safer conditions. This so-called ‘virtuous cycle’ is set in motion when paying attention to the most vulnerable users, and should be used to intelligently enhance bikeway networks and the viability of bicycling to transit.

## **PLAN**

The City of Westminster 2030 Bicycle Master Plan includes more than 121 miles of new or improved bikeways. At present, the City’s bikeway network consists of approximately 74 miles of off-street shared use paths. To date, the City maintains no on-street bikeways.

In order to more completely meet the needs of beginner, intermediate, and expert bicyclists, and to advance the viability of active transportation within the city and region, the 2030 Master Plan includes three classes of bikeway types, which may be configured in numerous ways to meet the requirements of changing roadway conditions.

In total, seven types of bikeways are proposed. They include:

### **Class I**

- Off-street Shared Use Paths
- Sidepaths located within roadway right-of-way

### **Class II**

- Conventional Curbside Bicycle Lanes
- Conventional Bicycle adjacent to parallel parking
- Buffered Bicycle Lanes adjacent to parallel parking

### **Class III**

- Signed Bike Routes with Shared Use Lane Markings (Sharrows) adjacent to parking

- Signed Bike Routes with Curbside Shared Use Lane Markings (Sharrows) curbside

Additionally, the use of 7 number of bikeway countermeasure treatments is recommended to further enhance the visibility, safety, operation, and appeal of the proposed bikeway network. These include:

- Bicycle Box
- Bicycle Detection Inductor Loops and Pavement Markings
- Peg-a-Tracking
- Bicycle Turn Pockets
- Raised Bicycle/Pedestrian Crosswalks
- Intersection/Conflict Point Colored Pavement Markings
- Bicycle Signal Heads

Each type of proposed bikeway and countermeasure is explained and illustrated in the following Bikeway Type and Countermeasure Treatment summary.

The Westminster 2030 Bicycle Master Plan is broken out into three general implementation phases—short, medium, and long term priority. While bicycle facilities should be coupled with most roadway projects where appropriate, it should be noted that additional segments maybe be undertaken solely to implement a recommended bikeway segment, such as a Sidepath improvement. Striping bicycle lanes where there is already sufficient roadway width or marking Bicycle Routes are two such examples—such “low hanging fruit” projects are prioritized in this Plan.

The 2030 Bikeway Network Plan may be summarized as follows:

### **PROPOSED 2030 BIKEWAY NETWORK**

**Bikeway Network miles:** 121 miles

**Total Number of Bikeway Projects:** X

**Bikeway Types:** 5

**Countermeasure Types:** 7

**Percentage of Roadway Network To Have Bikeways:** 26%

A description of each bicycle improvement project, including its length and segment location, is broken out by phase and bikeway type in the Appendix.

The following plans show the overall 2030 Bicycle Master Plan, and its related priority implementation phases.

**Fig. X – XX SHOW MASTER PLAN AND PHASING**

### **BIKEWAY TYPE AND COUNTERMEASURE TREATMENTS BIKEWAYS**

#### **CLASS I – OFF-STREET SHARED USE PATHS**

**Total Miles Proposed:** 5

**Percentage of Total Proposed Bikeway Network:** 4%

## **Summary**

Off-Street Shared Use Paths—sometimes called Bicycle Trails/Paths—are categorized as Class I facilities that feature dual-direction movement within a separate, non-motorized right-of-ways. Not always paved, but almost always shared with pedestrians/inline-skaters/joggers, Shared Use Paths are commonly located within local/regional parks, large open space preserves, or along bodies of water. Shared Use Paths are also commonly implemented within utility corridors, abandoned or unused rail right-of-ways (rails-to-trails) or adjacent to a functioning rail right-of-way (rails-with-trails).

As noted in the Existing Conditions Analysis section of this Plan, Westminster is already blessed with an extensive off-street Shared Use Path network (~74 miles).

## **Pros**

Because of their physical separation from motor vehicles, Shared Use Paths are particularly attractive to a wide spectrum of bicyclists. These include children, beginners, recreational, and commuter bicyclists.

Because of their unique characteristics, Shared Use Paths often provide access to otherwise inaccessible places, particularly those with scenic qualities. For these reasons and others, studies have demonstrated that paths attract tourism and often raise the value of adjacent homes.

## **Cons**

Shared Use Paths quickly become prized community amenities. While this is positive, certain path segments may become congested during peak use hours, which can lead to conflicts amongst all the different users. Additionally, securing the needed right-of-way to create meaningful linkages, and providing grade-separated roadway crossings is not cheap. Finally, because of the alignments and right-of-ways in which they are constructed, shared use paths do not always connect to daily destinations, such as places of employment, which can deter use amongst commuter and utilitarian bicyclists who most often seek direct routes to their destination(s).

## **Design Guidance**

Shared Use Paths are appropriate in various rural, suburban, and urban contexts. However, along that spectrum, design treatments may vary in order to accommodate natural and unnatural features, density of users, and various land use characteristics; a Shared Use Path functions differently in Denver than it does in Westminster.

In general, Paths should provide clear and frequent access points to the regional and local thoroughfare network; limited access will only discourage use and potentially encourage bicyclists to first drive to a Path's entrance. Particularly important is how often the Path system connects to the on-street bikeway network.

## **Width**

According to AASHTO standards, Shared Use Paths should be a minimum of 12' in width, which includes two 4' movement lanes and two, 2' foot graded soft shoulders. Where right-of-way constraints are not an issue, a 17' cross section is recommended. In addition to two 4' dual-direction bicycle movement lanes, a bi-directional 5' pedestrian lane, and two 2' graded soft shoulders should be included. Under certain conditions, where use is expected to be light and user

types homogenous, paths may be narrower. However, the inherent constraints of such segments should be well-marked and designed to encourage safe use.

Additionally, at least 1' of lateral clearance, for a total of 3' (including the graded shoulder), must be given for any path related furniture (trash receptacles, benches etc.) and signs.

### **Striping and Pavement Markings**

(Fig X: Striping Example, Brunswick Precedent)

In few locations, Westminster's Shared Use Paths feature striped yellow lines to demarcate travel lanes. It is recommended that striping be extended to all existing and future concrete segments of the Path network where the path has a width of at least 8'. Striping should consist of a 4" wide yellow dashed centerline. The centerline should become solid at least 50' in advance of any intersections or approaches to under/overpasses. A solid 4" white outside line is also recommended to mark the edge of pavement/transition to 2' graded soft shoulder.

Pedestrian and bicyclist pavement markings should also be used to either denote a separation of modes along the paths, or that because of width constraints, to engender the courteous sharing of space.

### **Grade-Separated Crossings**

(Fig. X: 36 Overpass, Fig. X: Westminster Underpass)

In many contexts, grade-separated crossings are essential to providing uninterrupted movement and safety. This is especially important where Shared Use Paths meet roadways of multiple lanes and high speeds, rail right-of-ways, and/or other such barriers.

There are two types of grade-separated crossing: underpasses and overpasses. At minimum, vertical clearance for underpasses should be 10'. Overpasses should be constructed with at least a 17' vertical clearance between the roadway and bottom of the overpass. These numbers may be greater for freeways or rail right-of-ways.

Where at grade crossing do occur, appropriate countermeasure treatments should be employed to maximize the visibility of bicyclists to motorists, and vice-versa. Potential treatments are discussed in the Countermeasure Treatment Summary.

### **Wayfinding**

Wayfinding signs are critical in providing visual and directional linkages between on- and off-street bicycle facilities. Westminster's Shared Use Path system features numerous loops around natural water features, path splits, and neighborhood spurs that can disorient users. See the Wayfinding Plan for specific recommendations as they relate to Westminster's Shared Use Path network.

### **Surface Materials**

(Fig X: Image of concrete and crushed gravel condition in Westminster)

Westminster's network of Paths makes use of two types of material: crushed gravel and concrete. The former provides a low-cost solution to Path building and appeals to walkers and joggers who appreciate the soft surface. However, gravel appeals to a smaller spectrum of bicyclists. It is recommended that as funding becomes available, that the City converts all main Path segments to concrete. Likewise, all new Path segments should use concrete.

### **Grade Changes**

Because Shared Use Paths must serve a variety of users, including beginner bicyclists/children, as well as walkers, joggers, and skaters, grades greater than 5 percent should be avoided wherever possible. Long downhill stretches may force such users into uncomfortable speeds, especially when mixing with pedestrians. Furthermore, long climbs are likely to be avoided by many user types. That being said, if no other options exist, steeper grades may be acceptable for short stretches (less than 500 feet). Or if steep segments surpass 500 feet in length, wider Path widths should be considered to mitigate the impact of greater speeds and the maneuvering of different Path users and their various states of physical conditions and mode of conveyance.

### **Lighting**

Sufficient lighting should be provided where dark sky bicycle riding is common—segments used consistently by commuters, students, etc.—and at tunnels, and roadway and path intersections.

### **Desire Lines**

(Fig. X: Desire Line Image)

While the City of Westminster can't provide Paths everywhere, it should be noted that there is wisdom in the growing presence of worn 'desire lines.' These unsanctioned paths indicate the eventual need for future path extension/upgrades and should be considered as existing Shared Use Path segments are improved or maintained.

### **Maintenance**

(Fig. X: Cracks and Weeds along Wadsworth Image)

Adequately maintaining all Shared Use Paths is essential to ensuring their safe and continued use. Routine maintenance should include the removal of natural/plant debris, vandalism, re-grading, filling holes caused by stormwater, (especially on un-paved segments) filling cracks, and removing weeds and/or other growth. Taking these steps will help prevent larger maintenance issues that will only be more expensive to fix in the future.

### **Curb Ramps**

Fig: X and X, example of ramp and no ramp)

Where the Shared Use Paths network meet the thoroughfare network, ramps should be provided to ease the transition from one facility type to another. In cases where this has not occurred, it is recommended that the City of Westminster retrofit the curb and sidewalk condition to include curb ramps.

## **CLASS I**

### **Sidepaths**

**Total Miles Proposed: 15**

**Percentage of Total Proposed Bikeway Network: 12%**

### **Summary**

(Fig. X: NYC, Boulder, or Treasure Valley image)

Sidepaths are Shared Use Paths located adjacent and parallel to an existing thoroughfare. From a perceived comfort standpoint, beginner and some intermediate cyclists often prefer them. However, there are numerous safety measures that must be taken for Sidepaths to function as a safe bicycle facility. The benefits and many drawbacks are described and discussed herein.

## Pros

As proposed in the Westminster 2030 Bicycle Master Plan, Sidepaths offer an opportunity to convert some of the Westminster's sparsely used existing into Sidepaths. When applied to the right context, with the proper safety countermeasures, Sidepaths can provide a high degree of comfort to a wider range of cyclists, especially along heavily trafficked arterial thoroughfares whose design and/or right-of-way constraints preclude on-street bicycle facilities. When compared to Shared Use Paths, Sidepaths can be cheaper to build and maintain because they are most frequently implemented within existing rights-of-way.

## Cons

For Sidepaths to function safely, numerous design challenges must be considered and overcome. Indeed, research demonstrates that in most instances, when implemented, Sidepaths create more conflict points between people bicycling and people driving, which leads to higher crash rates. *AASHTO's Guide for the Development of Bicycle Facilities* states the following drawbacks for Sidepath facilities:

1. Unless separated, they require one direction of bicycle traffic to ride against motor vehicle traffic, contrary to normal rules of the road.
2. When the path ends, bicyclists going against traffic will tend to continue to travel on the wrong side of the street. Likewise, bicyclists approaching a shared use path often travel on the wrong side of the street in getting to the path. Wrong-way travel by bicyclists is a major cause of bicycle/automobile crashes and should be discouraged at every opportunity.
3. At intersections, motorists entering or crossing the roadway often will not notice bicyclists approaching from their right, as they are not expecting contra-flow vehicles. Motorists turning to exit the roadway may likewise fail to notice the bicyclist. Even bicyclists coming from the left often go unnoticed, especially when sight distances are limited.
4. Signs posted for roadway users are backwards for contra-flow bike traffic; therefore these cyclists are unable to read the information without stopping and turning around.
5. When the available right-of-way is too narrow to accommodate all highway and shared use path features, it may be prudent to consider a reduction of the existing or proposed widths of the various highway (and bikeway) cross-sectional elements (i.e., lane and shoulder widths, etc.). However, any reduction to less than AASHTO Green Book (or other applicable) design criteria must be supported by a documented engineering analysis.
6. Many bicyclists will use the roadway instead of the shared use path because they have found the roadway to be more convenient, better maintained, or safer. Bicyclists using the roadway may be harassed by some motorists who feel that in all cases bicyclists should be on the adjacent path.
7. Although the shared use path should be given the same priority through intersections as the parallel highway, motorists falsely expect bicyclists to stop or yield at all cross-streets and driveways. Efforts to require or encourage bicyclists to



yield or stop at each cross-street and driveway are inappropriate and frequently ignored by bicyclists.

8. Stopped cross-street motor vehicle traffic or vehicles exiting side streets or driveways may block the path crossing.

9. Because of the proximity of motor vehicle traffic to opposing bicycle traffic, barriers are often necessary to keep motor vehicles out of shared use paths and bicyclists out of traffic lanes. These barriers can represent an obstruction to bicyclists and motorists, can complicate maintenance of the facility, and can cause other problems as well.

With the above in mind, Westminster should not pursue the development of Sidepaths unless the majority of the following design considerations can be achieved—where contextually appropriate—along all proposed segments.

### **Design Guidance**

Under specific conditions, Sidepaths can be a viable Class III bikeway type. The following guidelines should be considered to maximize function and safety of all proposed Sidepaths in Westminster.

- The proposed Sidepath will be physically separated from all motor vehicle traffic.
- The number of intersections and/or curb cuts remain sparse, and where present, mitigated with safety design countermeasures.
- The existing adjacent thoroughfare does not allow for the implementation of safe and comfortable on-street bikeways.
- The Sidepath provides a needed connection between either the existing off-street Shared Use Path network and/or the proposed on-street network .
- The proposed Sidepath will terminate at and/or intersect with other thoroughfares that provide other on- or off-street bicycle facilities.
  - The Sidepath makes use of countermeasure treatments that will allow cyclists to safely transition to single direction movement from dual-direction movement, and vice-versa.
  - The Sidepath's users are given an equal or greater movement priority at all intersections.
  - The Sidepath's existence does not affect the legal right for bicyclists to travel within the thoroughfare right-of-way, no matter how un-amenable it is to bicycling.
- The Sidepath will make use of highly visible design treatments at any/all intersections, curb cuts, or driveways along the path's trajectory.
- Parallel parking is not allowed within the vehicular right-of-way, alongside the path's trajectory.
- The Sidepath will be maintained to an equal or greater level than any/all other bikeway and motor vehicle facilities.
- Signs, signal heads, and other pertinent information affecting safe bicycle operation can be implemented for users traveling in both directions.
- Snow clearance from the roadbed must not mount and obstruct the Sidepath, preventing the safe use of the path in the winter months. Similarly, the Sidepath may also be plowed.
- Education and outreach materials can be developed to inform the public about the safe use of the Sidepath.
- The Sidepath will meet or, wherever possible, exceed all other Shared Use Path design standards, as detailed in this plan (width, grade, clearance etc.)

### **CLASS II**

## **Bicycle Lanes**

**Total Miles Proposed: 58 miles**

**Percentage of Total Proposed Bikeway Network: 48%**

(Fig X: Local Example)

### **Summary**

Bicycle Lanes—often called Class II facilities—reserve portions of a vehicular right-of-way for the preferential or exclusive use of bicyclists. At a minimum, they include painted lines, bicycle symbol pavement markings, and signs to physically demarcate their course. There are many bicycle lane sub-types (conventional, buffered, contra-flow, physically-separated, shared bus-bike lane etc.) and numerous available design configurations and countermeasures that can be deployed in response to specific roadway conditions.

### **Pros**

Well-designed Bicycle Lanes generally appeal to many types of bicyclists. Beyond raising awareness of bicyclists' presence, the exclusive space can help attract a wider variety of users than Class I facilities.

Bicycle Lanes attract a variety of bicyclists and allow them to proceed at their own pace without “interfering” with motor vehicle traffic; engender more predictable movement between roadway users; and may be configured to meet a variety of street types and urban/suburban contexts.

### **Cons**

Some bicyclists do not feel separate facilities increase their safety, especially when bicycle lanes are: placed next to parallel parking with high turnover; adjacent to bus stops; or at intersections where safety conflicts are most likely to occur.

Moreover, the inclusion of bicycle lanes requires additional right-of-way space, whose availability is entirely dependent on a myriad of existing roadway conditions. Finally, where roadways have already been widened to their maximum build-out width, the inclusion of bicycle lanes requires more intensive implementation methods than Class III bikeway facilities.

### **Design Guidance**

Bicycle lanes may be added to new or existing thoroughfares.

Where parallel parking does not exist, bicycle lanes should be a minimum of 4' wide, as measured from edge of pavement/curb face (not inclusive of the gutter pan).

Where bicycle lanes are placed adjacent to parallel parking lanes, the bicycle lane should be at least 5' wide, and the parking lane at least 8' wide. If narrower parking lanes exist, bicycle lanes should be widened to mitigate the potential impact of the door zone. However, even wide bicycle lanes will not prevent all cyclists from riding within the door zone. Thus, other education and enforcement policies may be necessary to promote safe cycling and driving practices.

When converting wide vehicular travel lanes or converting extra wide shoulders to bicycle lanes, diagonally striped buffers may be appropriate (Fig. X: show image of dual facility provision). This space, referred to as the ‘shy zone’ allows extra space between the motor vehicle lane and the travel lane, which can increase comfort for bicyclists, especially along higher speed, arterial

roadways.

Westminster's arterial thoroughfare network makes use of numerous intersection channelization techniques. To accommodate bicycle lanes, such intersections will have to be re-configured to safely include bicycle facilities. When the presence of deceleration/right turn lanes change the typical thoroughfare cross section, bicycle lanes should be placed in a "pocket" between the right-turn lane(s) and the right-most vehicular through lane. (Fig. X: Show image of this) This will require merge area between the through bicycle lane and the motor vehicle turn lane(s). To mark this condition, signing should be used to help guide people driving to yield to those bicycling.

At a minimum, bicycle turn-pockets should be 4'; 5' is preferred. However, if the right-of-way is insufficient, the bicycle lane should transition to a Shared Use Lane Marking to continue the visible presence of the bicycle lane, and to help safely guide bicyclists through the intersection.

Colored pavement markings and/or peg-a-tracking should be used to heighten the visibility of the bicycle lane (see Countermeasures for more detail). The peg-a-tracking (skip lines, chevrons) should begin at least 50' before the stop line on the near side of the intersection.

"Share the Road," Bicycle Route, and other wayfinding signs (*see*: Wayfinding and Signing Plan) may also be used to further encourage bicycle travel within the bicycle network.

### **Class III**

#### **Bicycle Route**

(Fig X: Bike Route Image)

**Total Miles Proposed: 18**

**Percentage of Total Proposed Bikeway Network: 16%**

#### **Summary**

Bicycle Routes, often referred to as Class III bicycle facilities, are thoroughfares that make no special provision for bicycles; travel lanes are to be shared fully with motor vehicles. As such, they are appropriate for those streets that may be shared comfortably with motor vehicles. Bicycle Routes are most commonly marked with "Bike Route" signs (*see*: Wayfinding and Signing Plan) identifying the thoroughfare as part of the bicycle network.

#### **Pros**

Bicycle Routes are an inexpensive way to reinforce the identity of the bicycle network; they reinforce that all roadways, except for limited access highways, are legal places for bicyclists to ride; and help make connections where Class II and III bikeways are inappropriate or constrained by right-of-way width.

#### **Cons**

Bicycle Routes are not as recognizable or attractive to beginner and intermediate bicyclists as Class II or III bikeway facilities. Thus, they may only appeal to those advanced cyclists comfortable "taking the lane" and mixing with automobile traffic on collector or arterial streets. However, where significant, contextually appropriate traffic-calming devices are deployed, bicycle routes may become more attractive a wider base of users.

#### **Design Considerations**

Bicycle Routes should be designated along those thoroughfares not suitable for bicycle lanes. Bicycle Routes are appropriate for roadways with design speeds of 35 mph or less. They may include a bicycle-friendly shoulder on higher speed rural roadways, as well as conspicuous "Share the Road" signs (*see*: Wayfinding and Signing Plan) to underscore the thoroughfares presence in the bicycle network. When applied to local streets, Bicycle Routes should be considered on streets with average daily traffic (ADT) counts of 1,000 cars, or less. If ADT exceeds 1,000, additional traffic-calming measures should be considered. Additionally, Bike Routes should not be assigned to streets that do not terminate with other streets (cul-de-sacs or dead-ends), unless a connection to an off-street Shared Use Path can be made.

In exchange for not accommodating separate facilities, it is important the Bicycle Routes offer other advantages such as reduced travel time, limited stop signs/lights, and or direct connections to popular destinations. Bicycle Routes should be monitored on a regular basis. Should Average Daily Traffic counts (ADT) significantly increase, further improvements may be needed to discourage motor vehicle travel, or to accommodate cyclists safely.

### **Shared Use Lane Markings**

(Fig X: Denver Sharrow Example, Diagram Example of opening Car door)

**Total Miles Proposed: 25**

**Percentage of Total Proposed Bikeway Network: 20%**

### **Summary**

Shared Use Lane Markings—popularly referred to as “sharrows”—consist of a bicycle symbol pavement marking and two chevrons applied to thoroughfares too narrow to accommodate bicycle lanes and/or with design speeds that allow cyclists to travel comfortably within shared travel lanes. Sharrows are intended to enhance Bicycle Routes within commercial and/or neighborhood thoroughfares where parallel parking is typically, but not always present. Sharrows also reinforce the proper direction of travel for bicyclists (with traffic) and provided safe lateral positioning guidance by placing the pavement marking outside of the ‘door zone.’

### **Pros**

Shared Use Lane Markings are relatively inexpensive, enhance the visibility of cycling, and often attract a more varied type of bicyclist to the roadway. They also help cyclists undertake proper lateral positioning and avoid the ‘door zone.’

While Shared Use Lane Markings fail to offer separate bicycle facilities, they often appeal to intermediate cyclists, reinforcing one’s right to the full use of the lane. Beyond assisting cyclists with proper lane placement and raising awareness amongst people driving motor vehicles, Sharrows may also serve as wayfinding devices for cyclists who appreciate the on-pavement visual linkage between various facility types within the bicycle network, especially between on- and off-street segments, and where bicycle lanes are discontinued due to right-of-way constraints; it’s better to provide sharrows than to late the bicycle facility “disappear” altogether.

### **Cons**

As a relatively new design treatment, the intent of Shared Use Lane Markings are not yet understood by the general public—motorists and bicyclists. Depending on the thoroughfares to which they are applied, they may not provide enough appeal to lure in beginner and some intermediate bicyclists.

While the plan will offer very specific recommendations for the location of these bikeway types, each proposed bikeway segments and countermeasure treatment will require political/institutional support, dedicated implementation and maintenance funding, and public support.

### **Design Considerations**

Like Bicycle Routes, Shared Use Lane Markings should be applied to thoroughfares where right-of-way constraints and other design factors preclude or do not necessitate the implementation of bicycle lanes. According to the 2009 Manual of Uniform Traffic Control Devices (MUTCD), the center of the shared use lane pavement marking should be placed at a minimum of 11' from the curb face. This helps position cyclists out of the 'door zone,' where motorists and/or passengers occasionally open parked car doors outward into the path of oncoming cyclists.

However, where parallel parking spaces are greater than 7', sharrows should be placed even further into the rightmost travel lane to prevent such collisions. For example, an 8' wide parking stall should place the centerline of the shared use lane marking 12' from the curb face.

Where parallel parking is not provided, Sharrows should be placed at least 4' from face of curb, or the edge of pavement where no curb exists. Shared Use Lane Markings may also be placed between typical vehicle tire track 'desire lines,' which will extend the markings' lifespan and ultimately reduce the cost of maintenance.

"Share the Road," Bicycle Route, and other wayfinding signs (*see*: Wayfinding and Signing Plan) may also be used to further encourage bicycle travel and network and destination visibility.

## **COUNTERMEASURE TYPES**

### **BICYCLE BOX**

(Fig. X: Sketch-up Rendering)

#### **Summary**

A section of pavement aimed at preventing bicycle/car collisions at intersections, particularly between drivers turning right and cyclists traveling through an intersection within an existing Bicycle Lane. To improve its visibility, a Bicycle Box is often colored and includes a standard white bicycle pavement marking (Syn: advance stop line). It should be noted that the bicycle box is an experimental countermeasure not yet adopted by the MUTCD.

### **BICYCLE INDUCTOR LOOP AND PAVEMENT MARKINGS**

(Fig. X: Boulder Example, Sketch-up Rendering)

#### **Summary**

A bicycle inductor loop is comprised of a coil of wire embedded in the roadway surface, which detects the presence of a bicycle and prioritizes an intersection signal for it. The presence of these inductor loops are often time marked with a specialized pavement marking outlining where one should rest the bicycle in order to be detected by the inductor loop or other technology (camera, laser, etc.) Bicycle loops may be further enhanced and accessed by combining the treatment with a bicycle box.

### **PEG-A-TRACK**

(Fig. X: Arterial NYC/Montreal/Sketch-up Rendering)

#### **Summary**

Parallel dashed pavement markings that continue a Bicycle Lane through an intersection... **TEXT**

### **BICYCLE TURN POCKETS**

(Fig. X: Portland Example, Sketch-Up Renderings)

#### **Summary**

**TEXT**

### **BICYCLE SIGNAL HEADS**

(Fig. X: New York City/Montreal example, Davis CA?)

#### **Summary**

**TEXT**

### **RAISED BICYCLE/PEDESTRIAN CROSSWALKS**

(Fig. X: Boulder example, Sketch-Up Rendering)

#### **Summary**

**TEXT**

### **INTERSECTION/COUNTERMEASURE COLORED PAVEMENT MARKINGS**

(Fig. X: Boulder example, Sketch-Up Rendering)

#### **Summary**

**TEXT**

While the Plan offers recommendations for the location of each bikeway facility type, a more intense bikeway types (i.e. Class I vs. Class II) and additional countermeasures should be considered if the opportunity for further improvement arises. For example, if a corridor is designated as a bicycle route, which may only include Bike Route, wayfinding, and safety signs, but is capable of accommodating bicycle lanes, then the higher level of service should be pursued if and when funding and political support is available.

A close working relationship will have to be established with the CDOT and Adams/Jefferson Counties in the pursuit of the plan's implementation, as competing jurisdictional interests and funding constraints may prove detrimental to the realization of the Westminster Bicycle Master Plan.

### **FORMAL MUTCD PROCESS TO UNDERTAKE EXPERIMENTAL COUNTERMEASURES**

**TEXT HERE:**

### **INTEGRATING WESTMINSTER'S BIKEWAY NETWORK WITH THE REGIONAL TRANSIT NETWORK**

RTD provides regional bus and rail transit throughout the Denver region. According to the agency's 2007 Bike-on-Bus Survey, more than 682,000 trips utilized the system's bike racks. The same survey also noted that more than 11,000 passengers were passed over, as bike capacity was filled. Clearly, the presence of these racks, as well as the numerous bicycle parking facilities maintained at RTD stations and stops promotes bicycling throughout the region.

While Westminster's current Park n' Ride Centers and local bus RTD stations offer local and

regional transit service, they City will soon have more intensive regional rail service. The arrival of regional rail will greatly enhance the viability of transit in the region, especially for commuting purposes. As this infrastructure is built, the City should work closely with RTD to plan for changing land use patterns that will not only promote transit use, but also bicycling. The early plans for redeveloping the Westminster Mall offer a current example for how a completely integrated approach to land use, urban design and street network planning can generate new tax revenue, offer a more urban lifestyle, and support the needs of those who would like to walk and bike to RTDs local and regional transit service.

### **The Bicycle Shed**

The type and quality of transit service aside, planners generally accept that the average person will walk up to ½ mile to transit if the environment is safe, convenient, and interesting. This radial distance is most often referred to as the pedestrian shed. After this approximate radial limit is reached, however, it is assumed that transit’s ability to attract ridership decreases as distance from the station increases.

Yet, if one considers that the average bicyclist can travel 3 times faster than the average pedestrian, then the formulation of nuanced “bicycle sheds” can greatly expand transit station catchment areas, while also improving the extent and utility of the regional bikeway network. Indeed, just as a 5 or 10-minute walk should be convenient and enjoyable for the pedestrian, so to should it be for the average bicyclist, who is able to cover much more ground with an equal outlay of time. (Fig. X: Westminster Bicycle Shed Diagram).

While the bicycle shed is an important conceptual planning tool, it is meaningless without the physical development of bicycle infrastructure that further supports bicycling. Therefore, each “bicycle shed” should not be conceived in isolation, but as part of a regional bikeway network. This network should be designed to connect people to important destinations—schools, neighborhood centers, regional centers, open space, and of course, local and regional transit systems.

### **Parking at the Station**

In general, the integration of bicycles with public transit, or what is often called “bicycle transfers,” should be made easy. Quite simply, this means that what you do with your bicycle upon arrival is as important as being able to get there safely on two wheels in the first place.

In the context of transit-oriented bikeways, bicycle parking enriches the viability of multimodal travel, effectively adding to the economic, social, and public health benefits already associated with transit. Yet, many existing transit stops do not offer sufficient bicycle parking facilities; the importance of ensuring the proper supply, location, and type during the planning and design process is commonly underestimated.

To be sure, RTD has done much to accommodate bicycle parking (*see*: Bicycle Parking Plan). However, because bicycles are parked for an extended period of time, if not overnight, safety and theft prevention is vital. The best long-term parking facilities should include changing rooms, lockers, and showers. Such provisions are especially important in making bicycle-commuting possible. They are also a good fit for major transportation hubs and the center of regional employment districts.

As the transit-oriented bicycle shed is enriched with safer and more visible bikeways (the so-called safe routes to transit approach), more bicycle parking may be needed. And while well-designed and located parking facilities go a long way towards meeting bicyclists needs,

overcoming a collection of less obvious, detailed design, policy, and management challenges still remain.

### **Other Design Considerations**

It is increasingly common to see bicycles on the front of buses and inside trains ([Fig. X: RTD Image](#)) However, this was not always the case, as the right to do so required lengthy and hard fought battles that typically put transit officials and bicycle advocates at odds.

While bicycle access to the transit station is critical, so too is access within the station to the train. Stairs, platforms, turnstiles etc. are not only physical barriers for bicyclists, but mental barriers as well. Quite simply, nobody wants to publicly struggle with a bicycle in a crowded transit station. Thus, all stairways leading to and from transit platforms and fare boxes should be designed to include accommodations for bicyclists, such as bicycle-specific ramps. ([Fig. X: Bicycle Ramps](#))

While not immediately obvious, the placement and design of rail infrastructure is essential to maintaining bicyclist safety, as bicycle wheels are easily caught in the flange gap between the rails, which causes crashes. While investigating this all too common problem, Alta Planning + Design developed [Bicycle Interactions And Streetcars: Lessons Learned and Recommendations](#), which provides ways to best integrate rail infrastructure with bicycle facilities so that both are mutually supportive. Additionally, [StreetFilms](#) recently illuminated [the proper way to navigate inlaid train tracks](#), demonstrating that bikeway design can further alleviate the risk of crashing. ([Fig. X: Image of dangerous rail design/placement](#)).

Finally, [Norman Garrick's research](#) reveals that urban form plays a critical role in encouraging bicycling. In short, more people bicycle, and bicycle safely as density and land use intensity increases. Indeed interconnected street grids—common to dense places—place more destinations within bicycling distance, provide opportunities for safe alternative routes, and help make bicycling the most efficient mode of urban transport. While somewhat obvious, this helps explain why cities attract more bicyclists than suburban or rural areas.



## **Westminster Bicycle Parking Guide**

### **INTRODUCTION**

While bikeways are the most visible element within a bicycle network, cyclists must also have safe and convenient places to store their bicycles. Thus, providing bicycle parking and other “end-of-trip” facilities is critically important to supporting bicycling as a viable mode of transportation. Solutions range from the basic bicycle rack, to semi-enclosed bicycle shelters, to full bicycle “stations” that often include bicycle storage and repair facilities, showers, lockers, changing rooms, rentals, and even café/social gathering space. (Figure X: Pittsburgh, PA Bicycle Commuter “Station” Image).

No matter the type, bicycle parking is commonly excluded or insufficiently addressed in the planning, urban design, and development process. As a result, accessible, attractive, and safe parking options for both short and long-term use are often undersupplied or oversupplied, and/or poorly sited.

### **Westminster Bicycle Parking**

The gradual implementation of Westminster’s bicycle parking standards (Section 11-7-4, E1-E2) has been beneficial, insofar that bicycle parking facilities are now available in many locations throughout the City. However, functional and aesthetic outcomes could be greatly improved by meeting the additional standards set forth in this document. Likewise, formulating a coherent implementation plan will ensure appropriate types and locations are selected; prevent overbuilding and the waste of precious city resources; and that bicycle parking facilities are implemented to maximize safety and accessibility. (Figure X: Overbuilt parking image at Westminster Recreation Center).

The Bicycle Parking Guidelines and Standards contained herein are intended to provide all stewards of the Westminster Bicycle Master Plan with the information needed to improve bicycle parking conditions, and by extension, the City’s bikeway network.

### **BICYCLE PARKING TYPOLOGY**

While countless bicycle parking designs and configurations exist, there are only two basic types. These include:

- 1) short term parking facilities

## 2) long term parking facilities

Within these two meta-types there are six basic sub-types. They include:

- 1) bicycle racks (Fig. X: Image of nice u-rack)
- 2) semi-enclosed bicycle shelters (Fig. X: Image of NYC shelter)
- 3) fully enclosed bicycle lockers (Fig. X: Image of Westminster Lockers)
- 4) fully enclosed bicycle stations/storage rooms (Fig. X: Image of Pittsburgh Bike Station, or other)
- 5) self-service bicycle sharing systems. (Fig. X: Image of Denver's B-Cycle)
- 6) temporary event "valet" parking (Fig. X: from Miami or NYC?)

Matching each of these types and the available configurations to the right context is not difficult, but requires an understanding of the following:

- intended bicycle user group
- length for which bicycles are likely to be parked
- type(s) of trips to be accommodated (long/short term)
- proposed location and the surrounding land uses
- local climate considerations (rain, snow, etc. a concern in Colorado).
- ability of the proposed facility to provide orderly, safe, and attractive bicycle parking
- basic performance standards and parking site guidelines

### **BICYCLE RACKS**

Bicycle racks allow for the temporary store bicycles in a safe and organized manner. While a great variety of designs and configurations are available, the most effective are those which are easy to identify, efficient in their ability to accommodate the intended amount of bicycles, allow for easy bicycle maneuverability in and out of the designated bicycle parking space, and enable the bicycle to be secured properly.

Two simple and recommended forms that meet these standards are the inverted "U" Rack (Fig: X [Show Image or refer to above rack image](#)) and the "Post and Ring" (Fig. X [Post and Ring Image](#)). Each rack may be implemented singularly—one rack provides two bicycle parking spaces—or configured in groups where demand exists. One such application, the on-street bicycle corral, makes use of several racks to replace a motor vehicle parking space where bicycle parking demand is high and sidewalk space is either limited or duly accommodates high volumes of pedestrian traffic (Fig. X [Show Corral Image](#)). Depending on the configuration, a single motor vehicle parking space may yield between 6 and 12 bicycle parking spaces.

### **Standard Bicycle Rack Recommendation**

While both the Inverted U and the Post and Ring offer excellent short term bicycle parking solutions for most bicyclists, it is recommended that Westminster designate a version of the Inverted "U" rack to be the standard City bicycle rack, both that it implements for short term parking, and for which it advocates private land developers to utilize. Selecting a single design type will improve user recognition and also streamline the City's purchasing and implementation process. That being said, certain contexts may allow or dictate a different parking facility or

design type, as described below.

### **Public Art Racks**

Certain neighborhood, civic, district, non-profit, institutional, or business groups within the City of Westminster may want to pursue bicycle parking facilities that reinforce an existing cultural, historical, social, and/or other known identity. In such instances, custom or public art bicycle racks should be allowed to creatively address bicycle parking needs while simultaneously enhancing the profile of bicycling and the destination such racks are intended to serve. However, many art rack designs unintentionally undermine the intended functionality, which often results in inefficient, unrecognizable, and undesirable bicycle parking facilities. Therefore, the provision of art racks should meet or surpass the guidelines and performance standards set forth in this Bicycle Parking Guide.

### **Bicycle Rack Safety and Performance Standards**

To ensure public safety and high performance, all bicycle racks should:

- support the frame of the bicycle in at least two (2) locations\*
- allow the frame *and*\* one wheel to be locked to the rack element when both wheels are left on the bike
- allow the frame and both wheels to be locked to the rack if the bicyclist decides to remove the front wheel
- allow the use of both cable and U-shaped locks
- be securely anchored to the ground
- be usable by bicycles with bottle cages, panniers etc.
- be usable by a variety of bicycle sizes and types (children's bicycles, tricycles, step-through frames, etc.).
- keep both wheels on the ground

\*not included in existing site design guidelines (Section 11-7-4, E1-E2)

In addition, all bicycle racks should not be capably compromised by hand tools, especially those that are easily concealed (wire cutters, screw drivers etc.). Bicycle racks and the bicycles secured to them, should not create a tripping hazard or barrier for pedestrians and the visually impaired. Finally, all outdoor bicycle racks and any related facilities should also be well-lit and highly visible at night so that users feel safe.

### **BICYCLE SHELTERS**

Bicycle shelters provide bicycles with highly visible, semi-enclosed protection from the elements. Bicycle shelters should be placed at highly frequented bicycle destinations where users tend to park for periods of an hour or more. Such places include, but are not limited to employment centers, transit stops, fitness gyms, civic buildings, parks, schools, and other educational institutions.

Bicycle Shelters also provide an opportunity to display safety information, a map of the regional and local bicycle network, and/or any other relevant bicycle or local information. The spacing between individual bicycle racks and/or other streetscape elements must be taken into account and should follow the general bicycle parking performance and location standards contained within this Bicycle Parking Guide. Likewise, bicycle shelters should be easily identifiable, well lit

at night, and able to sufficiently protect bicycles from the elements.

The City of Westminster may consider pursuing the implementation of bicycle shelters in strategic locations. Doing so will raise the profile of bicycling and provide a parking amenity that provides shelter for longer parking stints. Additionally, Colorado's climate makes the provision of bicycle shelters particularly relevant.

### **Bicycle Shelter Safety and Performance Standards**

To ensure public safety and high performance, all bicycle shelters should:

- include bicycle racks that support the frame of the bicycle in at least two (2) locations and meet all other bicycle rack performance standards as discussed in this bicycle parking plan.
- include a roof span of at least 8 ft. to ensure adequate bicycle coverage
- be located to ensure pedestrian sidewalk clearance (6 ft. min.)
- be located to maintain adequate visibility clearance at intersections (15 ft. min.)
- comply with local building code requirements
- provide adequate illumination for night time use

### **BICYCLE LOCKERS**

Bicycle lockers not only offer additional security and protection from the elements, they provide an appropriate solution for long-term bicycle parking needs. Bicycle lockers should be placed conspicuously at transit stops, well-used park and ride locations, civic buildings, large residential apartment buildings and office towers, and within higher educational institutions. While such facilities offer a higher level of security for the bicyclist, they must be not only be made of high quality, durable materials, but also well maintained to ensure that their use continues without tampering or theft.

Additionally, bicycle lockers need to be located so that they are highly visible, accessible and convenient to any/all adjacent land uses destinations and intermodal transportation options. Because bicycle lockers are intended for long-term use, safe lighting is also a critical element to making the lockers feel safe. Areas of higher crime may justify the use of CCTV security devices to monitor the lockers and the surrounding areas.

At present, RTD maintains 52 bicycle lockers, spread out over three locations within the City of Westminster. At present, only 25% of these are leased to users (Fig: X below).

<b>Bike Lockers/Racks</b>		
<b>RTD Location</b>	<b>Bike Rack Capacity</b>	<b>Bike Locker Capacity</b>
US 36 & Church Ranch park-n-Ride	6	6 (0 leased)
Wagon Road park-n-Ride	10	20 (7 leased)
Westminster Center park-n-Ride	27	26 (6 leased)

It is recommended that the City work with RTD to raise public awareness and encourage the use of the lockers by Westminster residents and/or those who commute to jobs within the City. It is also recommended that the City work with RTD to ensure high quality bicycle lockers are included at future RTD stations within the City's borders.

### **Bicycle Locker Safety and Performance Standards**

To ensure public safety and high performance, all bicycle lockers should:

- be made of high quality, non-flammable materials that prevent door sag, lock cutting, and panel prying;
- make use of digital “smart” access and reservation technology wherever possible;
- be clearly labeled as bicycle parking;
- include designs that may be incorporated wherever possible into building design or street furniture, as approved by the City;
- allow maximum flexibility in grouping and placement;
- ensure that locker doors open at least 90 degrees to ensure loading and unloading;
- ensure adequate end and side clearance for users to maneuver their bicycles within the bicycle parking area;  
ensure aisle space between rows of lockers allow for simultaneous maneuvering/use;
- ensure vertically stacked lockers include wheel track guides to help guide bicycles into locker; and
- include rental information and directions for use should be posted on or near the locker facilities, as well as on the web;

### **BICYCLE STATIONS**

Bicycle stations are intended to serve as a regional hub for metropolitan bicycling activity. They may offer a wide variety of services, such as:

- secure and attended parking facilities;
- bicycle rentals;
- showers, lockers and changing facilities;
- repair services;
- and café/social space

The combination of these facilities provides the highest level of bicycle parking service for both medium and long-term use, and elevates the visibility and viability of bicycling across the region.

Bicycle stations are most appropriate in the urban core, central business district locations where the services offered may be maximized by bicycle commuters and tourists alike. Cities such as Chicago, Seattle, Berkeley and Long Beach all provide working models. (Fig. X Show image from above city)

Due to existing land use patterns, density, and lack of built bicycle infrastructure within the City of Westminster, it is not recommended that the City pursue bicycle stations until the bicycle infrastructure is in place to help stimulate use and demand.

### **BICYCLE SHARING SYSTEMS**

Bicycle Sharing Systems provide an easy-to-use and inexpensive form of public transportation. Each “station” includes multiple bicycles that can be rented from an electronic kiosk designed for visibility and ease of use. Stations are typically located within the public sidewalk, but may also replace an existing on-street parking space where sidewalk space is at a premium. Bicycle stations may also be located within a public park, plaza, or at transit stops.

Like the bicycle station concept, bike share systems are ideal for the most urban environments, such as central business districts and high-density mixed-use neighborhoods. American cities such as Denver, Washington D.C., and Minneapolis have successfully implemented bicycle sharing system thus far.

While it is conceivable that Westminster could provide a small bicycle sharing system, it is recommended that the City first focus on improving the bicycle network as well as education and encouragement efforts so that an increasing number of citizens and visitors would feel comfortable taking to the streets with the bicycles provided by such a system.

### **GENERAL LOCATION AND PERFORMANCE STANDARDS**

The general location and specific placement of bicycle parking and other end-of-trip facilities is crucial to its success. Similar to motorists, bicyclists desire to park as close and as conveniently to their destination(s) as possible. However, the specific placement of parking facilities, per **Figure X (Proximity Graph)**, may vary by the type of facility being provided and the type of trip/user it is intended to serve.

Short term parking facilities, like bicycle racks and shelters, should be located as close as possible to the destination(s) they serve. This is especially important for streets served by concentrations of retail where any prolonged effort to find adequate bicycle parking is as frustrating for the bicyclist as circling the block is for the motorist.

Long term parking, such as bicycle lockers and stations, should also be as convenient as possible. However, the protection from inclement weather and the enhanced level of safety/service that such facilities provide often compensates for location efficiency. Similarly, shower, changing rooms, and locker facilities need not be located inside the destination they serve, but should provide enough proximity and convenience so that commuting by bicycle is as easy as possible. Indeed, many employers unable to provide such facilities often contract with nearby fitness gyms to rent out space for their bicycling employees.

Short and long term parking facilities should adhere to the following location and performance standards.

In general, safe bicycle rack locations should:

- maximize visibility and minimize opportunities for vandalism by being located within in locations within easy view of pedestrian traffic, windows, doors, and/or well-lit areas;
- protect bicycles from inclement weather, as long as the facilities meet or exceed visibility, spacing, and performance standards;
- locate bicycles a safe distance away from automobiles parked on-street, in lots, or in structures so that bicycles will not be damaged by opening doors or errant driving behavior;
- not obstruct pedestrian traffic in any way;
- place the rack(s) between the primary road/path used by bicyclists and the entrance to the

destination;

- not be located on or near stairs, large curbs, berms, or within handicap accessible ramps;
- provide enough space for bicycles of all types to maximize the bicycle parking capacity of a given facility.

Specifically, bicycle racks for short-term parking should be located within 30 feet of the entrance(s) they serve. If impossible, they should be no more than a 30-second walk (~120 feet) away, or at least as close as the nearest automobile parking space.

Bicycle racks should be clearly visible from the approach to a destination's most actively used entrance. If located along a sidewalk, within the public right-of-way, bicycle parking should be visible from the street for which the sidewalk serves. Additionally, entire urban blocks should not be served by a large, single bicycle rack cluster. Rather, it is preferable to place several smaller rack clusters, or even single bicycle racks in multiple, convenient locations.

When considering the implementation of bicycle parking facilities in the City of Westminster, the following location and performance standards should be met:

### **Signs**

If a bicycle parking facility is unable to be sited visibly in front of the destination it serves then attractive signs should be provided at all primary entrances to direct bicyclists to the nearest bicycle parking location. (Fig X: Sign D4-3 from MUTCD)

### **Clear Path**

With few exceptions, bicycle racks, shelters, lockers, and rental stations must allow a minimum clear path of 5 feet in width so that pedestrians may move without obstruction.

### **Curb Clearance**

If sited parallel to the roadway, all bicycle racks must be placed at least 24 inches from the curb. Those placed perpendicular to the curb, however, must locate the nearest vertical component of the rack at a minimum of 48 inches from the curb's edge. Both dimension requirements will help prevent bicycles from being struck by car doors or moving motor vehicles.

### **Distance Between Racks**

Bicycle racks aligned parallel to each other must be at least 36 inches apart. This includes racks that are sold as multiple rack units, which may be attached together. Racks that are aligned end to end must be at least 96 inches apart.

### **Distance From Walls**

Bicycle racks placed perpendicular to a wall must be at least 4 feet from the wall to the nearest vertical component of the rack. Bicycle racks placed parallel to a wall must be at least 3 feet from the wall.

### **Distance From Pedestrian Aisle**

For indoor racks placed in groups, an adequate pedestrian aisle must be provided so that bicyclists can access and maneuver their bicycles in and out of the parking position. Bicycle racks placed perpendicular to a pedestrian aisle must be at least 4 feet from the aisle. Pedestrian aisles should

be at least five feet wide wherever possible.

### **Other Recommended Site Distances**

When placed within the public right-of-way, bicycle racks should be:

- 15 feet from fire hydrants, bus stops, taxi stands, hotel loading zones, subway/ transit station entrances, newspaper kiosks etc.
- 10 feet from intersections/driveways/curb cuts
- 6 feet from a wall fire hydrant
- 5 feet from any standpipes, or above-ground vertical structures like signs, meters, lights, mailboxes, planters, public bathrooms, pay phones etc.
- 3 feet from tree pit edges, grates, utility covers, etc.

Visual representation for many of the above conditions, are detailed generically in Figures **X,X,X** on the following two pages (**Sketch-up diagrams**)

### **IMPLEMENTATION**

It is the intent of this entire Plan to encourage The City of Westminster to work with the city's businesses and neighborhoods to support and foster bicycling as a viable, safe, and sustainable form of recreation and transportation. Implementing bicycle parking and other end-of-trip facilities plays a key role in realizing this goal.

The Westminster Bicycle Parking Guidelines and Standards are conceived at the scale of the whole City, but should be implemented with sensitivity at the block and building scale. They should also be kept in sync with the overall need and character of Westminster's individual neighborhoods, districts, and corridors. Thus, additional steps and specific site analysis should be undertaken so that bicycle parking remains convenient, visible, and located properly in relation to the destinations and bicyclists it serves.

Like the overall Bicycle Master Plan, the Bicycle Parking Guidelines and Standards must be implemented in cooperation with a number of inter-related City, County, and State entities who have jurisdiction over the governance and physical development of Westminster and its public right-of-ways.

The realization of the recommendations contained herein should also be supplemented and supported by the City's residential and business communities. To date, many municipalities have created bicycle parking programs that encourage public and private partnerships that reduce the cost of purchasing and installing bike racks while simultaneously expanding the supply. For example, some City's have a 50-50 match bicycle parking implementation program that encourages businesses to partner with the municipality. Similarly, other municipalities maintain a "shop by bike" program which encourages businesses to provide discounts, parking, and promotions to those who chose to meet their shopping needs via the bicycle—a sustainable mode of transportation that does not burden the City's already congested thoroughfare network. Such programs are worth researching and potentially adapting to the City of Westminster.



## **Aesthetics and Maintenance**

Bicycle parking does not have to be ugly. If done well, bicycle parking solutions can add an attractive and unique element to any street or cityscape. In general, visibility and function remain the most important elements. However, opportunities for the city, or individual businesses or districts to develop their own “brand” of bicycle parking. Such efforts are a common occurrence in downtowns, university campuses, and in business districts keen on supporting both public art and bicycling. Indeed, a unique, well-designed bicycle rack can enhance or reinforce the visual appeal of the area in which it is placed.

While custom bicycle racks do cost more than generic racks, they raise the profile and visibility of bicycling in general, and improve the public perception regarding a city or organization’s values and reward cyclists for making sustainable and healthy transportation choices.

Once implemented, bicycle parking facilities of all types must be well maintained. This means keeping all facilities clean, orderly, free of any/all abandoned bicycles or bicycle locks, and other debris. This will help ensure that bicycle parking remains attractive and is used frequently and as intended.

To remain attractive and functional, areas around the bicycle parking facility, whether it be a rack, locker or otherwise, must remain well-paved, mown, plowed, or otherwise tended and cared for so that bicyclists are not deterred from using the facility. Public works/show removal maintenance crews may need to be educated to avoid rendering bicycle parking unusable. The security of bicycle racks and other long term parking facilities should also be checked periodically so that each remains secure. This includes checking the function of moving parts (locks, clasps, and hinges), lighting, and enclosure conditions, and changing key codes or key fittings after facility use turnover.

Failing to meet basic maintenance standards will deter use and create additional opportunities for theft.

The responsibility for maintenance and rack type selection should be conferred upon the sponsoring entity (City of Westminster, Business Improvement District, individual property owner, etc.), or agreed upon between mutual public/private parties and/or multi-jurisdictional interests. This will help ensure that bicycle parking remains viable, safe, and attractive.

## **Bicycle Parking Ratios**

Westminster’s existing bicycle parking guidelines (*see*: Site Development Standards 11-7-4 (E) 2) currently allocate bicycle parking ratios throughout the City. While these standards have expanded the supply of parking, in some instances they have created an oversupply, or more rarely, and undersupply of bicycle parking facilities within certain locations. (Fig. X: **City Recreation Center Bike Racks**) Contrary to the City’s current site development standards, bicycle parking should *not* be calculated as a portion of automobile parking requirements because supply and demand for motor vehicle parking facilities are not an adequate indicator of actual bicycle parking need. Indeed, if a municipality adopts automobile parking maximums, or later reduces such parking requirements, the amount of bicycle parking would also be reduced when over time the opposite may be necessary. Therefore, bicycle parking ratios should be based on land

use/building function (e.g., a gym needs more bicycle parking than a lumberyard) and quantifiable indicators like unit count, employee count, or building square footages.

**Table X**, provided by the Association of Pedestrian and Bicycle Professionals coordinates these elements for common land use types. However, calibrating these to the unique characteristics within Westminster is recommended because certain locations in the City are more easily accessible for cyclists than other; whereas other destinations may not be accessible to them; this influences the demand for bicycle parking. Most importantly, **Table X** makes a distinction between both short term and long term parking types, a key distinction when allocating bicycle parking facility types.

Since bicycling is not yet a popular mode of transportation in most North American contexts, **Table X** is geared towards cities with a bicycle mode share of 5% or less. (By comparison, as of late 2009 Copenhagen had a 37% bicycle mode share for commuting, and an even higher share among city residents.) In places demonstrating a higher mode share, higher bicycle parking ratios may be needed. Bicycle parking ratios should be reviewed in conjunction with bicycle master plan updates, or at least every five years, to ensure that supply meets demand.

Type of Activity	Long-term Bicycle Parking Requirement	Short-term Bicycle Parking Requirement
<b>RESIDENTIAL</b>		
Single-Family Dwelling	No spaces required	No spaces required
Multifamily Dwelling		
a) with private garage for each unit	No spaces required	0.05 spaces for each bedroom. Minimum is 2 spaces
b) w/o private garage for each unit	0.5 spaces for each bedroom. Minimum is 2 spaces.	0.05 spaces for each bedroom. Minimum is 2 spaces
c) senior housing	0.5 spaces for each bedroom. Minimum is 2 spaces.	0.05 spaces for each bedroom. Minimum is 2 spaces
<b>CIVIC: CULTURAL/ RECREATIONAL</b>		
Non-cultural assembly (library, gov't buildings, etc).	1 space for each 10 employees. Minimum requirement is 2 spaces.	1 space for each 10,000 s.f. of floor area. Minimum requirement is 2 spaces.
Assembly (Church, theaters, stadiums, parks, beaches, etc)	1 space for each 20 employees. Minimum requirement is 2 spaces.	Spaces for 2% of maximum expected daily attendance.
Health care/ hospitals	1 space for each 20 employees or 1 space for each 70,000 s.f. of floor area, whichever is greater. Minimum requirement is 2 spaces.	1 space for each 20,000 s.f. of floor area. Minimum requirement is 2 spaces.
Education		
a) public, parochial, and private day-care centers for 15 or more children	1 space for each 20 employees. Minimum requirement is 2 spaces.	1 space for each 20 students of planned capacity. Minimum requirement is 2 spaces.

b) public parochial, and private nursery schools, kindergartens, and elementary schools (1-3)	1 space for each 10 employees. Minimum requirement is 2 spaces.	1 space for every 20 students of planned capacity. Minimum requirement is 2 spaces.
c) public parochial, and elementary (4-6), junior high and high schools	1 space for each 10 employees plus 1 space for each 20 students of planned capacity. Minimum requirement is 2 spaces.	1 space for each 20 students of planned capacity. Minimum requirement is 2 spaces.
d) colleges and universities	1 space for each 10 employees plus 1 space for each 10 students of planned capacity, or 1 space for each 20,000 s.f. of floor area, whichever is greater.	1 space for each 10 students of planned capacity. Minimum requirement is 2 spaces.
Rail/ bus terminals and stations/airports	spaces for 5% of projected a.m. peak period daily ridership	spaces for 1.5% of a.m. peak period daily ridership.

**COMMERCIAL**

Retail		
general food sales or groceries	1 space for each 12,000 s.f. floor area. Minimum requirement is 2 spaces.	1 space for each 2,000 s.f. of floor area. Minimum requirement is 2 spaces.
general retail	1 space for each 12,000 s.f. floor area. Minimum requirement is 2 spaces.	1 space for each 5,000 s.f. of floor area. Minimum requirement is 2 spaces.
office	1 space for each 10,000 s.f. of floor area. Minimum requirement is 2 spaces.	1 space for each 20,000 s.f. of floor area. Minimum requirement is 2 spaces.
Auto-Related		
automotive sales, rental, and delivery; automotive servicing, automotive repair and cleaning	1 space for each 12,000 s.f. floor area. Minimum requirement is 2 spaces.	1 space for each 20,000 s.f. of floor area. Minimum requirement is 2 spaces.
off-streetparking lots and garages available to the general public either without charge or on a fee basis	1 space for each 20 automobile spaces. Minimum requirement is 2 spaces. Unattended surface parking lots excepted.	Minimum of 6 spaces or 1 per 20 auto spaces. Unattended surface parking lots excepted.

**INDUSTRIAL/ MANUFACTURING**

Manufacturing and production	1 space for each 15,000 s.f. of floor area. Minimum requirement is 2 spaces.	Number of spaces to be prescribed by the Director of City Planning. Consider minimum of 2 spaces at each public building entrance.
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## **Wayfinding and Signing Plan**

Wayfinding is the process of using spatial information to determine one's location, one's destination, and a route to travel between the two. When navigating through a space, people construct a "mental map" that allows them to understand intangible space. A proper wayfinding system is essential to the clear understanding and proper navigation of any roadway or trail network.

Individuals navigate through a location or roadway network through two distinct methods: routing or landmark-recognition. Routing is a process wherein individuals create a mental route from origin to destination by chaining together a series of individual steps and particular directions. An example of routing is: "after making a right on Main Street, go down the block and make a left on Broadway." By contrast, landmark-recognition relies on immediate surroundings and the built environment to act as mental cues for the individual who is developing a route. An example of landmark-recognition is: "after making a right after the gas station, go down the block and make a left right before the church." When navigating through a new or even familiar space, people tend to use both routing and landmark-recognition.

Signage is an essential element of any roadway or trail network. Signs help users navigate between their origin and destination, as well as communicate valuable safety and regulation information. Destination information about amenities or local attractions can also be contained in signage. Maps can be integrated into signage and provide another valuable tool for wayfinding and route planning. Other indicators, such as pavement markings, can also be used for wayfinding.

All roadway networks in the United States utilize a standardized wayfinding and signage system based on the Federal Highway Administration's *Manual of Uniform Traffic Control Devices* (MUTCD). This manual defines the color, size and placement of all roadway signs. Standards on bicycle-related signage can be found in Chapter 9 of the guide.

The Colorado Department of Transportation (CDOT) also has its own set of sign design guidelines, as outlined in the *CDOT Sign Design Manual*. There is also a CDOT Sign Library available on their website (<http://www.coloradodot.info/library/traffic/traffic-manuals->

guidelines/fed-state-co-traffic-manuals/cdot-sign-library.html), which is a supplement to standard MUTCD roadway signs. These signs are in the spirit of the MUTCD, but are tailored to the visual language, laws and character of Colorado.

Signage systems on shared use path networks are not regulated to any federal codes, allowing for more variation and visual elements that reflect the local character of a particular community. However, any shared use path signage network should use similar language and visual elements to roadway signs to ensure clear understanding and comprehension by users.

The content of bicycle-specific signage can be broken down into four broad categories:

- **Navigation:** Serves as the prime identifier of a bike route. It can also be used to offer valuable navigational information such as route destination and direction, and distances to major cross streets.
- **Caution:** Conveys warning messages to motorists and cyclists. Since their message needs to be understood quickly and from a distance, they are the largest and most basic of the route's signs.
- **Connections:** Highlight intersections with other bicycle routes or public transportation hubs. Their goal is to integrate individual bikeways into a broader transportation network.
- **Points of Interest:** Highlight points on or near the route of relevance to cyclists. By drawing attention to these locations, Point of Interest signs can help make bikeways more attractive recreational routes for cyclists.

## SUMMARY OF BICYCLE WAYFINDING AND SIGNAGE TYPES AND BEST PRACTICES

### On-Street Directional Signage (MUTCD)

Chapter 9 of the MUTCD is dedicated to bicycle signage, identifying sign types and roadway placement. Bicycle route wayfinding (guide) signs are most often distinguished by their green color and white text. By using a consistent color scheme for directional and distance information, this allows the cyclist to clearly see and understand the information contained therein. In the same way that Interstate Highway signs are always red and blue, or state highways are black and white, the use of a consistent visual language allows the cyclist to notice and distinguish the signs from others posted on the road.

The most common bicycle wayfinding signage encountered by roadway users is the standard 'Bike Route' signs (D11-1) that are laid out in intervals on Class III routes and are paired with directional arrows in wayfinding systems. These signs serve the dual purpose of alerting motorists to the presence of cyclists and assisting cyclists in the navigation of the bicycle route network.

[Fig. X: INCLUDE BIKE ROUTE SIGN W/ DIRECTIONAL ARROW]

### Cyclist Caution or Awareness Signage (MUTCD)

Beyond wayfinding, signage can alert cyclists to potential hazards and remind motorists of proper behavior around cyclists. Caution signs can alert cyclists to such hazards as railroad tracks or steep roadways, among others. Motorist-targeted awareness signs can remind drivers of state laws, such as that bicycles can take the full lane or that motorists must give cyclists a full three

feet when passing. Both cyclist- and motorist-targeted signs help to raise awareness and indicate a community's commitment to supporting cycling.

### On-Street Pavement Markings

Pavement markings can also play an important role in cyclist wayfinding. Two common and related types of bicycle pavement markings are sharrows and pega-tracking.

Sharrows, per MUTCD standards are most often painted as a bicycle below two chevrons. When traffic conditions permit, sharrows are a phenomenal alternative when roadway width does not permit a full bicycle lane. Sharrows inform the cyclist where they should be on the roadway to be outside of the "door-zone," as well as remind motorists that cyclists have a right to space on the road.

Pega-tracking is defined as a pavement marking which indicate the continuation of a bicycle lane or other facility through an intersection. Most often a series of chevrons contained within two dotted lines, pega-tracking helps to alert the motorist to the presence of cyclists in the intersection. For cyclists, pega-tracking identifies the proper position that they should occupy when traversing an intersection.

Both sharrows and pega-tracking serve the primary purpose of designating a safe space for cyclists on the roadway. However, they can also be used as intuitive wayfinding tools, particularly for gaps in the network. Rather than having to consult a roadway sign at a key decision-making point, a cyclist can follow the roadway marking which they have already been using.

### Trail Markers

Trail markers are essential to ensure that an off-street path system fully interfaces with the on-street facility network. In their most basic form, trail markers are posts or signs placed at trailheads that identify the name of the trail to the user. More elaborate trail markers can also include information about park regulations (if the trail is in a public park), length of the trail and destination that it serves.

Without obvious identification of a trailhead, users can have great difficulty locating and using the trail. Even with the assistance of a map, trail entrances can be challenging to locate, as they can be hidden from view. Without a trail marker, cyclists will be hesitant to take a trail that they come across. Cyclists are also susceptible to taking an incorrect trail if there is no signage in place.

Alternatively, unofficial walking trails, which are formed organically as many individuals cut through natural or landscaped areas. These paths can appear to be a designated trail, but may not serve the cyclists intended destination. As a wayfinding tool, trail markers are of particular importance in ensuring the seamless integration of an on-street and off-street bicycle facility network. (Fig: X, X: ARVADA TRAIL MARKER, WESTMINSTER TRAIL MARKER)

As trail markers are off-street signage, they are not beholden to any federal regulation. This allows the local municipality to design the trail markers to reflect the local character of the community. Trail markers will frequently feature the colors or logos of the city within which they are installed. Some trail systems that traverse multiple municipal boundaries will maintain the

same visual language across borders to ensure that users know they are continuing on the same trail system.

### Trail Directional and Distance Signage

Directional and distance signage is an important wayfinding element of a useful off-street trail network. Placed at periodic intervals and key-decision making points, these types of signage help users navigate the trail system.

Directional signage is placed at locations where two or more trails converge, or a user is required to change course. These strategic points can include trail intersections, spurs, or detours onto the street or sidewalk. Arrows and labels distinguish the choices and identify the destination served by each trail. As the information on each sign is particular to its location, most directional signs are site specific and reflect the geometry of the trails that they are indicating. In order to maximize legibility for cyclists, directional arrows and text should be large enough so that they are easily read from a distance of approximately thirty feet and while traveling twelve miles per hour.

Distance signs or mileage markers are also an important wayfinding element of a trail network. These signs can communicate distance to a trailhead, a connecting trail, or a point of interest, among other key points. Estimated time to destination is also helpful information to be contained within the signs. This information, rather than a distance estimate, can sometimes be more helpful to users when approximating how long it will take to arrive to their destination. Distance signs or mileage markers, when placed soon after key decision-marking points, also serve as a confirmation to trail users that they have in fact selected the correct route. As with directional signage, the text height should be large enough to be easily read from thirty feet away while traveling twelve miles per hour.

Sometimes directional and distance signs contain maps of the trail network. These maps help users better understand their location within the trail network, as well as assist with trip planning. In order to make the maps easier to read, these maps generally identify the location of the map (and viewer). These maps can also contain information about the adjacent street or bicycle facility network, in addition to popular destinations or cultural institutions. [Fig: X: GLACIER NATIONAL PARK]

### WESTMINSTER EXISTING SIGNAGE

Westminster has a limited amount of existing bicycle-signage. The majority of this signage is part of the off-street trail network. A very limited amount of installed on-street bicycle signage is peppered throughout the street network at different points. All of these on-street signs are targeted towards motorists, alerting them to the presence of cyclists.

#### Off-street Signage (Trail Network)

Westminster's robust trail network is paired with a comparatively sparse and incomplete signage system. While containing trail markers, distance and directional signs, the overall wayfinding system is installed inconsistently, leaving massive gaps that reduce the overall value of the installed signs. There are two versions of trail signage located at various points throughout the network.

The older design of signage is blue, purple and grey and features white typography. The signs are approximately three feet tall and two feet wide. There are two types of signs within this system: trail markers and directional signage. Installed on a single post, sign height varies from approximately two to three feet.

The newer design of signage is red and brown and features white text. They are smaller than the older iteration, approximately two feet tall and eighteen inches wide. This version of sign has two types: directional and distance. The signs are all encased in a wood frame, which also makes up the two legs that support the sign.

For the most part, the older design is more effective at communicating information to bicyclists than the newer design. Due to the smaller size of the newer signs, they are difficult to read at a distance, particularly when traveling at normal bicycle speed. The older design, which features higher contrast colors and larger fonts is far easier to read at bicycling speed. Another issue with the new design is the directional arrows. There is one universal placement for the arrows, regardless of the trail geometry. In this case, the arrows are always pointing to two and ten o'clock. At certain intersections, deciding which arrow is related to which trail is not immediately clear, further exacerbating the issue of legibility at bicycle speeds. One positive aspect of the new design is the distance signs that contain trail system maps. Again, while it is not immediately apparent that these signs contain maps, particularly at bicycling speed, they are very helpful to users navigating the network. [\[Fig. X: NEW AND OLD WESTMINSTER DESIGNS\]](#)

### On-street Signage

There are very few on-street bicycle related signs in Westminster. All of the signs are based on standards contained in the MUTCD. All bicycle-related signage is intended to raise driver awareness and alert the motorist to the presence of cyclists. These signs are located at sporadic points throughout the city, and only in places where the off-street network crosses or adjoins the road system. There appears to be no consistent standard as to when bicycle signage will be installed, as there are numerous possible instances of on-street/off-street interactions in which signage is not installed. [\[Fig. X: ALERTING SIGNS\]](#)

### Signage and Wayfinding Recommendations

#### **Action #1: Develop an on-street bicycle wayfinding system and standards to compliment and enhance the future bicycle facility network.**

Based on the standards laid out in the MUTCD, the Department of Transportation should install bicycle directional and confirmation wayfinding signage with every on-street bicycle facility. At the very least, the signage should consist of a "Bike Route" sign (D11-1) accompanied by an appropriate directional arrow (M7-1:7). These signs should be installed at every key-decision making point or bicycle facility intersection. A wayfinding plan should be developed which would include supplemental plaque signs (D1-1b or D1-1) that identify destination direction, name, distance and estimated time to arrival. The location and content of these signs should be established by the plan. [\[SHOW D11-1 and D1-1b\]](#)

#### **Action #2: Install bicycle warning signage along with new bicycle facilities.**

It is important to alert motorists to the presence of cyclists on the roadway. Warning signs from the MUTCD that alert motorists to cyclists, namely W11-1, W16-1 and W16-7p, should be installed at regular intervals along any on-street bicycle facility. In addition, warning signage for cyclists, alerting them to conditions such as steep descents (W7-5) or narrowing bikeways (W5-4a) should be installed whenever roadway conditions require it. Based on precedence in Arizona



and other states, the Westminister Department of Transportation should consider designing a new motorist-targeted sign, reminding drivers of the new requirement to give cyclists three feet of space when passing (as mandated in Colorado's 2009 Bicycle Safety Act). The Westminister DOT should work with CDOT to create this sign, using the existing CDOT 'State Law' regulatory sign (R52-6e) as a template.

**Action #3: Install bicycle appropriate regulatory, guide and warning signage along with new bicycle facilities.**

Regulatory, guide and warning signage is essential to ensuring the educated and proper use of bicycle facilities by both cyclists and motorists. The Westminister Department of Transportation should install appropriate bicycle signs, according to the standards in Chapter 9 of the MUTCD, whenever appropriate for new bicycle facilities as listed below:

**Bike Lane**

- 'Bike Lane' (R3-17) and 'Ahead' (R3-17a) regulatory signs at the beginning of a bike lane.
- 'Bike Lane' (R3-17) and 'Ends' (R3-17b) regulatory signs at the end of a bike lane.
- 'Bike Lane' (R3-17) regulatory sign placed after every intersection along any bike lane route.
- 

**Signed Route**

- 'Bike Route' (D11-1) and 'Begin' (M4-11) guide signs at the beginning of a sharrow route.
- 'Bike Route' (D11-1) and 'End' (M4-11) guide signs at the termination of a bicycle signed/facility route.
- 'Bike Route' (D11-1) guide sign placed after every intersection along any bike lane route.
- 'Bicycle' (W11-1) and 'Share The Road' (W16-1) or 'Bicycle' (W11-1) and 'Arrow' (W16-7p) or 'Bike/Ped [Symbols] (CDOT W11-55) warning signs placed every half-mile along any signed route.

**Sharrow**

- 'Bike Route' (D11-1) and 'Begin' (M4-11) guide signs at the beginning of a sharrow route.
- 'Bike Route' (D11-1) and 'End' (M4-11) guide signs at the termination of a bicycle sharrow/facility route.
- 'Bike Route' (D11-1) guide sign placed after every intersection along any sharrow route.
- 'Bicycle' (W11-1) and 'Share The Road' (W16-1) or 'Bicycle' (W11-1) and 'Arrow' (W16-7p) or 'Bike/Ped [Symbols] (CDOT W11-55) warning signs placed every half-mile along any sharrow route.

**Sidepath**

- 'Bicycle' (W11-1) and 'Arrow' (W16-7p) or 'Bike/Ped [Symbols] (CDOT W11-55) warning signs placed every half-mile along any sidepath route.

**Action#4: Design trail entrance markers that reflect and compliment the on-street bicycle wayfinding signage.**

Trail entrance markers should contain the trail name, and can also include overall trail distance and destinations along the way. The design of the sign should be visible and easily distinguishable from other installed signage. In addition, the design should compliment the future on-street bicycle signage, to ensure easy recognition by cyclists. Westminster DOT should work with the Parks and Recreation Department to develop the trail entrance marker design. [Fig. X: EXISTING WESTMINSTER SIGN]

**Action #5: Install trail markers at the entrance of every off-street trail.**

In order to fully integrate the on-street and off-street bicycle networks, it is essential that trail entrances are highly visible and easily located by users. The trail markers should be easily seen from the adjoining roadway, particularly where there are any visual blockage or elevation issues. The Westminster Department of Transportation should work with the Parks Department (Recreation? Open space?) to survey and identify every trail entrance that adjoins a roadway. A plan should be made to determine the phasing of trail marker installation, based on budgetary and trail usage factors. [Fig. X: ARVADA]

**Action #6: Redesign the existing off-street directional and distance signs to ensure legibility at bicycle speeds.** Current trail signage is difficult to read from a distance and at cycling speeds. Cyclists are frequently required to stop and dismount in order to read and decipher the signage. A new design should feature large text, as well as site-specific indicator arrows, to maximize legibility and user comprehension.

**Action #7: Install directional signage at every key decision making point within the off-street network.** At numerous key decision-making points throughout the trail system, there is no directional signage. This makes the trail system very difficult to navigate, particularly at trail intersections or at spurs and traverses of the roadway system. The Parks and Recreation Department should survey the trail network to determine the key decision-making points, and install directional signage that indicates the destination served by intersecting trails or spurs. The Department of Transportation should coordinate with the Department of Parks and Recreation to install trail directional signage when a trail connects to a roadway or abutting sidewalk. [Fig. X: TRAILS WITH NO SIGNS]

## **EDUCATION, ENCOURAGEMENT AND ENFORCEMENT**

### **Introduction**

Beyond building a network of safe and attractive bikeways, education, encouragement, and enforcement efforts must play a critical role in making Westminster a more bicycle-friendly City. Indeed, expanding the appeal of cycling in the City of Westminster will require the utilization of numerous strategies. These include, but are not limited to organizing bicycling skills courses, launching motorist and bicyclist safety campaigns, promoting the benefits of bicycling, supporting local bicycle-centric events, utilizing social media and web-based advocacy communication tools, enforcing existing motor vehicle-bicyclist laws, and maintaining traditional communication strategies that position bicycling as a viable option for the “interested but concerned.” (Fig. X: Four Types of Cyclists Graphic)

When marketing education, encouragement, and enforcement campaigns are crafted great care should be taken to appeal to cyclists and non-cyclists alike. Too often such campaigns

unintentionally reinforce the widely held belief that bicycling is, and will always be a marginal activity reserved for children and athletic, risk adverse men. In contrast, truly successful efforts position cycling as a normal mode of transportation that does not require expensive bicycles, extreme travel patterns, and/or spandex outfits, which will forever only appeal to a very limited number of cyclists. (Fig. X: People for Bikes Brochure image)

While the City of Westminster should take the lead on local bicycle safety issues, most education, encouragement, and enforcement campaigns require regional cooperation. Billboards, brochures, and other media messages, for example, may be produced in greater quantities and at a lower unit cost when done in partnership with neighboring municipalities or regional governments, such as CDOT and DRCOG.

31 strategies for advancing education, encouragement, and enforcement efforts are outlined below.

## **EDUCATION**

The following 8 education actions items should be pursued as part of the 2030 Westminster Bicycle Master Plan implementation process.

### **Action #1: Educate motorists and bicyclists about mutual rights and responsibilities.**

Utilize the proposed City of Westminster bicycle initiatives webpage to provide bicyclist and motorist safety information. Bicycle Colorado and the Colorado Department of Transportation Bicycle and Pedestrian Program provide excellent materials. Additional publications, brochures, Public Service Announcements (PSAs), billboards, and social media resources should be used to connect the general public to bicycle and motorist safety information. (Figure X: Share The Road Graphic)

Timeline: 2011 – 2030

**Action #2: Educate Westminster motorists and bicyclists about new facility types.** Use all of the methods listed in Action 1 to educate Westminster motorists and bicyclists about new bikeway network facility types as they are implemented. These include, but are not limited to Shared Use Lane Markings, Sidepaths, and Bicycle Lanes. (Figure X: The City of Portland, OR distributes information, including brochures when new bikeway facility types are implemented)

Timeline: 2011 – 2016

### **Action #3: Expand Safe Routes to Schools Partnerships.**

Leverage recent CDOT grants awarded to the Adams 12 Five Star School District to further collaborate with Adams and Jefferson County, public health organizations, parent-teacher associations, and local/state advocacy groups like Bicycle Colorado, to continually expand Safe Routes to School programs in Westminster. Provide municipal support to help schools dovetail their Safe Routes to School efforts with any other existing school-related safety programs, including but not limited to bicycle rodeos, helmet giveaways, and bicycle safety training.

Timeline: 2011 – 2020

**Action #4: Encourage City of Westminster employees/residents to become League of American Bicyclists League Certified Instructor (LCI) on an annual basis.** Encourage employees and residents to seek LCI training. Work with growing number of LCIs, the Westminster Police Department, and bicycle advocacy organizations, like Bicycle Colorado, to

host at least two public adult bicycle skills courses per year.

**Timeline:** 2011 – 2030

**Action #5: Create a Volunteer Bicycle Ambassador program.**

Work with the Westminster Police Department and local bicycle advocates to coordinate a seasonal Bicycle Ambassadors program. The ambassadors should provide safety tips, assist with bicycle maintenance, identify network infrastructure maintenance issues, and assist with user wayfinding needs during public events.

**Timeline:** 2012 – 2020

**Action #6: Relay local bicycle information, safety tips, and news through official City communication channels:**

Periodically convey bicycle-related news, such as the striping of a new bicycle lane or the confirmation of a new minted LCI (see action 4) via the City's Facebook page, City Edition newsletter, and the proposed Westminster Bicycle Initiatives website.

**Timeline:** 2011 – 2020

**Action #7: Provide English-as-a-second-language (ESL) materials:**

Ensure all bicycle education materials are accessible to those who do not speak English as a first language.

**Timeline:** 2011 – 2030

**Action #8: Fund Education initiatives.**

Work with Jefferson and Adams County, CDOT, DRCOG, and any other local, regional, state, and national entities to obtain funding for bicycle education programs.

**Timeline:** 2011 – 2030

**ENCOURAGEMENT**

Through the provision of secure bicycle parking, end-of-trip shower/changing facilities, and the recent sponsoring of bike to work week (day?) program, the City of Westminster encourages bicycle use. While these initiatives demonstrate momentum, additional resources, programs, events, and staff time will be needed to maintain and expand the City's support for active transportation. The following 14 encouragement actions items should be pursued as part of the 2030 Westminster Bicycle Master Plan implementation process.

**Action #1: Expand Bike to work week activities.**

Partner with employers, DRCOG, and other organizations to host commuter contests, group rides, and incentives for bicycle commuting during Bike to Work Week. Use the proposed Westminster Bicycle Initiatives website to promote (see Encouragement Action 5).

**Timeline:** 2011 - 2015

**Action #2: Raise the profile of Bike Month.**

Sponsor, support, promote and/or collaborate with other municipalities, government organizations (like DRCOG), businesses, and non-profit groups to promote rides, events, and promotions during the month of May, which is National Bike Month.

Timeline: 2011 - 2015

**Action #3: Develop a “Bike Buddy” commuter program.**

Use the proposed Westminster Bicycle Initiatives website (see Encouragement Action 5) to encourage bicycle commuters to ride to work/transit together.

Timeline: 2011 - 2015

**Action #4: Help employers encourage and promote bicycle commuting.**

Work alongside DRCOG and employers within the City of Westminster to develop programs, disseminate information, create incentives, and implement end-of-trip facilities support bicycle commuting.

Timeline: 2011 - 2020

**Action #5: Further Develop Bike Westminster, a City of Westminster Bicycle Initiatives Website.**

Using the Golf Westminster page as a precedent, create a web interface for all things bicycling in Westminster. The website should include the City’s current Trail System information and add safety, education, enforcement and bikeway network information. The website should also serve as the home for all past and current plans, maps, and other bicycle initiatives. The web page should also integrate with the existing Bike Westminster Facebook and Twitter accounts to best disseminate the latest information. (Figure X: Getting Around Webpage Screen shot)

Timeline: 2011 - 2015

**Action #6: Add Bicycling Information the Getting Around Westminster Webpage.** Update the City’s existing “Getting Around” webpage with bicycling information. This should include the latest Westminster Bikeway Map (see Encouragement Action 10), a link to the Westminster Bicycle Initiatives webpage (Encouragement Action 5), and regional bikeway information (trails, multi-modal travel, etc.)

Timeline: 2011 - 2015

**Action #7: Sponsor Monthly Family Recreational Rides.** Work with The Department of Parks, Recreation and Libraries, Westminster Police Department, the proposed Bicycle Ambassadors (see Education Action 5) and any/all local advocacy organizations to organize a seasonal, monthly recreational ride. The ride should be kept to shorter distances (less than 20 miles) to encourage families and intermediate cyclists to become more comfortable bicycling in the City of Westminster. (Figure X: Bike Miami Rides Image)

Timeline: 2011 - 2015

**Action #8: Provide adequate public bicycle parking at city-sponsored events.**

Work with The Department of Parks, Recreation and Libraries to provide temporary bicycle parking valet stations at large city sponsored events if held in locations where bicycle parking facilities are not within the immediate vicinity. (Figure X: bike valet image)

Timeline: 2011 – 2015

**Action #9: Host an annual Bicycle Summit.**

Build upon the momentum created at the Bicycle Master Plan summits by facilitating an annual meeting for bicyclists. This will allow the general public to interact with the City and any relevant County, DRCOG, and State officials to provide general input and feedback into the ongoing implementation of the Westminster 2030 Bicycle Master Plan and any other related planning initiatives. (Figure X: Summit image)

Timeline: 2011 – 2015

**Action #10: Continue working with RTD and DRCOG to promote bicycling as part of multi-modal and Transportation Demand Management (TDM) services.**

To enhance multi-modal transportation, continue working with RTD and DRCOG to provide bicycle mobility enhancements and end-of-trip facilities. This will prove particularly important as RTD's commuter rail service arrives in Westminster.

Timeline: 2011 - 2030

**Action #11: Create and Update Bikeway Map.**

As the on-street bikeway network is built out, create and maintain a map displaying all on- and off-street bikeways. This map should include basic traffic safety information, the location of significant destinations, and be distributed in portable print and online formats. Update and re-distribute the map on an annual basis. Finally, share all new bikeway segment information on a regular basis so that Jefferson and Adams County, DRCOG, CDOT, and 36 Commuter Solutions can keep their maps and data current.

Timeline: 2011 - 2030

**Action #12: Develop an online bicycle route wayfinding/planning/community input tool.**

As social media and online technologies continue to advance, interactive online planning tools will likely change how governments pursue the acquisition and dissemination of spatial information. Thus, the City of Westminster should pursue a web-based user program that can be fully integrated with the proposed bicycle initiatives website (see Encouragement Action 4) to help City departments collect and share relevant data, and allow bicyclists to report network deficiencies, form communities of interest, identify the need for additional bicycle parking, and participate in the prioritization of infrastructure improvements. The program should integrate the city's current master plan and those improvements already completed and would effectively become the online version of the City of Westminster Bikeway Map. (Figure X: BikePlanner Image)

Timeline: 2015 - 2020

**Action #13: Provide English-as-a-second-language (ESL) materials.**

All printed encouragement materials, including maps, should be made accessible to those who do not speak English as a first language.

Timeline: 2011 - 2030

**Action #14: Fund Encouragement initiatives.** Work with Jefferson and Adams County, CDOT, DRCOG, and other local, regional, and national organizations to identify and obtain funding for bicycle encouragement programs and initiatives.

Timeline: 2011 - 2030

## **ENFORCEMENT**

To create a bicycle-friendly city, law enforcement departments must address the safety concerns of the bicycling public. This responsibility logically falls upon the local Westminster Police Department and County Sheriff's Department. In general, the City of Westminster's Bicycle Patrol unit is an excellent partner for pursuing not only encouragement and education efforts, but also enforcement. The following 6 enforcement actions should be pursued as part of the 2030 Westminster Bicycle Master Plan implementation process.

### **Action #1: Increase enforcement of unsafe and unlawful bicyclist and motorist behavior.**

The Westminster Police Department should focus on enforcing laws that reduce bicycle/motor vehicle crashes and increase mutual respect between all roadway users, such as the State's recently adopted 3-foot law (SB 148). (Figure X: 3-foot law image)

Timeline: 2011 - 2030

### **Action #2: Train officers annually about traffic laws.**

Police officers who either serve in the bicycle patrol division, or who are well-versed in traffic law as it pertains to bicycle safety, should lead an annual workshop training outlining best practices in bicycle and motor vehicle law enforcement. Such workshops should cover the Colorado three-foot law, the 'dynamics' of the door-zone and right-hook collision-conflicts, and methods for reducing conflicts between bicyclists and motorists. An annual overview of the City's expanding bikeway network, crash data statistics, and areas of continuous concern should also be covered.

Timeline: 2011 - 2020

### **Action #3: Improve traffic safety and education outreach material.**

The Westminster Police Department should work with other related City departments to develop an informational card or traffic law safety pamphlet to distribute with issued warnings for all bicycle, and bicycle-motor vehicle infractions.

Timeline: 2011 - 2015

### **Action #4: Put more officers on more bikes, more often.**

To sensitize officers to the challenges and joys of cycling, work with the Westminster Police Department to either expand the number of police officers serving on the bicycle patrol—even for temporary rotations. (Figure X: Bicycle officers image)

Timeline: 2011 - 2020

### **Action #5: Map problem areas.**

Work with the Westminster Police Department to identify the most common conflicts between bicycle and motor vehicle users and create strategies for enforcement and design alternatives to mitigate the conflict between motor vehicles, pedestrians, and bicyclists. Utilize the proposed Westminster Bicycle Initiatives website (see Encouragement Action 5) to publish annual crash statistics so the public is aware of the most problematic roadway segments and intersections. (Figure X: Public Crash Stat Map, Westminster Crash Map).

Timeline: 2011 - 2030

**Action #6: Target the following unsafe motorist behavior.**

- Turning left or right in front of bicyclists without properly using signals
- Overtaking bicyclists without at least three feet of horizontal clearance
- Parking or traveling in bicycle lanes, bicycle paths, or other facilities designated for the exclusive use of bicyclists
- Opening the doors of parked vehicles in front of bicyclists
- Rolling through stop signs or disobeying traffic control devices
- Harassment or assault of bicyclists
- Driving while under the influence
- Speeding

(Figure X: Bad motorist behavior image)

Timeline: 2011 - 2030

**Action #7: Target the following unsafe bicyclist behavior:**

- Ignoring traffic control devices
- Bicycling against the flow of traffic, except in those rare instances where contra-flow facilities are provided
- Bicycling without lights at night
- Minors bicycling without helmets
- Bicycling recklessly on sidewalks
- Failing to yield to pedestrians
- Bicycling while under the influence of drugs or alcohol

(Figure X: Bad cycling behavior image)

Timeline: 2011 - 2015

**Action #8: Create Bicyclist-Motorist Incident Reporting Program.**

Work with the Westminster Police Department and the Adams and Jefferson County Sheriff to create a protocol for bicyclists and motorists to report aggressive or otherwise unsafe behavior.

Timeline: 2011 - 2015

**Action #9: Fund Enforcement initiatives.**

Work with Adams and Jefferson County, CDOT, and other local, regional, and national organizations to identify and obtain funding for bicycle encouragement programs and initiatives.

Timeline: 2011 - 2015

These education, encouragement, and enforcement actions will help the City accomplish its stated goal of becoming certified by 2012 as a Bicycle Friendly Community by the League of American Bicyclists. Each item, per the recommendations in X should be reviewed every 5 years as part of the bicycle master plan update process.



## EVALUATION

The collection, evaluation, and publishing of bicycle related data should play an integral role in furthering the community's awareness of the City's effort to improve bicycle conditions. Moreover, creating a structured system for collecting and evaluating data is required by the League of American Bicyclists to obtain designation as a Bicycle-Friendly Community.

These bicycle master plan evaluation recommendations are intended to enable the City of Westminster to measure its implementation successes against its shortcomings. These efforts range from simple tasks, such as tracking the number of bicycle racks installed each year, to more complex and time intensive endeavors, such as counting bicyclists and analyzing/publishing bicyclist crash data on a bi-annual basis. (Figure X: NYC Safety in Numbers Graph, or Copenhagen Safety Report excerpt)

Regardless of what metric is utilized, all data should be collected and used to communicate Westminster's successes, but more importantly to shift priorities to those areas in need—whether the areas require engineering, education, encouragement, enforcement, or even additional evaluation initiatives.

The following 12 actions are recommended for the City of Westminster to evaluate and implement the 2030 Bicycle Master Plan:

**Action #1: Continue to publish a public map displaying all existing and proposed Bikeway Network facilities.**

Regularly inventorying bikeway type, length, and segment location of all current and planned bikeways will help the City, and the general public, track the 2030 Bicycle Master Plan implementation process. The bikeways map should be updated annually and be available on the proposed Westminster Bicycle Initiatives web page.

**Action #2: Continue to map annual bicyclist crash statistics.**

The number of reported bicycle crashes should be compared against the number of average daily bicyclists counted bi-annually. The crash rate percentage derived from these measures should then be tracked over time to determine ridership levels and its effect on safety trends. The results should be published on the proposed Westminster Bicycle Initiatives website.

**Action #3: Develop a user-generated, web-based crash map program similar to the Bike Planner tool developed as part of this planning process.**

Because reported crashes only represent those situations where the police are called upon and the perpetrators/victims divulge information, many incidents— especially bicycle-on-bicycle crashes and hit-and runs—are under-reported. The implementation of simple web program allowing bicyclists to upload their own information regarding crashes would help create more robust data set that could be compared and contrasted with official police data (see crashstat.org for a working example). This tool could be an ongoing resource available on the proposed Westminster Bicycle Initiatives website.

**Action #4: Conduct a bi-annual bicyclist count.**

Bicyclist counts should be taken at up to 25 locations throughout the City every other year to

measure any increases or decreases in bicycling. In order to complete this bi-annual task consistently, each bi-annual count cycle should take place at approximately the same location, time, date, and under similar weather conditions. Count locations should include corridors already known for bicycle activity, whether they have bikeway facilities or not. These counts should also include observations on helmet use, gender, riding on the correct side of the street, obeying traffic controls, and light use (if counts take place at night). Additionally, the use of pneumatic tubes on trails, or the emerging infrared detection technologies should be explored for reasons of efficiency and accuracy.

**Action #5: Conduct bicyclist counts before and after the implementation of new bikeways.**

Prior to the implementation of any new bikeway, pre-implementation counts should measure the number of riders and the manner in which they are riding (against traffic, with or without helmets etc.) against the post implementation counts. Over time, these measures will help determine what, if any, effect bikeways have on increasing cycling along the corridor.

**Action# 6: Measure Bicycle mode split every five years.**

In partnership with Adams and Jefferson County, citywide travel mode share should be documented and encouraged to include walking, bicycling, and transit.

**Action #7: Track all upcoming roadway improvement projects at the City, County and State level.**

Coordinate with City, County and State departments, as well as Westminster City Council members to ensure the inclusion of bicycle infrastructure within capital improvement and County/State public works projects.

**Action #8: Survey bicycle parking demand at key locations (commercial districts, transit stops, schools, parks, etc.) on a bi-annual basis.**

The City of Westminster, in conjunction with volunteers and/or bicycling related non-profits should analyze the number of bicycle parking spaces provided and the number of spaces being used. These parking counts should occur at the same locations and be used to measure any increases or decreases in bicycle parking demand. In order to complete this bi-annual task efficiently, the City of Westminster should collaborate with volunteers from bicycle advocates. For consistency, each bi-annual parking count cycle should take place at approximately the same time, date, and under similar weather conditions.

**Action #9: Evaluate where bicycle facility maintenance is needed.**

Integrate restriping, pothole filling, storm grate replacement, sign replacement efforts etc. into City, County, and State capital improvement and maintenance plans. Consider using a web-based tool, such as SeeClickFix (the platform for our BikePlanner tool), to let citizens identify and report those areas in need of maintenance.

**Action #10: Update the Westminster Bicycle Master Plan every five years.**

As a living document, priorities, funding, and needed improvements will change over time. Thus, the Bicycle Master Plan should be updated every five years over the duration of the Plan's 20-year timeline.

**Action #11: Measure the percentage of Bikeway Network completed each year.** Such efforts will measure progress toward completing the entire recommended 121 mile Bikeway Network by 2030. This exercise should be broken out into the percentage of network miles completed per facility type as well (bicycle lanes, shared lane markings, Share Use Paths, etc.). Make the data available on the proposed Westminster Bicycle Initiatives website found.

**Action #12: Produce a bicycle benchmark study report every five years.**

The benchmark report should coalesce all findings from the evaluation actions recommended above. The report should provide the framework for the overall master plan update, suggesting areas to focus each subsequent master plan implementation phase. Upon its completion, the report should be published on the proposed Westminster Bicycle Initiatives website.

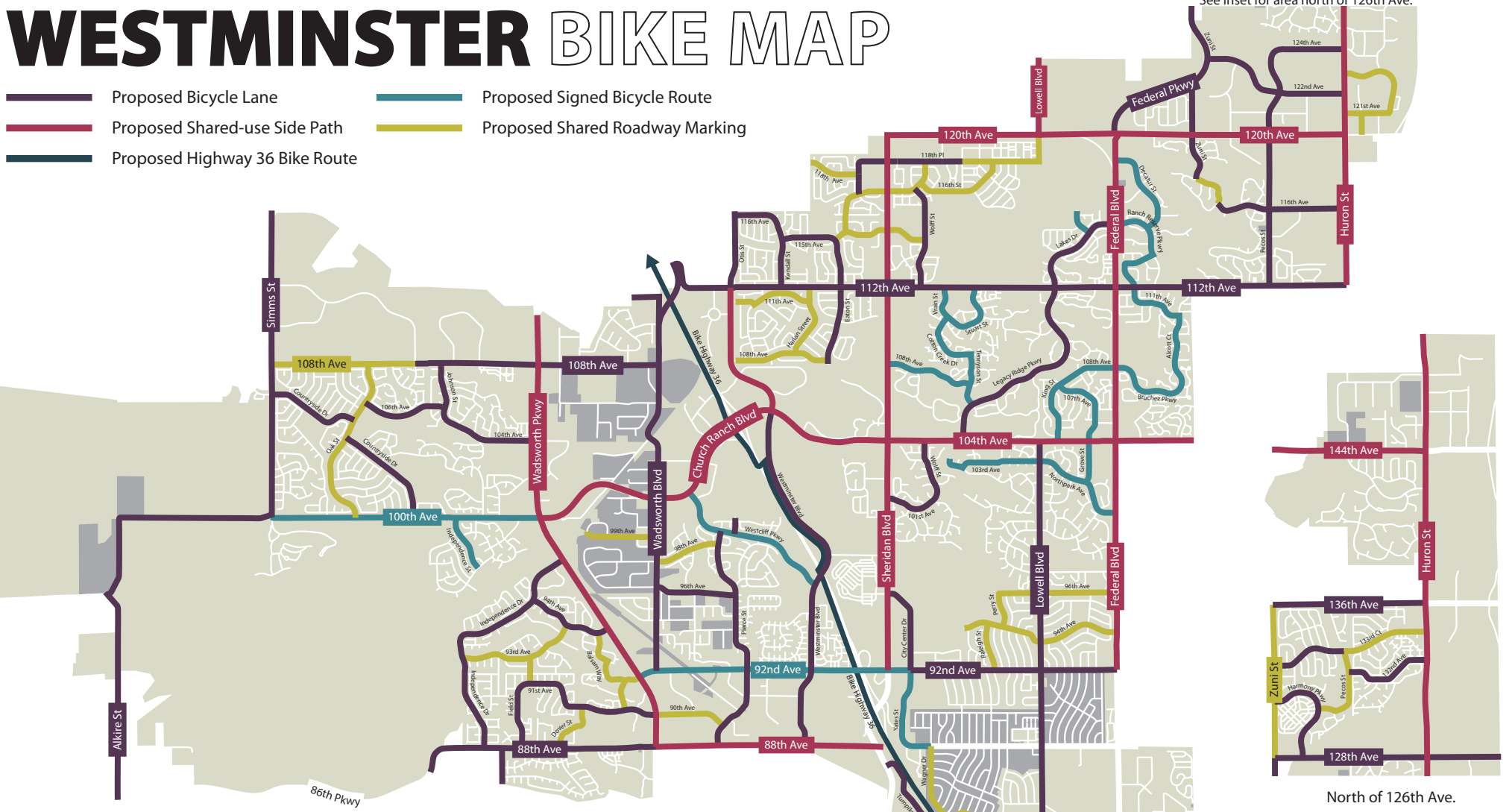
The Westminster Bicycle Master Plan Evaluation Matrix tool (located in the Appendix) includes the above action items to help the City track the progress of this Plan's implementation so that it may obtain Bicycle Friendly City status by 2015.

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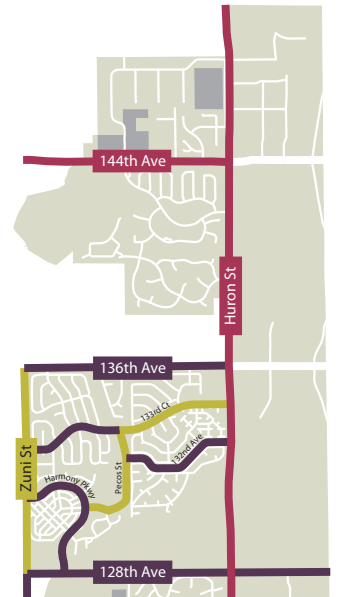
**APPENDIX**

# WESTMINSTER BIKE MAP

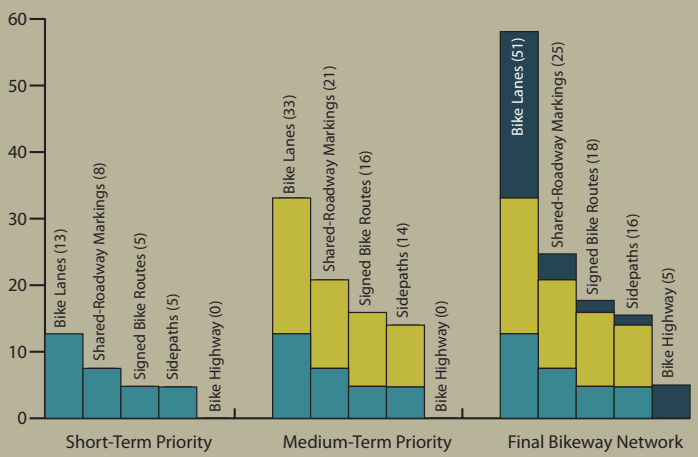
- Proposed Bicycle Lane
- Proposed Signed Bicycle Route
- Proposed Shared-use Side Path
- Proposed Shared Roadway Marking
- Proposed Highway 36 Bike Route



See inset for area north of 126th Ave.



North of 126th Ave.



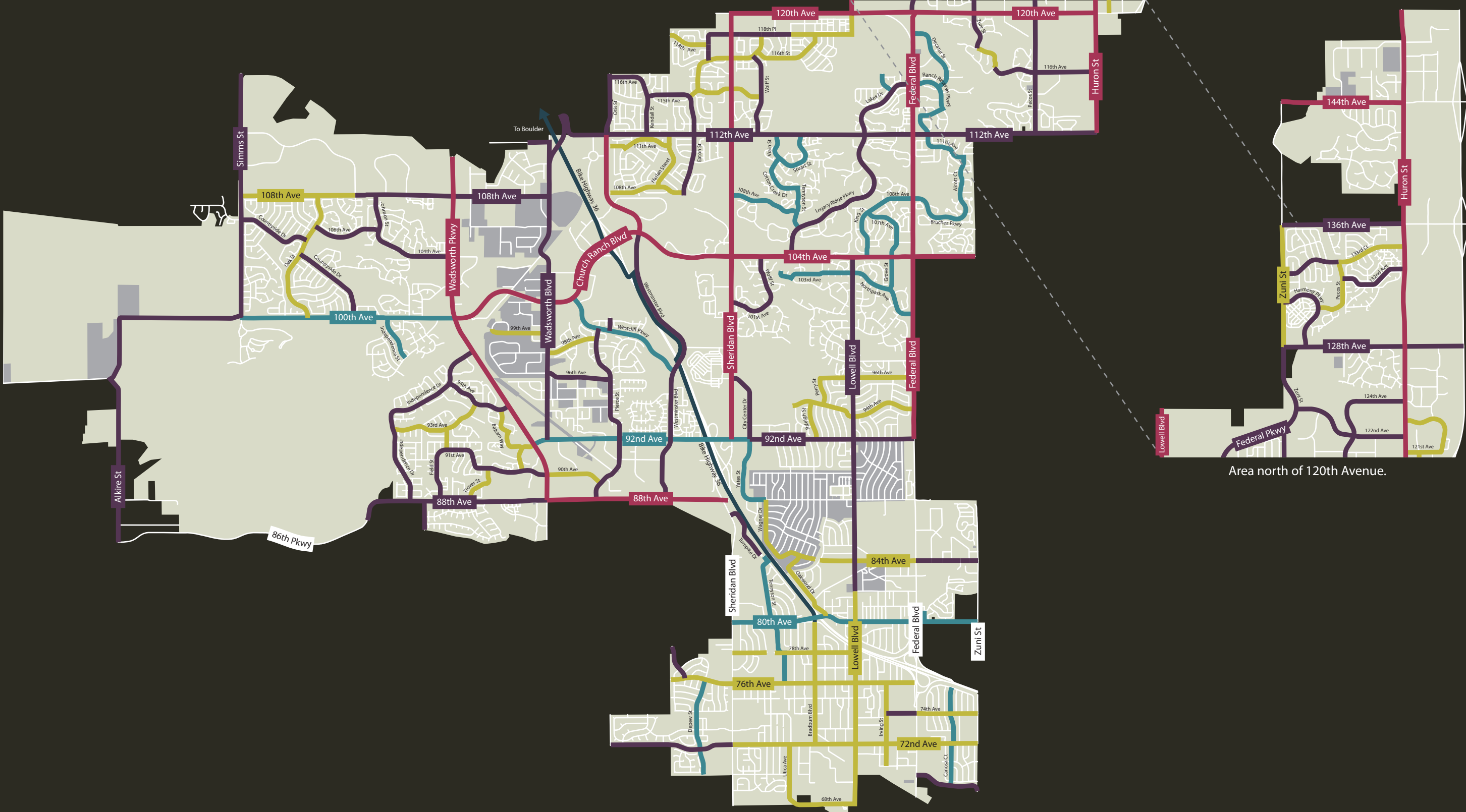
**115** Connections with Existing Off-Street Trails

**3** Connections with Existing On-Street Networks in Neighboring Cities





See inset for area north of 120th Avenue.

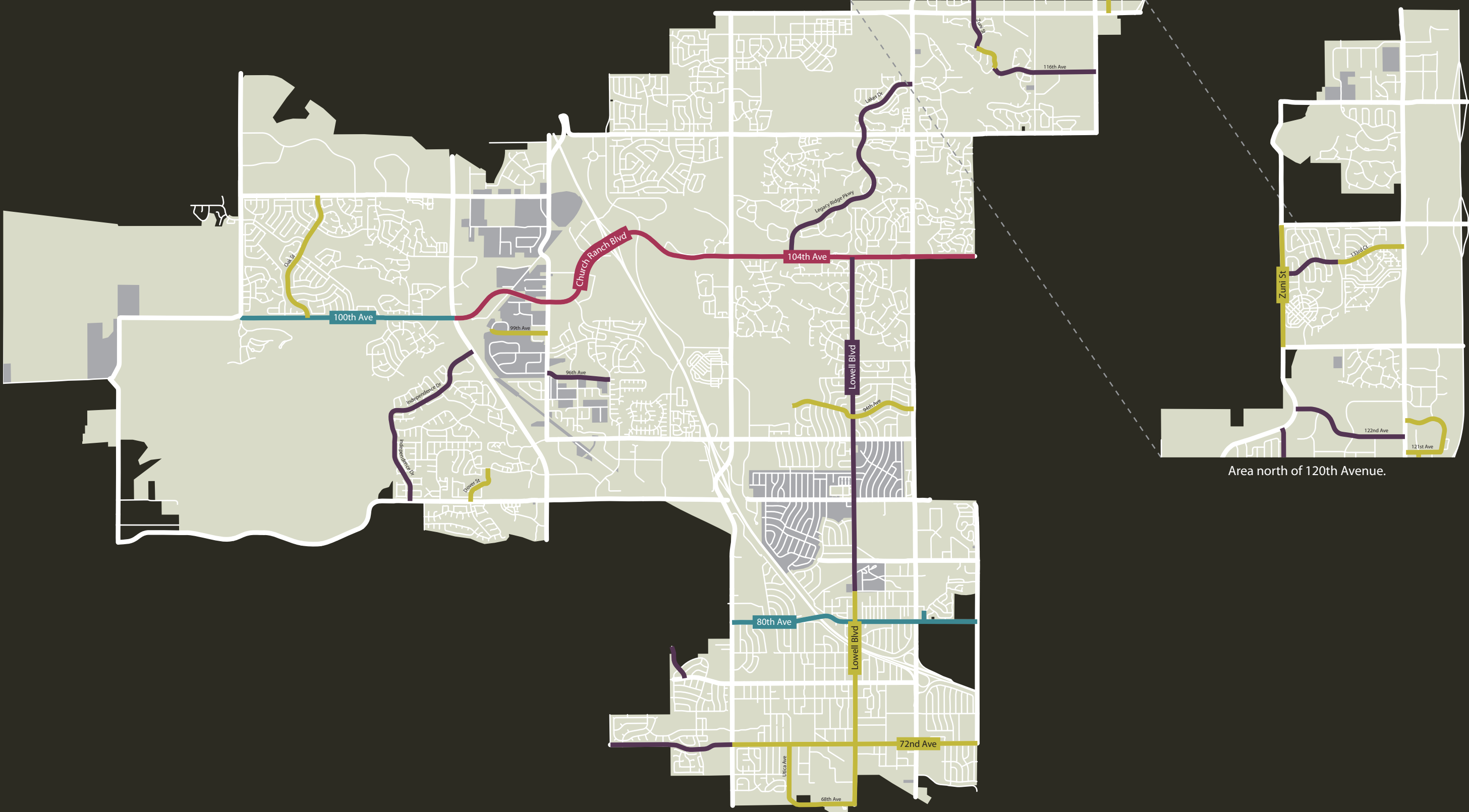


Area north of 120th Avenue.

# Final Bikeway Network

- Proposed Bicycle Lane
- Proposed Shared-use Side Path
- Proposed Signed Bicycle Route
- Proposed Shared Roadway Marking
- Proposed Highway 36 Bike Route

See inset for area north of 120th Avenue.

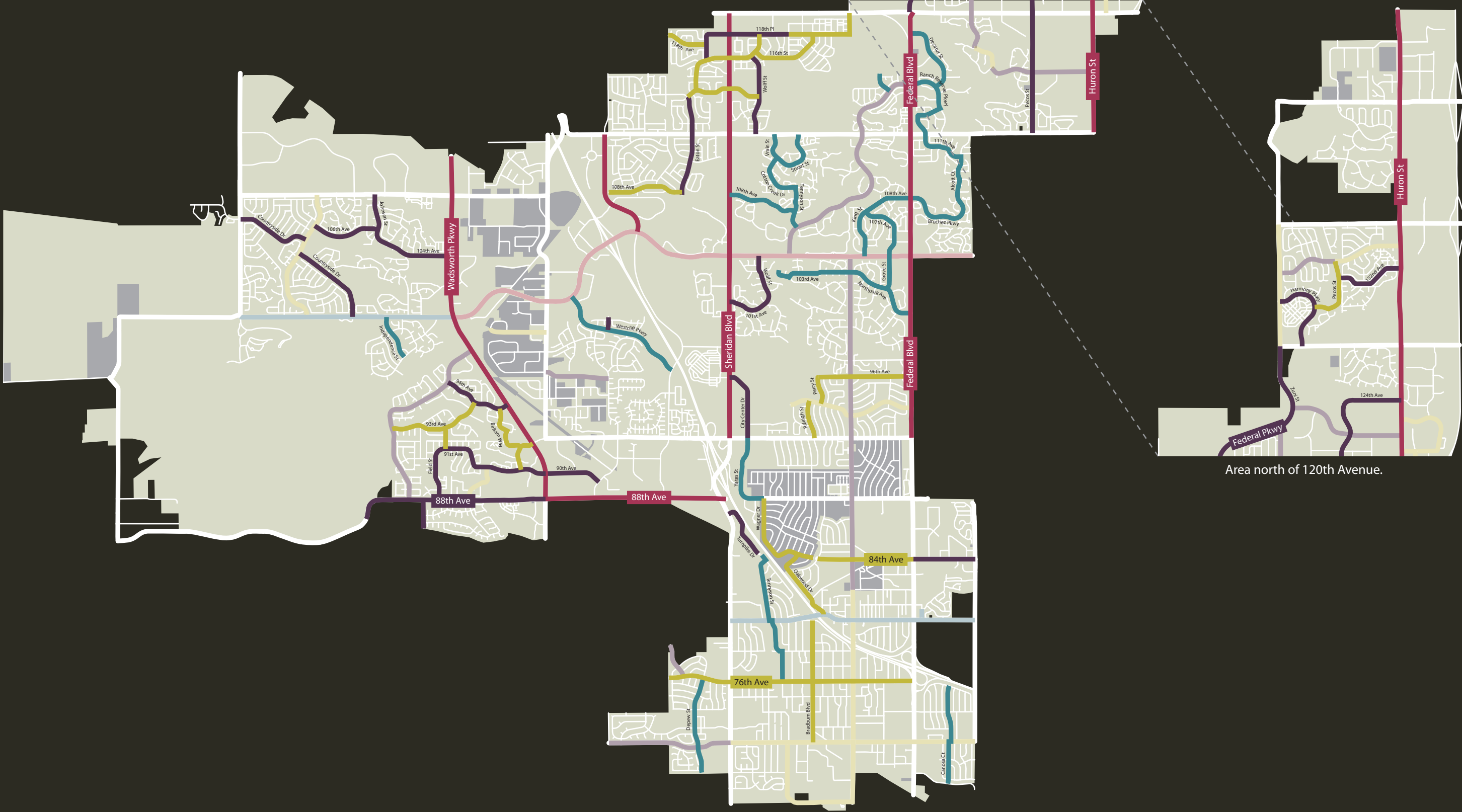


Area north of 120th Avenue.

# Short-Term Priority Bikeway Network Links

- Proposed Bicycle Lane
- Proposed Shared-use Side Path
- Proposed Highway 36 Bike Route
- Proposed Signed Bicycle Route
- Proposed Shared Roadway Marking

See inset for area north of 120th Avenue.



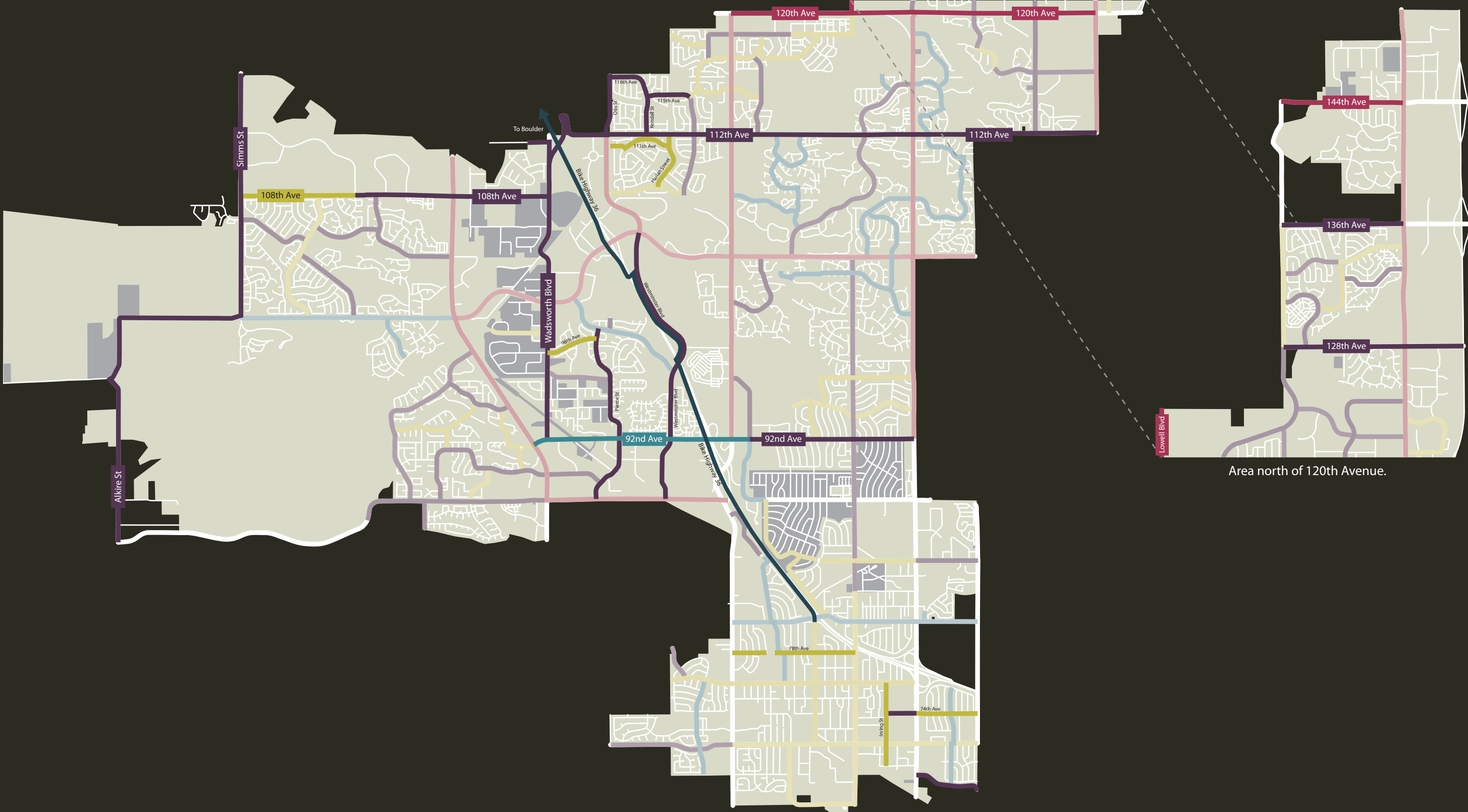
Area north of 120th Avenue.

# Medium-Term Priority Bikeway Network Links

- Proposed Bicycle Lane
- Proposed Shared-use Side Path
- Proposed Highway 36 Bike Route
- Proposed Signed Bicycle Route
- Proposed Shared Roadway Marking



See inset for area north of 120th Avenue.



Area north of 120th Avenue.

# Long-Term Priority Bikeway Network Links

- Proposed Bicycle Lane
- Proposed Shared-use Side Path
- Proposed Highway 36 Bike Route
- Proposed Signed Bicycle Route
- Proposed Shared Roadway Marking



# WESTMINSTER

## Staff Report

City Council Study Session Meeting  
September 20, 2010



SUBJECT: 2011/2012 Budget Retreat

PREPARED BY: Steve Smithers, Assistant City Manager  
Barbara Opie, Budget & Special Projects Manager  
Aric Otzelberger, Senior Management Analyst  
Ben Goldstein, Management Analyst

### Recommended City Council Action:

- Confirm core services changes proposed at the June 21 and August 16 Study Sessions, highlighted in the Executive Operating Summary tab of the Proposed 2011/2012 Budget document.
- Review the Human Resources materials on the 2011/2012 Pay Plan, proposed reorganizations, position reclassifications and benefits highlighted in the Staffing tab of the Proposed 2011/2012 Budget document and direct Staff accordingly.
- Confirm the recommended Capital Improvement Program budget as presented to City Council at the August 16 Study Session and outlined in the Capital Improvement Program tab of the Proposed 2011/2012 Budget document.
- Review the Citizen Requests received by City Council and Staff on the Proposed 2011/2012 Budget; an updated Staff Report with any requests made at the September 13 City Council meeting will be submitted to City Council after the public hearing.

### Summary Statement:

- Per City Council direction, the 2011/2012 Budget Retreat will be held on Monday, September 20 at the regularly scheduled Study Session due to the amount of preparation work conducted with City Council throughout the summer. No changes from what has been previously reviewed with City Council in June and August are included within the Proposed 2011/2012 Budget.
- The intent for the discussion at Monday night's Study Session is to complete a final review with City Council of what the City Manager has presented as the Proposed 2011/2012 Budget. City Council is requested to provide Staff with any final feedback regarding the proposed budget, including the core service adjustments and proposed changes in fees. Direction provided at Monday's Study Session will be incorporated into the final budget for adoption in October.
- The full proposed Budget was delivered to City Council on September 2. Please bring your Budget Notebook to Monday night's study session.

**Expenditure Required:** 2011 = \$160,037,061, plus \$33,252,928 in reserves and \$1,000,000 in contingency accounts  
2012 = \$168,178,036, plus \$29,603,251 in reserves and \$1,000,000 in contingency accounts

**Source of Funds:** General, General Reserve, General Fund Stabilization Reserve, Utility, Utility Rate Stabilization Reserve, Utility Capital Project Reserve, Stormwater Drainage, Golf Course, Fleet Maintenance, General Capital Outlay Replacement, Property Liability/Workers Compensation, Sales & Use Tax, POST, Conservation Trust, General Capital Improvement, and Debt Service Funds

**Policy Issues:**

- Does City Council agree with the overall 2011/2012 budget priorities, core service adjustments and proposed fee adjustments as proposed by Staff?
- Does City Council concur with Staff's recommendations as it relates to the citizen requests received for the 2011/2012 Budget?

**Alternatives:**

- City Council can provide Staff with alternative approaches to 2011/2012 priorities, core service adjustments and revenue options as deemed appropriate.

**Background Information:**

Staff has been working with City Council since November 2009 in the identification and prioritization of the City's core services. This work on core services has been in preparation for a meaningful review of the services and programs offered within the City of Westminster with the development of the 2011/2012 Budget. This current recession, now known as the Great Recession, is the longest and most difficult since the Great Depression of the 1930's and it has significantly impacted the City of Westminster. The second recession in a decade has helped to highlight the fact that the City has long-term financial challenges that are structural in nature and difficult decisions are necessary in order to position Westminster on a financially sustainable road for the future.

The City has worked very hard over the past decade to balance the budget. The City has diversified its retail base with The Orchard Town Center, The Shops at Walnut Creek, Target stores, Wal-Mart stores, Lowe's, support for small businesses and others. This diversification strategy has worked. The City would be in much worse shape financially if those developments had not occurred. Further, the City continues to work for the long term redevelopment of the Westminster mall site into a new, urban downtown with a mix of retail, office, residential and entertainment uses. Westminster Center Urban Reinvestment Project (WURP) is well positioned to create a one of a kind development that will serve the needs of the community for many years to come. However, despite these actions, the City must do more to make sure that it operates in a more sustainable mode for the future. The economic reset being experienced by cities nationwide in combination with the limited growth opportunities available to Westminster means the City must operate in a more constrained revenue environment.

Utilizing the core services process, Staff developed a prioritized inventory of services and programs and presented this inventory for City Council's consideration at City Council's Strategic Plan Retreat in April 2010. At that retreat and a follow up Study Session meeting, City Council provided feedback and direction to Staff and the prioritized inventory of services and programs was amended and refined. Staff utilized this core services prioritized inventory to examine operations and to propose necessary reductions to the 2011 Budget in a strategic manner.

Besides working through the core services analysis, Staff utilized City Council's Strategic Plan, goals and priorities, which were revisited by City Council in June. City Council's goals were used in the development of the 2011/2012 Budget; these goals are as follows:

- Financially Sustainable City Government Providing Exceptional Services
- Safe and Secure Community
- Strong, Balanced Local Economy
- Vibrant Neighborhoods In One Livable Community
- Beautiful and Environmentally Sensitive City

The proposed Budget for fiscal years 2011 and 2012 was submitted to City Council on September 2 for review. After reviewing the proposed Budget for two and a half weeks, City Council is scheduled to meet on Monday, September 20, at the regularly scheduled Study Session for the Budget Retreat to deliberate on final funding decisions on staffing levels, programs, services, and capital projects.

City Council has reviewed components of the Proposed 2011/2012 Budget throughout the summer. The 2011 proposed operating priorities were reviewed on June 21, where the core service recommended modifications were discussed. Based on feedback Staff received from City Council, some adjustments were made to the core services proposals (primarily retaining the Fast Track Domestic Violence Program via Municipal Court fees/fine increases and the Rental Housing Inspection programs via the creation of an inspection fee), which were reflected in the follow up operating priorities review conducted on August 16. City Council also reviewed the 2012 proposed operating priorities on August 16. Minimal changes from the 2011 proposed operating priorities were recommended for 2012, maintaining an essentially flat budget, excluding some contractual costs including health care, energy costs, and Metro Wastewater Reclamation District charges.

City Council also reviewed the proposed 2011/2012 Capital Improvement Program (CIP) budget at the August 16 Study Session. The Proposed 2011 CIP totals \$22,299,000 and includes 76 projects. Of this total, \$9,195,000 funds 43 General projects and \$13,104,000 funds 33 Utility projects. The Proposed 2012 CIP totals \$27,448,000 and includes 64 projects. Of this total, \$8,381,000 funds 39 General projects and \$19,067,000 funds 25 Utility projects.

The Budget Message and Operating Budget Executive Summary sections in the budget document provide the most comprehensive review of the Proposed 2011/2012 Budget. Additional information about the proposed Capital Improvement Program may be found in that section located towards the back of the proposed budget document.

At the Study Session on Monday night, City Council is asked to provide Staff final direction on the Proposed 2011/2012 Budget. A brief overview of the budget will be provided at the Study Session but Staff is sensitive not to reiterate those items that City Council has previously reviewed and provided direction. Staff is also seeking direction on the citizen requests received throughout the summer as it relates to the 2011/2012 Budget. Any changes City Council directs Staff to make will be incorporated into the final budget presented for adoption on first reading at the October 11 Council meeting.

Staff will be in attendance on Monday night and make brief presentations, answer questions and obtain City Council direction.

Respectfully submitted,

J. Brent McFall  
City Manager



WESTMINSTER

## Staff Report

City Council Budget Retreat  
September 20, 2010



**SUBJECT:** Citizen Requests Concerning the Proposed 2011 and 2012 Budgets - Update

**PREPARED BY:** Aric Otzelberger, Senior Management Analyst

### **Recommended City Council Action:**

Review citizen requests for the Proposed 2011 and 2012 Budgets and provide Staff direction at the Council Budget Retreat scheduled for September 20, 2010.

### **Summary Statement:**

On June 14 and July 26, 2010, public meetings were held to collect citizen input and requests regarding funding priorities for the Proposed 2011 and 2012 Budgets. A public hearing on the Proposed 2011 and 2012 Budgets was held on September 13 as well, which provided another opportunity for citizen input on the budget. Staff also received additional citizen input on budget items through email, phone and walk-in requests.

This Staff Report contains information pertaining to all citizen budget requests made to date. City Council received a Staff Report on September 2, 2010 as part of the Proposed 2011/2012 Budget that included all citizen budget requests received up until that date. This Staff Report contains those requests along with the additional citizen budget requests received between September 2, 2010 and September 15, 2010. City Council will see five new requests (#13-#17) and additional information under request #4 that were received during this time.

**Expenditure Required:** \$0

**Source of Funds:** N/A

**Policy Issue:**

Does City Council concur with Staff’s recommendations concerning the citizen requests included in this Staff Report for the Proposed 2011-2012 Budgets?

**Alternative:**

Council may elect to provide or reduce funding to any or all of the items requested by citizens in the Proposed 2011 and 2012 Budgets. However, this is not recommended, as the Staff recommendations are based on thorough analysis and other reductions in the operating and capital budgets would be necessary in order to fund the requests that are not recommended at this time. Also, for citizen requests to eliminate funding for certain items, City Council has provided previous direction to Staff to provide funding for these items in 2011 and 2012, which are reflected in this Staff Report.

**Background Information:**

The following requests were made by citizens during public input opportunities concerning the Proposed 2011 and 2012 Budgets or were sent to City Council or Staff via email, phone or in-person. Staff has researched each request and a recommendation on each item is provided below. If City Council concurs with the recommendations, these items will be addressed as appropriate with the “finalized” Proposed 2011 and 2012 Budgets to be considered for adoption by City Council in October.

**1. Request: Maintain and fund the City’s Fast-Track Domestic Violence Program (FTP).**

**Staff Research:** Based on core services analysis, Staff proposed the discontinuation of the City’s FTP in the June 21, 2010 Staff Report on proposed 2011 operating budget priorities and core services adjustments. City Council discussed this item at the June 21<sup>st</sup> Study Session. Under Staff’s original proposal, all domestic violence cases would be filed in the county courts since both Adams and Jefferson counties provide this service. The total cost of staffing this program is \$250,362. The financial savings that would result from elimination of the program would be offset by an estimated \$137,500 in fines and court fees from these cases (net savings = \$112,862). Staff also presented City Council with an alternative to maintain the program through partial subsidization of the program through potential grant funds and increased municipal court fines.

The City received 15 formal comments from citizens, domestic violence program volunteers and professional counselors that work with domestic violence victims and perpetrators. While specific comments varied by individual, the overall request from each of these 15 citizens was that the City maintain and fund the continued operation of the City’s FTP. Citizens making this request included (addresses listed if they were provided):

Dave Garrison, 4167 W. 107<sup>th</sup> Place  
Carolyn Corbett, 2510 W. 108<sup>th</sup> Avenue  
Carl Eberhart, 1143 W. 124<sup>th</sup> Court  
Sheri Wand, 8471 Turnpike Drive  
Susan Giragosian, 8501 Turnpike Drive  
John Cardon, 8120 Sheridan, Suite C25  
Candi Epperson, 6212 W. 113<sup>th</sup> Avenue  
WJ and Cherilyn Peniston, 10344 Meade Loop

Beverly Bishop, 4054 W. 74<sup>th</sup> Avenue  
Georgina Lee, 8451 Circle Drive  
Deb Oster (no address provided)  
Mary Ann Hawkins, 8897 W. 86<sup>th</sup> Drive  
Don Quick, 1000 Judicial Center Drive  
Andrea Nuanes (no address provided)  
Christy Patrick (no address provided)

**Staff Recommendation:** Based on City Council's direction at the June 21 Study Session, Staff will maintain and propose funding for the FTP in the Proposed 2011 and 2012 Budgets. Per City Council direction, the FTP will be funded by increases to the Municipal Court fees and fines structure. Staff has submitted a Victim Assistance and Law Enforcement (VALE) grant application with the State of Colorado. Staff is also proposing an additional 0.25 FTE Assistant Prosecuting Attorney (bringing this position to 1.0 FTE) in 2011 to stay on top of prosecutions. To offset this increase in prosecution staffing, Staff is proposing a voluntary, permanent 0.3 FTE reduction in staffing on the civil side of the City Attorney's Office (0.2 FTE Legal Secretary and 0.1 FTE Assistant City Attorney).

2. **Request:** Install a sidewalk along the westside of Lowell Boulevard from 84<sup>th</sup> Avenue to 81<sup>st</sup> Avenue.

**Staff Research:** Larry Dean Valente submitted this request to City Council via email on June 19. Mr. Valente expressed concern about the lack of a sidewalk on this section of Lowell Boulevard. Mr. Valente referenced that an old, unmaintained asphalt path currently exists on this stretch of Lowell Boulevard and also expressed concerns about a missing piece of asphalt on this worn path near 82<sup>nd</sup> Avenue.

The requested "missing link" of sidewalk would cost approximately \$30,000 to install in concrete. Generally, the City installs sidewalks in conjunction with roadway improvements instead of prior to roadway improvements. Sidewalks are installed in this manner to ensure that all sidewalks are properly situated both vertically and horizontally. Unfortunately, while the City hopes to continue the recent roadway improvements to Lowell Boulevard to the north, Staff does not anticipate that the widening of this portion of Lowell Boulevard will occur within the next five years.

In lieu of a dedicated roadway improvement project, another option available to fund this project is the City's Sidewalk Connection capital improvement project. This project account is used to fund and install relatively short segments of sidewalks throughout the City where great need exists and development is not anticipated to occur in the near future. Targeted sub-projects include routes to schools, areas of concern for pedestrian safety, and pedestrian paths with a high level of usage.

**Staff Recommendation:** Typically, there are many demands and requests for sidewalk projects to be funded from the City's Sidewalk Connection project account. Staff is proposing \$50,000 in funding in 2011 and \$25,000 in funding in 2012 for this project account. Staff has not made any decisions on recommendations for specific projects to be funded from this account in 2011 and 2012. In the coming months, Staff will take a closer look at this sidewalk request for Lowell Boulevard, along with all other sidewalk requests, as part of the "competition" for 2011-2012 Sidewalk Connection project funding. Staff will be compiling a list of potential sidewalk projects over the next four to six months in preparation for next summer's Concrete Replacement Program, which is the City's usual means for the installation of Sidewalk Connection projects. The \$30,000 necessary for this requested project would utilize a large portion of the proposed annual funding for the Sidewalk Connection CIP account in 2011. Staff is recommending that the full list of potential sidewalk projects be identified and prioritized, including Mr. Valente's request, rather than creating a new capital project solely for this segment given sidewalk priorities citywide.

**3. Request: Install a sidewalk along Oakwood Drive from Auburn Lane to 80<sup>th</sup> Avenue.**

**Staff Research:** Larry Dean Valente submitted this request to City Council via email on June 19. Mr. Valente referenced the rebuilding of the 80th Avenue Bridge that is underway by the Colorado Department of Transportation (CDOT) and stated that the completion of the sidewalk would make a nice addition to that project. Presently, there is a sidewalk that runs along the west side of Oakwood Drive and ends near Auburn Lane. From Auburn Lane to 80th Avenue, there is a dirt path and gravel area utilized by pedestrians.

The requested sidewalk is estimated to cost approximately \$78,000. Staff believes that the request has merit, but several factors warrant waiting to install this sidewalk for three to four years. This area is located within CDOT right-of-way and is currently being used as a staging site for equipment for the 80th Avenue bridge replacement project. This project is anticipated to last until the spring of 2011. At the same time, CDOT is poised to commence design work on the first phase of improvements to U.S. 36, which would include a widening of the highway between approximately Federal Boulevard and Wadsworth Boulevard. There is a very real possibility that the construction of this first phase could commence as early as 2012 and that CDOT would utilize the excess right-of-way located in the vicinity of Oakwood Drive once again as an equipment staging site. This will likely bring construction traffic to the area and if a new sidewalk was present on this site, the heavy machinery would have a detrimental effect on the sidewalk.

**Staff Recommendation:** Staff will incorporate this request into the sidewalk connection list and consider the use of Sidewalk Connection project funds to construct this sidewalk as soon as highway construction activity in this area subsides. Staff feels that pursuing the construction of the \$78,000 sidewalk now would not be advised, as a new sidewalk could be significantly damaged by CDOT construction traffic within the next few years.

**4. Request: Maintain operations at King's Mill Outdoor Pool and Facility (ADDITIONAL REQUESTS; UPDATED INFORMATION).**

**Staff Research:** The City received seven formal requests to keep King's Mill pool open in 2011 and future years. This request was made by Shawn Goans (8740 W. 89<sup>th</sup> Place) and Jamille Bickford (8865 Dudley Court) at the July 26 public meeting on the Proposed 2011 and 2012 Budgets. This request was also made by Roman Kohler (August 24) and by Terry and Virginia Dally of 9160 Garrison Street (July 28) through email messages to the City Manager's Office. In addition, the City Manager's Office received a letter from Gary Finiol of 11714 W. 85<sup>th</sup> Avenue (Arvada) with this same request to keep the pool open. Finally, this request was made at the September 13 public hearing on the Proposed 2011 and 2012 Budgets by Andrew Clark (8510 W. 89<sup>th</sup> Drive) and Charles McMillan (8862 Dudley Street). Mr. and Mrs. Dally also expressed interest in the City keeping the King's Mill building functional so a non-profit could utilize the space for one-year. Mr. and Mrs. Dally expressed interest in trying to find a non-profit that could utilize the space. Mr. Kohler requested that the City consider the pool closing as temporary until a future funding source can be identified to re-open the pool.

Per the June 21 and August 16 Staff Reports on operating budget priorities for 2011 and 2012, Staff proposed ceasing operations of Kings Mill pool in 2011 and terminating the lease for the building at King's Mill with Jefferson County Head Start. Both the pool and the facility at King's Mill have major capital needs (totaling approximately \$508,400). The pool site needs drainage and storm sewer improvements (\$182,000), boiler replacement (\$50,000), sand filter replacement



(\$21,000) and structural repairs to the boiler room (\$15,000). The building is in need of roof replacement (\$100,000), structural repairs (\$70,000), a sump pump installation due to water under the building (\$20,000) and siding/paint replacement (\$50,400). From a core services standpoint, Staff feels that these capital costs are cost prohibitive to continue operation of the pool and facility.

In 2010 and in previous years, King’s Mill pool was open from Memorial Day through the end of August, or approximately 12 weeks. The table below shows data on visits to King’s Mill for the past three years, along with revenue figures. Both visits and revenue have declined since 2008. As a comparison, the average visits per day at Countryside outdoor pool in 2010 was 114.

	2010	2009	2008
<b>Total Visits</b>	2,048	2,407	2,736
<b>Average Visits per Day</b>	24	29	33
<b>Total Pool Revenue</b>	\$5,168	\$6,433	\$7,028

Staff has discussed the pool and facility’s capital and structural needs with several of the citizens listed above. Based on this information, Mr. and Mrs. Dally stated that they now have a better understanding of why the City is proposing the closures and that “they can offer no better solution.” The other citizens are still requesting that the City maintain operations at King’s Mill pool.

**Staff Recommendation:** At the August 16 Study Session, City Council gave Staff unanimous direction to close King’s Mill pool and facility. Staff will follow Council’s direction and will cease pool and facility operations at King’s Mill. City Council approved on second reading on September 13 \$250,000 towards demolition of the pool structure and building, along with the installation of park features on the site from 2009 carryover funds. Staff will hold a neighborhood meeting to notify the neighborhood about the closure and to gain public input on what park features the neighborhood would desire within the allocated budget later this fall.

**5. Request: Provide \$5,000 in Human Services Board (HSB) funding to the Adams County Housing Authority.**

**Staff Research:** Zachary Urban of the Adams County Housing Authority (ACHA) was present at the July 26 public meeting on the Proposed 2011 and 2012 Budgets and made this request for funding. ACHA offers programs for families in Adams County by providing housing, personal development opportunities, counseling, financial assistance and educational services. City Council has awarded ACHA with HSB funding in previous years, most recently in 2010 with an award of \$11,400. ACHA originally requested \$20,000 in HSB funding in their 2011 HSB application.

Agency interviews are a required component of the HSB funding process. In early June, ACHA did not appear for their scheduled interview with the HSB. City Staff contacted ACHA regarding their absence and ACHA did not provide a reason to explain their absence. Due to missing their interview and not contacting the City, the HSB is not recommending any funding for ACHA in 2011.

**Staff Recommendation:** Staff concurs with the HSB’s recommendation to not provide funding to ACHA in 2011. With a reduction in funding of nearly 50 percent in 2011, the HSB was faced with the challenge of serving an increase in community need with a reduced budget. In reviewing the HSB application and interview schedule process, it was concluded that all agencies were properly informed. After the 2011 HSB funding submittal deadline of April 30, Staff mailed a letter containing an interview date and time to each agency that submitted an application. ACHA did not initiate any communication with the City before or after the missed interview with the HSB. Staff would encourage ACHA to apply for HSB funds in future years.

**6. Request: Provide \$15,000 in Human Services Board (HSB) funding to The Community Reach Center.**

**Staff Research:** Dr. Mike McCormick with The Community Reach Center was present at the July 26 public meeting on the Proposed 2011 and 2012 Budgets and made this request for funding. The Community Reach Center provides mental health care to residents of Adams County including outpatient counseling, a 24-hour crisis line, treatment programs and programs designed to provide education and training to prepare individuals for employment and independent living. City Council has awarded The Community Reach Center with HSB funding in previous years, most recently in 2010 with an award of \$12,000. The Community Reach Center requested \$15,000 in HSB funding in their 2011 HSB application.

Agency interviews are a required component of the HSB funding process. In early June, The Community Reach Center did not appear for their scheduled interview with the HSB. City Staff contacted The Community Reach Center regarding their absence and The Community Reach Center did not provide a reason to explain their absence. Due to missing their interview and not contacting the City, the HSB is not recommending any funding for The Community Reach Center in 2011.

**Staff Recommendation:** Staff concurs with the HSB’s recommendation to not provide funding to The Community Reach Center in 2011. With a reduction in funding of nearly 50 percent in 2011, the HSB was faced with the challenge of serving an increase in community need with a reduced budget. In reviewing the HSB application and interview schedule process, it was concluded that all agencies were properly informed. After the 2011 HSB funding submittal deadline of April 30, Staff mailed a letter containing an interview date and time to each agency that submitted an application. The Community Reach Center did not initiate any communication with the City before or after the missed interview with the HSB. Staff would encourage The Community Reach Center to apply for HSB funds in future years.

**7. Request: Continue to show support for revitalization efforts in the southern part of Westminster and for artists and art-based businesses.**

**Staff Research:** Mary Lane of 7319 Orchard Court was present at the July 26 public meeting on the Proposed 2011 and 2012 Budgets and made this request. Ms. Lane referenced the recent addition of arts-based businesses in the southern portion of Westminster, along with the effort of the South Westminster Arts Group (SWAG) in her comments. Ms. Lane expressed her desire that this growth in the arts community in Westminster continue and that the City continue to show support for revitalization and art-related businesses in the southern portion of Westminster.

Ms. Lane's overall request is supported by City Council's Strategic Plan Goal of "Vibrant Neighborhoods in one Livable Community." For many years, the City has had a dedicated South Westminister Revitalization Program and has spent millions of dollars on revitalizing this part of the City. Projects have improved commercial areas, such as at 72<sup>nd</sup> Avenue and Federal Boulevard, and have also improved residential areas, such as the new townhome construction along Lowell Boulevard. The City has made other infrastructure enhancements to the area, including streetscape improvements along Lowell Boulevard.

Regarding the support of the arts, City Council has a Strategic Plan objective of "Develop Westminister as a cultural arts community." The City has engaged in numerous activities over the past several years to support the establishment of a cultural arts community in South Westminister. The City completed significant rehabilitation to the Rodeo Market and Grange Hall on 73<sup>rd</sup> Avenue. The South Westminister Arts Group (SWAG) is currently utilizing the Rodeo Market for art shows, art classes, artist space and other art-related endeavors. The City has also provided direct, start-up financial support to SWAG in 2008 (\$5,000), 2009 (\$10,000) and 2010 (\$20,000). The City also allotted \$5,000 to SWAG to help the organization pay costs for utilities. The City also supported efforts to convert a former gas station on 73<sup>rd</sup> Avenue into a functional theatre.

**Staff Recommendation:** Staff's Proposed 2011 and 2012 Budgets include support for ongoing revitalization efforts in South Westminister. Staff is proposing \$75,000 in 2011 and \$71,000 in 2012 for the South Westminister Revitalization Program. In addition, Staff is proposing \$500,000 in 2011 and \$900,000 in 2012 to support transit-oriented development (TOD) efforts in South Westminister. These monies could help fund new streets, sidewalks, right-of-way acquisitions, street lights, street furniture and costs associated with a parking structure. These TOD efforts are important to ongoing revitalization efforts in South Westminister.

For 2011 and 2012, Staff will continue to partner with SWAG and other organizations to support arts-related efforts where appropriate. Per the City's original agreement with SWAG, Staff is not proposing any direct financial support to SWAG in 2011 and 2012. Per this agreement, funding provided by the City from 2008 to 2010 was to assist SWAG with start-up costs and activities until the organization could achieve 501(c)3 non-profit status and secure grant monies to fund operations. SWAG commenced the 501(c)3 application process in July 2009 and should have approval soon. This status will allow SWAG to compete for grant funds through the Scientific and Cultural Facilities District (SCFD) and through other agencies.

**8. Request: Eliminate 4<sup>th</sup> of July Fireworks Display and Event at City Park.**

**Staff Research:** This request was made by Cheryl Ruby via phone message to the City Manager's Office on August 5. This request was also made by Tammy Wynns who discussed this issue in person with Staff in the City Manager's Office on June 23. Both Ms. Ruby and Ms. Wynns expressed their empathy with the tough reductions and budget decisions the City is facing in 2011. In light of other proposed budget reductions in 2011, both Ms. Ruby and Ms. Wynns asked the City to consider elimination of the 4<sup>th</sup> of July event to help address budget challenges.

The City of Westminister, Hyland Hills Park and Recreation District, Adams School District 50 and North Metro Arts Alliance are all partners that work together to put on the 4<sup>th</sup> of July event. In addition, one of the concession stands is operated by the Youth Advisory Panel and the proceeds go to the City's youth scholarship fund for recreation programs. The City's direct costs for the most recent 4<sup>th</sup> of July event amount to approximately \$18,800. This includes \$11,500 for

the fireworks contract (the other \$11,500 is funded by Hyland Hills Park and Recreation District) and \$7,300 for contractual and supply costs including sanolets, barricades, staffing, etc. This \$18,800 does not include the substantial costs associated with police or fire staffing. Busses and bus drivers for the event's off-site parking are provided by Adams School District 50 at no cost to the City. The North Metro Arts Alliance funds the band and sound system and there are no costs to the City for these items.

**Staff Recommendation:** Based on City Council's direction during the City's core services analysis, Staff recommends continuing the 4<sup>th</sup> of July event. In April of 2010, City Council reviewed and provided Staff with feedback and direction related to the City's service businesses and overall prioritization of those service businesses. One of the service businesses was "Community Events," and this service business contained a list of all community events that the City sponsors. City Council concurred that the 4<sup>th</sup> of July event was the top priority out of all of the City-sponsored community events.

- 9. Request: Redevelop and revitalize the northeast corner of 72<sup>nd</sup> Avenue and Sheridan Boulevard and the Westminster Mall Area. Try to get some restaurants to invest in these areas. Continue efforts to get FasTracks rail service to Westminster.**

**Staff Research:** This request was made via email by William Angermann of 6290 W. 74<sup>th</sup> Avenue to the City Manager's Office on May 31. Mr. Angermann expressed his concerns about blight in the two areas mentioned above and also stated the southern portion of Westminster lacks good restaurant choices. Mr. Angermann also expressed his support for rail service to Westminster. Finally, Mr. Angermann requested that the City be careful when working with developers to not expend "too much" public dollars on redevelopment projects.

Staff has been working with the owners of the northeast corner of 72<sup>nd</sup> Avenue and Sheridan Boulevard to refill that vacant space. A variety of options has been considered for the old Albertson's space including thrift stores, a bowling alley and an in-bound call center. At this point, the space is not filled, but Staff will continue to pursue filling this significant vacancy. There is a new urgent care medical office going into the former Blockbuster Video space in that center.

Revitalization of the Westminster Mall area is City Council's number one priority. Known as the Westminster Center Urban Reinvestment Project (WURP), Staff is currently negotiating with Steiner + Associates out of Columbus, Ohio to work with the City on redevelopment of the entire 108 acre parcel on and around the mall. There is much work to be accomplished and Staff will be very prudent in the use of the City's tax dollars for this project.

Regarding the request for more restaurants, Staff expects that as the economy improves and shopping centers redevelop that the empty restaurants will begin to fill. Staff is also working to specifically recruit a sit-down restaurant to the corner of 72<sup>nd</sup> Avenue and Sheridan Boulevard. Staff is seeing activity, though very slow, in the restaurant area for the first time in several years. However, Staff does not anticipate any new openings in this area until sometime in 2012.

RTD has committed to building the rail station near 71<sup>st</sup> Avenue and Irving Street. That station is expected to be open and functional in 2016. City Council and Staff are working diligently to assure that the stations near 88<sup>th</sup> Avenue and Sheridan Boulevard and at the Shops at Walnut Creek are built should additional funding for the completion of FasTracks be obtained.

**Staff Recommendation:** As described above, City Council and Staff are already working on the requests that Mr. Angermann raised and will continue efforts in these areas.

- 10. Request: Adopt employee benefit reductions/modifications: (#1) raise employee deductibles and co-pays for health insurance, (#2) eliminate employer-sponsored health insurance for family coverage and provide employee-only health coverage, (#3) raise employee premiums for health insurance, (#4) eliminate the employee pension, lower pension benefits or increase the retirement age, (#5) eliminate employer contribution to employee pension, and (#6) reduce the amount of time off provided to employees (vacation and sick time).**

**Staff Research:** Staff received this request via email from Glenda Barlow on August 6. As listed above, Ms. Barlow had several requests and recommendations to reduce employee benefits to help address budget challenges.

Information for each of these items is presented below by number:

#1: The City has medical benefit plans that are offered to employees through Cigna (Open Access Plus) and Kaiser Permanente health management organization (HMO). Over the last several years, both of these plans have seen numerous modifications to help control costs, including dropping a more expensive preferred provider option (PPO) plan, along with making adjustments to out of pocket maximums, employee deductibles and co-pays. For instance, employees in the Cigna plan saw deductibles increase from \$200/\$400 in 2009 to \$300/\$600 in 2010 (in-network/out-of-network) care and co-pays changed from \$25 in 2009 to a tiered system in 2010 (\$15 preventive, \$25 primary care physician, \$40 specialist). Co-pays for prescription drugs increased in this plan from a \$10/\$25/\$40 level in 2009 to a \$20/\$50/\$80 level in 2010.

#2: The City offers four types of medical benefit coverage, which include “employee-only,” “employee and child,” employee and spouse,” and “employee, spouse and children.” As an example, the total monthly cost for each for these types of coverage for non-exempt employees in 2010 is listed below:

Employee Only:	\$492.16 (Employee = \$48.82 or 10%)
Employee and Child:	\$1,039.62 (Employee = \$190.20 or 22%)
Employee and Spouse:	\$1,067.98 (Employee = \$195.44 or 18%)
Employee, Spouse and Children:	\$1,540.88 (Employee = \$392.26 or 25%)

Competitive compensation packages to attract and retain a quality workforce require options for family coverage. The City conducts biennial benefit surveys to assess competitor benefit packages. All of the survey cities provide similar levels of coverage to employees and their families. As to be expected, family coverage is more costly for both the employee and the City when compared to employee-only coverage.

#3: For the past five years, employee medical insurance premiums have increased (2006 = 3%, 2007 = 4%, 2008 = 3%, 2009 = 9%, 2010 = 8%). An example of monthly medical insurance premiums for employees was provided in response #2. It is very likely that employee and City insurance premiums will increase in the future. 2011 renewal and premium rates recommended in the 2011 budget proposal reflect a 6.03% increase to premiums for employees and the City.

#4: All benefited employees, except firefighters, participate in the 401(a) City of Westminster Pension Plan in lieu of Social Security. This means that both the City and employees do not pay into Social Security and employees will not receive Social Security benefits related to their time of employment with the City. The mandatory employee contribution is 10% of base pay. After a benefited employee has completed a continuous 22 months of service with the City, the City will make an employer contribution at 10.25% of base pay. The City's pension is a "defined contribution" plan where employees and the City contribute to the pension during employment and employees choose where to invest those funds. This is different than a "defined benefit" plan where certain employee benefits are "guaranteed" after retirement based on years of service, salary, etc. A defined contribution plan establishes the employer contribution rate and the risk of balances being sufficient at retirement are on the employee only. Ms. Barlow's suggestions seem to be more directed towards a "defined benefit" type of pension. The suggestion to discontinue the pension program would be detrimental to the City's efforts to retain and recruit high-quality employees in the future.

#5: After a benefited employee has completed a continuous 22 months of service with the City, the City will make an employer contribution at 10.25% of base pay. This contribution is competitive with other public sector pension packages. In fact, most other cities contribute at the first month of employment versus the City of Westminster's 22 month date.

#6: City employees accrue time off through a general leave bank and a holiday bank that allows employees to be paid while taking time away from work as approved. General Leave may be used for vacation, illness, off-the-job injury, medical appointments, important personal business, child care and family emergencies, or for any other valid absence. New employees accrue 142 hours of general leave and 90 hours of holiday leave per year.

**Staff Recommendation:** Staff does not recommend pursuing any of Ms. Barlow's proposed benefit reductions. On a biennial basis, Staff conducts a comprehensive benefit survey to ensure that the City's benefit package is competitive and responsible. Staff believes the City's current benefit level is appropriate in order to attract and retain high-performing employees. City employees have "done more with less" over the last several years due to hiring freezes and budget reductions. In 2011, wages are proposed to be frozen for all employees and over 72 FTE are proposed to be eliminated. As discussed above, City employees have absorbed premium, deductible and co-pay increases over the last several years.

Regarding medical insurance, the City recently conducted a bid process and received proposals from Aetna, United, Blue Cross/Anthem, Kaiser Permanente and Cigna. As a result, one of the City's current providers (Cigna) lowered some of their fixed costs and allowed Staff to recommend no plan design changes for 2011. The City also hired a consulting firm to conduct an independent analysis/audit of the City's 2009 utilization of benefits. A tool called HPI (Health Plan Intelligence) was used to perform "data mining" and this information will be used to help plan for the future. Potential future cost containment measures may include increased usage of chronic health care case management, unbundling of plans, plan design changes, different claims processing/administration, or possibly starting a City health clinic for routine care.

**11. Request: Do not include sworn police officers and firefighters in the proposed all-employee pay freeze for 2011.**

**Staff Research:** Donald Cook of 9150 Pierce Street made this request via email to the City Manager's Office on June 22. Mr. Cook stated that he did not think that sworn police officers should have their wages frozen in 2011 due to the nature of their jobs and because they "put their lives on the line" for the City. Mr. Cook stated that he would be willing to pay more in sales tax to keep the sworn police officers and firefighters from not having a pay freeze.

As stated in the Proposed 2011 Operating Budget Priorities/Core Services Adjustments Staff Report that was discussed with City Council on June 21, Staff is proposing to freeze pay at 2010 levels for all employees in 2011. This means that no step, merit nor across-the-board salary increases would occur in 2011. Based on research, these moves are consistent with what other cities in the region are doing and should not impact the City from a competitive salary perspective.

**Staff Recommendation:** Staff maintains its recommendation to freeze pay at 2010 levels for all employees in 2011. It is Staff's intent that this freeze in 2011 and other proposed cost-cutting moves will allow the City to adjust salaries in the future. In 2012, Staff is proposing to reinstitute step and merit increases. Staff has balanced the Proposed 2011 Budget based on a salary freeze for all employees. If sworn police officers and firefighters were exempt from the salary freeze and were able to receive salary increases in 2011, other budget reductions would need to be made in the Police and Fire departments or in other departments. Some of these reductions could include additional layoffs.

**12. Request: Eliminate probation services at Municipal Court.**

**Staff Research:** Burt Galaway of 11180 Irving Drive, Apartment 312, made this request to the City Manager's Office on August 3. Mr. Galaway expressed his belief that the court services relatively minor, misdemeanor offenders and questioned using limited funds to provide probation services for low level offenders. Mr. Galaway suggested replacing probation with fines to save money and generate revenue. If a prosecutor believes that a specific offender requires supervision, Mr. Galaway would recommend charging him or her in District Court. Mr. Galaway believes that funds currently associated with probation services should be re-directed to services such as libraries, parks and streets.

The Probation Section at the Municipal Court provides supervision and guidance to approximately 1,400 citizens annually, including approximately 500 domestic violence cases, 500 adult non-domestic violence cases and 400 juvenile cases. While these citizens are in court for misdemeanor cases, many have greater issues (mental health, alcohol, and/or substance abuse issues) that relate to their offense and many also have a criminal history that includes felony offenses. The Probation Section has the opportunity to refer these citizens to appropriate treatment providers so that they may better themselves and become more productive citizens of the Westminster community.

The Probation Section is also a key component of the Court's ability to hold citizens accountable for their actions beyond a day in court and a fine. The majority of the time a citizen is placed on probation, they are also given a fine, court costs, probation fees, and additional counseling and/or community service to complete during their term of probation. This ongoing counseling (i.e., 36

weeks of domestic violence counseling, 24 to 33 weeks of drug counseling) requires regular monitoring in order to ensure that the citizen is compliant and attending. Without a probation option for the Court, the daily court docket would expand dramatically and the burden of monitoring these offenders would fall on the judge rather than probation. In addition to the ongoing monitoring, the probation option allows for up to a one year monitoring of citizens to ensure that they are living a crime free life in the Westminster community. Through regular supervision, citizens are afforded the opportunity to make changes to behaviors that have been going on for years that often begin to change out of necessity (i.e., being on probation and ordered by the court to remain sober).

Filing these cases in County/District Court would be a tremendous burden to the Prosecutors and the Police Department. If a citizen is cited into the Municipal Court when initially contact by the police and it was later determined by the prosecutor that they needed probation supervision, the case would initially be entered into the Court system. The citizen would likely appear for an initial court date, a second court date would have to be scheduled, and the Prosecutor would have to coordinate with the Police Department to have the citation reissued to the citizen and filed in County Court. This process would require much more time, energy, and expense than keeping the case in the Municipal Court and utilizing the existing Probation Section.

**Staff Recommendation:** Based on the information and analysis above, along with City Council's Strategic Plan Goal of "Safe and Secure Community," Staff recommends maintaining the City's probation services at Municipal Court. Also, based on City Council's unanimous direction to maintain the City's Fast-Track Domestic Violence Program, probation services related to this program will be necessary.

**13. NEW Request: Underground the overhead electric utility lines on the eastside of Wadsworth Boulevard from 93<sup>rd</sup> Place to 98<sup>th</sup> Avenue.**

**Staff Research:** Mr. Thomas Garcia made this request to the City Manager's Office via email on September 8. Mr. Garcia stated that he built his home in 1995 and that he had the understanding that Asbury Development, Mr. Garcia's builder, had the option to bury the lines at that time or pay the City approximately \$100,000 towards this cost. Mr. Garcia stated that Asbury Development paid the City these "cash in lieu" funds at that time. Mr. Garcia stated his understanding that projects such as this need to be budgeted in advance, but that he anticipated that these lines would have been placed underground by this time.

Staff believes that there are two potential approaches to relocate these overhead lines underground. The first is through use of the Xcel Energy's 1% Undergrounding Fund, which holds funds equal to 1% of the company's gross electric revenues in the City that must be used to relocate overhead electric utility lines underground (per franchise requirements). The City has worked to prioritize potential projects for these funds and currently all monies in the 1% Fund are programmed for the next several years. Staff has identified and is proceeding with several projects, including the east side of Federal Boulevard from 82<sup>nd</sup> Avenue to 88<sup>th</sup> Avenue and the south side of 112<sup>th</sup> Avenue from Sheridan Boulevard to Westminster Boulevard.

The second approach to relocating these utility lines would be in coordination with a Wadsworth Boulevard roadway improvement project. Staff completed preliminary design on this project several years ago, but the project is currently not included in the City's proposed 5-year Capital Improvement Program due to other priorities and financial limitations.



Total estimated cost for the relocation requested by Mr. Garcia is \$495,000. The “cash-in-lieu of undergrounding” monies paid by Asbury Development referenced by Mr. Garcia was for the immediate area adjacent to the Cambridge Farms development. This area is less than 750 feet in length and Xcel has an agreement with the City where the company will not be forced to underground an overhead utility line of less than 750 linear feet. This agreement is to make sure that any undergrounding project is economically efficient, as “short” projects are very expensive per linear foot. The funds paid by Asbury are intended to be contributed to other funds for a larger undergrounding project that is over 750 linear feet. To date, no opportunities have arisen along this stretch of Wadsworth Boulevard.

**Staff Recommendation:** Staff recommends that this project be completed in the future as a component of a potential Wadsworth Boulevard improvement project or consider with other priorities for funding from Xcel’s 1% Undergrounding Fund. A Wadsworth Boulevard widening project is not currently on the City’s 5-year CIP and the City is proceeding with several undergrounding projects that will deplete the 1% Fund for the next several years.

**14. NEW Request: Install sidewalks along Wadsworth Boulevard north of 92<sup>nd</sup> Avenue**

**Staff Research:** This request was made by Teresa Penbrooke of 7420 W. 93<sup>rd</sup> Place in an email to Mayor McNally on September 10. Ms. Penbrooke stated that this sidewalk installation would enhance alternative transportation options in the area and provide additional safety for residents. Ms. Penbrooke wrote that Wadsworth Boulevard experiences a high degree of traffic and does not have much of a shoulder. Ms. Penbrooke also expressed concerns for a neighbor who uses an electric wheelchair to go shopping in the areas around 92<sup>nd</sup> Avenue and for children who walk along Wadsworth Boulevard to school. Ms. Penbrooke also expressed that sidewalks along Wadsworth Boulevard would be beneficial, as they could connect to trail systems, including the Big Dry Creek trail.

A project to install a concrete sidewalk along one side of Wadsworth Boulevard from approximately 93<sup>rd</sup> Avenue to 98<sup>th</sup> Avenue would cost over \$175,000. A more temporary, asphalt path alternative could be examined, but this option would still be expensive due to the lack of adequate rights-of-way to allow the walk to be safely separated from the traveled roadway. Purchases of necessary rights-of-way would add substantial cost to the project. Substantial portions of sidewalks along both sides of Wadsworth Boulevard were installed as requirements of private developments located near 92<sup>nd</sup> Avenue and along the west side of the road to the north of the Burlington Northern Santa Fe railroad track. Other portions of sidewalk were installed with a recent City trail and bridge project at Wadsworth Boulevard and the Big Dry Creek Trail. Much of the area adjacent to the westside of Wadsworth Boulevard is in unincorporated Jefferson County.

Sidewalks are generally installed in conjunction with street construction to ensure that the walks are properly aligned (vertically and horizontally) so that they do not have to be rebuilt in the future if the streets are widened. Gaps in sidewalk segments on Wadsworth Boulevard could be joined in conjunction with a future capital improvement project to improve Wadsworth Boulevard, if such a project is warranted in the future. Due to revenue constraints and other capital project priorities, a Wadsworth Boulevard project does not currently appear on the City’s Proposed 5-Year Capital Improvement Program (CIP).

**Staff Recommendation:** Staff recommends examining sidewalk installation along Wadsworth Boulevard as part of a future, potential capital improvement project to improve Wadsworth Boulevard. A Wadsworth Boulevard improvement project is not currently on the City's 5-year CIP.

**15. NEW Request: Support and work to install a multi-use trail along the proposed FasTracks Northwest Commuter Rail Corridor**

**Staff Research:** This request was made by Teresa Penbrooke of 7420 W. 93<sup>rd</sup> Place in an email to Mayor McNally on September 10. Ms. Penbrooke stated her support and interest in a trail that would follow the rail tracks of the whole length of the proposed Northwest Commuter Rail Corridor. Ms. Penbrooke stated that this would allow residents to use alternative transportation to get to the proposed rail stations and to Broomfield.

The environmental evaluation and preliminary plans for the Northwest Rail Corridor of the FasTracks program does not include the construction of a multi-use trail running parallel to the rail tracks. However, plans for improvements to the U.S. 36 Corridor do include the installation of a path that would run roughly parallel to the highway. The City and its jurisdictional partners along the U.S. 36 Corridor are firmly committed to this multi-modal facet of the proposed transportation improvements to the highway. During 2009, the City used American Recovery and Reinvestment Act funds to install a connection between the existing Little Dry Creek Trail and the proposed U.S. 36 trail (73<sup>rd</sup> Avenue to Turnpike Drive). The Colorado Department of Transportation and the U.S. 36 Mayors and Commissioners Coalition are currently in the midst of compiling funding for the design and construction of a first phase of improvements to the highway. The requested trail would be included in that scope of work. The City is also working to complete design work for a component of this trail that will run parallel to U.S. 36 and extend from the Big Dry Creek trail to an area between Turnpike Drive and Westminster Boulevard.

**Staff Recommendation:** Staff recommends the continuation of planning and design efforts for U.S. 36 improvements that would include the installation of the requested trail.

**16. NEW Request: Install a trail along the railroad right-of-way between Pierce Street and Wadsworth Boulevard**

**Staff Research:** This request was made by Teresa Penbrooke of 7420 W. 93<sup>rd</sup> Place in an email to Mayor McNally on September 10. Ms. Penbrooke stated that this trail section would enhance alternative transportation options in the area and provide additional safety for residents. Ms. Penbrooke stated that the City's Trails Master Plan includes this trail along the railroad right of way between Pierce Street and Wadsworth Boulevard. Ms. Penbrooke stated that currently the only way to get between Pierce Street and Wadsworth Boulevard is to travel on 92<sup>nd</sup> Avenue to Wadsworth Boulevard.

While this trail segment is listed in the City's Trails Master Plan, Staff does not currently see this trail segment as a high priority compared to other competing needs identified in the Trails Master Plan due to several complications that place a substantial cost on this potential project. Property would need to be acquired from the Burlington Northern Santa Fe railroad, which would be challenging and costly. Additional property would need to be acquired from private owners, which would present an additional cost. Regarding the railroad, there is no safe track/trail crossing in that corridor, which would likely require the construction of an underpass for the trail.

Staff is also aware that some grade issues could exist in that corridor. Staff estimates that design and construction of this trail could cost \$1 million. Staff does not feel that pursuit of this trail segment is warranted considering revenue constraints and other, more cost effective trail segments identified as priorities for the City's Trail Development capital improvement project account (recommended at \$80,000 in 2011 and \$100,000 in 2012).

Staff also wants to highlight that there is another alternative route to get between 92<sup>nd</sup> Avenue and Wadsworth Boulevard. Teller Street and 92<sup>nd</sup> Lane provide an alternative connection and Teller Street is a designated bike route in the City.

**Staff Recommendation:** Due to project complications, costs and other priorities for Trail Development funds, Staff does not recommend pursuing this trail project at this time.

17. **NEW Request: Provide \$13,000 in Community Development Block Grant (CDBG) funds for housing services in the community and earmark City funds to assist with the Adams County Housing Authority's (ACHA) rehabilitation of the Terrace Gardens apartment complex at 71<sup>st</sup> Avenue and Hooker Street and the development of ACHA offices and other commercial space at 71<sup>st</sup> Avenue and Federal.**

**Staff Research:** This request was made by Chris Shaffner of ACHA at the public hearing on the Proposed 2011 and 2012 Budgets on September 13. On behalf of ACHA, Mr. Shaffner requested \$13,000 in the City's allocation of CDBG funds to assist with housing services in the community and also requested City funds to assist with the rehabilitation of the Terrace Gardens apartment complex and the development of ACHA offices and commercial space in Westminster.

On May 24, 2010, City Council appropriated the City's 2010 CDBG allocation of \$604,991. Per City Council's direction for project priorities, \$433,993 was appropriated for design and property acquisition for the Bradburn Boulevard realignment project. This roadway project will connect Bradburn Boulevard with Raleigh Street at 72<sup>nd</sup> Avenue, creating a safer intersection and better access to Westminster High School. The remainder of 2010 CDBG funds were appropriated for emergency home repairs (\$50,000) and for administrative costs associated with the CDBG program (\$120,998). City Council will consider appropriating 2011 CDBG funds in May 2011.

Funds for ACHA are not currently identified in the City's 2010-2014 Consolidated Plan, which is a planning document required by the U.S. Department of Housing and Urban Development in order for the City to receive CDBG funds. Up until several years ago, the City did historically appropriate a portion of its CDBG allocation to non-profit human services agencies in the community. However, the City has not done that for several years due to the amount of City Staff time required to monitor and audit non-profit agencies to ensure their compliance with all federal regulations associated with CDBG funds. In the past, this monitoring and auditing comprised between 25% to 50% of work activities of a 1.0 FTE. The City has chosen instead to provide funding for non-profit human services agencies in the community through the Human Services Board (HSB). As stated under request #5 in this Staff Report, ACHA did not appear for their scheduled interview with the HSB in early June. City Staff contacted ACHA regarding their absence and ACHA did not provide a reason to explain their absence. Due to missing their interview and not contacting the City, the HSB is not recommending any funding for ACHA in 2011.

The second component of this request is for assistance with rehabilitation of the ACHA-owned Terrace Gardens apartment complex at 71<sup>st</sup> Avenue and Hooker Street and the development of an ACHA office and commercial property at 71<sup>st</sup> Avenue and Federal Boulevard. The Adams County Housing Authority acquired the Arrow Motel and adjoining property in July 2008 and intends to proceed with plans to build a new multi-story building on the site. The building would house the Authority’s administrative offices on an upper floor and provide additional office space for lease. The ground floor would be rented to commercial and retail businesses.

**Staff Recommendation:** Per City Council’s direction on CDBG priorities for the coming years and per the City’s practice of utilizing HSB funding versus CDBG funding for non-profit human services agencies, Staff does not recommend CDBG funding for ACHA or for other housing services in the community. Staff recommends continuing to work with and assist ACHA where appropriate on rehabilitation of Terrace Gardens and with development of the ACHA offices and commercial building planned for 71<sup>st</sup> Avenue and Federal Boulevard.

**SUMMARY**

The following table provides a summary of the citizen requests and Staff’s recommendations.

Citizen Request	2011/2012 Estimated Cost or Savings	Staff Recommended 2011/2012 Funding or Savings
1. Maintain and fund the City’s Fast-Track Domestic Violence Program (FTP) (staffing)	\$250,362	\$250,362
2. Install a sidewalk along the westside of Lowell Boulevard from 84 <sup>th</sup> Avenue to 81 <sup>st</sup> Avenue	\$30,000	To be considered for Sidewalk Connection project funding against other priorities; \$50,000 is proposed for the Sidewalk Connection project in 2011 and \$25,000 in 2012
3. Install a sidewalk along Oakwood Drive from Auburn Lane to 80 <sup>th</sup> Avenue	\$78,000	\$0
4. Maintain operations at King’s Mill Outdoor Pool and Facility	\$508,400 - capital \$24,000 - operating	\$0
5. Provide Human Services Board (HSB) funding to the Adams County Housing Authority	\$5,000	\$0
6. Provide Human Services Board (HSB) funding to The Community Reach Center	\$15,000	\$0
7. Continue to show support for revitalization efforts in the southern part of Westminster and for artists and art-based businesses	Not Specific	\$575,000 (2011) and \$971,000 (2012); in-kind support of arts

8.	Eliminate 4 <sup>th</sup> of July Fireworks Display and Event at City Park	-\$18,800	\$18,800
9.	Redevelop and revitalize the northeast corner of 72 <sup>nd</sup> Avenue/Sheridan Boulevard and the Westminster Mall Area; try to get some restaurants in these areas; continue efforts to get FasTracks rail service to Westminster	Not Specific	Staff efforts in these area underway and expenditures will be made as appropriated
10.	Adopt employee benefit reductions or modifications: (#1) raise employee deductibles and co-pays for health insurance, (#2) eliminate employer-sponsored health insurance for family coverage and provide employee-only health coverage, (#3) raise employee premiums for health insurance, (#4) eliminate the employee pension, lower pension benefits or increase the retirement age, (#5) eliminate employer contribution to employee pension, and (#6) reduce the amount of time off provided to employees (vacation and sick time)	Not Specific	\$0
11.	Do not include sworn police officers and firefighters in the proposed all-employee pay freeze for 2011	Not identified at this time	\$0
12.	Eliminate probation services at Municipal Court	Not identified at this time	\$0
13.	Relocate overhead electric utility lines underground along Wadsworth Boulevard between 93 <sup>rd</sup> Place and 98 <sup>th</sup> Avenue	\$495,000	\$0
14.	Install sidewalks along Wadsworth Boulevard north of 92 <sup>nd</sup> Avenue	\$175,000	\$0
15.	Support and work to install a multi-use trail along the proposed FasTracks Northwest Commuter Rail Corridor	Not identified at this time	Pursue trail along U.S. 36
16.	Install a trail along the railroad right-of-way between Pierce Street and Wadsworth Boulevard	\$1,000,000	\$0
17.	Provide \$13,000 in Community Development Block Grant (CDBG) funds for housing services in the community and earmark City funds to assist with the Adams County Housing Authority's (ACHA) rehabilitation of the Terrace Gardens apartment complex at 71 <sup>st</sup> Avenue and Hooker Street and the development of ACHA offices and other commercial space at 71 <sup>st</sup> Avenue and Federal.	\$13,000 in CDBG funds and not specific for second request	\$0 for CDBG funding and support for rehabilitation and development efforts to be considered in the future

Time will be set aside at the September 20 City Council Study Session to review these citizen requests. If any additional citizen budget requests are received between September 15 and September 20, Staff will present those to City Council at the September 20 Study Session as well.

Respectfully submitted,

J. Brent McFall  
City Manager



Staff Report

Information Only Staff Report
September 20, 2010



SUBJECT: Monthly Residential Development Report

PREPARED BY: Walter G. Patrick, Planner I

Summary Statement:

This report is for City Council information only and requires no action by City Council.

- The following report updates 2010 residential development activity per subdivision (please see attachment) and compares 2010 year-to-date totals with 2009 year-to-date figures.
• The table below shows an overall increase (600%) in new residential construction for 2010 year-to-date when compared to 2009 year-to-date totals (119 units in 2010 vs. 17 units in 2009).
• Residential development activity in August 2010 reflects an increase in single-family detached (5 units in August 2010 versus 0 units in August 2009), and no change in single-family attached, multi-family or senior housing (0 units in both years).

NEW RESIDENTIAL UNITS (2009 AND 2010)

Table with columns for Unit Type, August 2009, August 2010, % Change, Year-to-Date 2009, Year-to-Date 2010, and % Change. Rows include Single-Family Detached, Single-Family Attached, Multiple-Family, Senior Housing, and TOTAL.

**Background Information:**

In August 2010 there were 5 new service commitments issued for new housing units.

The column labeled “# Rem.” on the attached table shows the number of approved units remaining to be built in each subdivision.

Total numbers in this column increase as new residential projects (awarded service commitments in the new residential competitions), Legacy Ridge projects, build-out developments, etc. receive Official Development Plan (ODP) approval and are added to the list.

Respectfully submitted,

J. Brent McFall  
City Manager

Attachment



**ACTIVE RESIDENTIAL DEVELOPMENT**

**Single-Family Detached Projects:**

Bradburn (120th & Tennyson)  
 CedarBridge (111th & Bryant)  
 Country Club Highlands (120th & Zuni)  
 Countryside Vista (105th & Simms)  
 Huntington Trails (144th & Huron)  
 Hyland Village (96th & Sheridan)  
 Legacy Ridge West (104th & Leg. Ridge Pky.)  
 Lexington (140th & Huron)  
 Meadow View (107th & Simms)  
 Park Place (95th & Westminster Blvd.)  
 Ranch Reserve (114th & Federal)  
 Savory Farm Estates (109th & Federal Blvd.)  
 South Westminster (Shoenberg Farms)  
 Various Infill  
 Winters Property (111th & Wads. Blvd.)  
 Winters Property South (110th & Wads. Blvd.)

***SUBTOTAL***

**Single-Family Attached Projects:**

Alpine Vista (88th & Lowell)  
 Bradburn (120th & Tennyson)  
 CedarBridge (111th & Bryant)  
 Cottonwood Village (88th & Federal)  
 East Bradburn (120th & Lowell)  
 Eliot Street Duplexes (104th & Eliot)  
 Highlands at Westbury (112th & Pecos)  
 Hollypark (96th & Federal)  
 Hyland Village (96th & Sheridan)  
 Legacy Village (113th & Sheridan)  
 South Westminster (East Bay)  
 South Westminster (Shoenberg Farms)  
 Summit Pointe (W. of Zuni at 82nd Pl.)  
 Sunstream (93rd & Lark Bunting)

***SUBTOTAL***

**Multiple-Family Projects:**

Bradburn (120th & Tennyson)  
 Hyland Village (96th & Sheridan)  
 Mountain Vista Village (87th & Yukon)  
 Prospector's Point (87th & Decatur)  
 South Westminster (East Bay)  
 South Westminster (Harris Park Sites I-IV)

***SUBTOTAL***

**Senior Housing Projects:**

Covenant Retirement Village  
 Crystal Lakes (San Marino)  
 Legacy Ridge (112th & Federal)

***SUBTOTAL***

**TOTAL (all housing types)**

<b>Jul-10</b>	<b>Aug-10</b>	<b>2009 YTD</b>	<b>2010 YTD</b>	<b># Rem.*</b>	<b>2009 Total</b>
0	0	9	5	46	11
0	0	0	1	3	0
0	0	0	1	98	0
0	0	0	0	9	0
0	4	2	12	115	4
0	0	0	0	107	0
0	0	1	0	4	1
0	0	1	0	3	1
0	0	0	1	0	1
1	0	0	1	39	0
0	0	0	0	0	0
0	0	0	0	24	0
0	0	0	0	47	0
0	1	3	2	1	4
0	0	0	0	8	0
0	0	0	0	10	0
<b>1</b>	<b>5</b>	<b>16</b>	<b>23</b>	<b>514</b>	<b>22</b>
0	0	0	0	84	0
0	0	0	0	0	0
0	0	0	0	0	0
0	0	0	0	62	0
0	0	0	0	117	0
0	0	0	0	10	0
0	0	0	9	0	9
0	0	0	0	20	0
0	0	0	0	153	0
8	0	0	8	54	0
0	0	0	0	58	0
0	0	0	0	54	0
0	0	0	0	58	0
0	0	1	2	14	2
<b>8</b>	<b>0</b>	<b>1</b>	<b>19</b>	<b>684</b>	<b>11</b>
0	0	0	0	233	0
0	0	0	0	54	0
0	0	0	0	144	0
0	0	0	0	24	0
0	0	0	0	28	1
0	0	0	0	6	6
<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>489</b>	<b>7</b>
0	0	0	0	0	0
0	0	0	0	7	0
0	0	0	77	91	0
<b>0</b>	<b>0</b>	<b>0</b>	<b>77</b>	<b>98</b>	<b>0</b>
<b>9</b>	<b>5</b>	<b>17</b>	<b>119</b>	<b>1785</b>	<b>40</b>

\* This column refers to the number of approved units remaining to be built in each subdivision.



# WESTMINSTER

## Staff Report

Information Only Staff Report  
September 20, 2010



**SUBJECT:** Application for Section 108 Loan Funds from U.S. Department of Housing and Urban Development (HUD)

**PREPARED BY:** Tony Chacon, Senior Projects Coordinator

### Summary Statement:

This report is for City Council information only and requires no action by City Council.

- As an “entitlement” city, the City of Westminster receives a direct allocation of Community Development Block Grant (CDBG) funds from HUD annually that are required to be expended for projects benefiting low to moderate income persons.
- The City received \$604,991 in CDBG funding in 2010, an amount that is insufficient to support larger development and improvement projects within a short timeframe.
- HUD administers the Section 108 Loan Program. An entitlement City can apply for and receive up to five (5) times its annual CDBG allocation to fund eligible improvements and projects, which could provide the City about \$3,025,000 that would be available to loan to eligible redevelopment and revitalization projects.
- The Section 108 Loan comes with a low interest rate and a twenty year repayment term. Repayment only becomes due as the City loans out the proceeds to specific projects, with repayment generally made by the borrower or by using a portion of the annual CDBG allocation.
- As a condition of the receiving the Section 108 Loan, the City would be required to designate its annual CDBG allocation as guaranteed collateral in the case of default. Use of the CDBG as guarantee does not impact the City’s ability to use its CDBG allocation upon receipt annually. Only in the event of a default would HUD reduce the City’s forthcoming CDBG annual allocation to cover the annual debt payment.
- Any loan to a project would be subject to meeting underwriting requirements established by the City and the loan recipient’s ability to repay the loan.
- HUD is encouraging “entitlement” cities to participate in the Section 108 Loan program to accelerate development projects and minimize impacts associated with recent CDBG budgetary constraints.
- The Section 108 Loan Program could assist the City in financing redevelopment projects in the South Westminster area such as the planned Harris Park Mixed Use Condominium/Commercial project at the southwest corner of 73<sup>rd</sup> Avenue and Lowell Boulevard, the Adams County Housing Authority commercial project at the northwest corner of 71<sup>st</sup> Avenue and Federal Boulevard, and the Westminster Grange/Rodeo Market Community Center project at 73<sup>rd</sup> Avenue and Osceola Street.
- Staff initially requested City Council authorization to apply for the funds at a study session in August, 2008. However, application in 2009 was delayed due to Federal budgetary limitations. Federal funding is anticipated to be reinstated in fiscal year 2011. Staff will be requesting formal authorization to apply for the funds at the City Council meeting on September 27, 2010.

### **Background Information:**

Over many years, the City of Westminster has used creative financial means to support revitalization and redevelopment endeavors in the South Westminster area. The primary means of supporting these endeavors has been the use of a combination of CDBG, sales tax rebates, and general capital improvement funds from the City, tax increment proceeds from the Westminster Economic Development Authority (WEDA), and cash proceeds from the Westminster Housing Authority (WHA.) In partnership, these resources have led to many successful improvements and developments including the following:

- Streetscape improvements to 72<sup>nd</sup> Avenue, 73<sup>rd</sup> Avenue, Lowell Boulevard, Federal Boulevard, and Meade Street.;
- Redevelopment of the Westminster Plaza Shopping Center;
- Improvements/redevelopment of the Northgate Shopping Center;
- Redevelopment of the LaConte Shopping Center;
- Construction of the Irving Street Library and Park; and,
- Construction of the Harris Park Townhouses and commercial building.

Recent fiscal conditions of each of these traditional resources, however, are making it exceedingly hard to provide the financial assistance needed to continue to support revitalization. WHA cash reserves have dwindled, tax increment in the South Westminster Urban Renewal District is needed to repay existing bonds, and General Capital Improvement Fund allocations are severely restricted given recent budget constraints. WEDA's long term ability to sell bonds to finance improvements and facilitate development activity is also impeded by the remaining duration within which to collect tax increment revenues. WEDA only has 3 remaining years of collections in Phase I of the South Westminster Urban Renewal Area (the Westminster Plaza area) and about 7 years in Phase II. In another significant development, CDBG funds, which have been a significant source of funding for South Westminster activities, were severely reduced over several years and remain relatively stagnant. Given recent Federal budget issues, there is the possibility that future CDBG allocations could be further reduced. All of these financial constraints are making it more difficult to provide needed financial assistance to promote new development activity in the South Westminster area.

While there are funding challenges to revitalizing and redeveloping South Westminster, The Section 108 Loan Program could provide a means for the City to secure up to \$3,025,000 to fund qualified projects. The Section 108 Loan Program is accessible to "entitlement" cities receiving an annual allocation of CDBG funds. The general parameters of the program include:

- An eligible city can apply for a loan(s) up to five times its annual CDBG allocation;
- HUD must give final approval prior to the funds being made available to the project;
- The interest rate is set low at a few basis points above LIBOR, the internationally accepted base rate;
- The loan has a 20 year repayment term and can be repaid sooner without penalty;
- Projects being funded from the loan proceeds must show the financial ability to repay the loan;
- HUD may authorize loan repayment using a portion of the annual CDBG allocation;
- The City is required to pledge its CDBG allocations as collateral should a default occur on the loan payment. Pledging the CDBG allocation as collateral does not affect the City's ability to expend its annual CDBG allocation. The City would continue to program and spend its annual CDBG allocation as long as the repayment on the loan remain current and in good standing. In

the event a default does occur, HUD would subtract the annual loan payment from the City's CDBG allocation in the next fiscal year.

Based on a model currently in use by the city of Portland, Oregon, Staff is proposing to apply for a line of credit to create a loan fund rather than a project specific loan. Accordingly, Staff is proposing that the City apply for its full eligible amount of about \$3,025,000. Establishing the line of credit will allow the City to more quickly access the loan funds as eligible and financially viable projects needing financial assistance are identified. Loan approval would be accelerated to a 1-2 month time frame rather than having to wait for the annual HUD funding cycle and several month review period, which can run from 12-18 months.

In conjunction with creating a loan fund, City would be required to develop and adhere to a set of underwriting requirements that would be pre-approved by HUD as part of the application process. As projects are identified for use of the loan fund, the City would then evaluate and structure a loan deal with the prospective developer. Given the City's limited administrative capacity and experience in Section 108 loans, Staff would propose to contract with a qualified outside party to assist in structuring development proposals for selected projects to be submitted to HUD for final approval. This cost would be absorbed into the development proposal thereby eliminating a direct administrative cost to the City.

Staff believes the Section 108 Loan Program provides another potential tool to assist the City in its revitalization efforts in South Westminister. The following South Westminister redevelopment projects currently in the conceptual planning phase could benefit from a Section 108 Loan Program:

- Phase III of the Harris Park Redevelopment, a commercial/residential mixed use project at the southwest corner of 73<sup>rd</sup> Avenue and Lowell Boulevard;
- The proposed Adams County Housing Authority offices at the northwest corner of 71<sup>st</sup> Avenue and Federal Boulevard (Arrow Motel property);
- The Westminister Grange/Rodeo Market Community Center at 73<sup>rd</sup> Avenue and Osceola Street (through a partnership with a non-profit); and,
- A range of potential projects within the Westminister Station TOD area.

Each of these projects has potential financial gaps that could require a significant level of financial assistance. Current financial constraints could inhibit the ability of the City, WEDA and the WHA to provide significant cash assistance at the front end of these and other eligible projects. The Section 108 program provides the opportunity to finance any City participation over an extended number of years.

Staff presented this same proposal to the City Council in August, 2008 at which time Staff was authorized to proceed with submittal of an application at the earliest opportunity. Staff intended on submitting an application with HUD for Section 108 Loan funding in the 2010 fiscal year (October 2009 – September 2010). Unfortunately, the Federal government chose not to appropriate new funding in FY2010 which severely limited the City's chances of receiving the funding. Staff has been advised that the Federal government intends on reinstating funding in FY 2011 beginning October 2010. A resolution will be presented for City Council consideration at the September 27, 2010 meeting formally authorizing Staff to submit an application to HUD for the Section 108 Loan funds.

Respectfully submitted,

J. Brent McFall  
City Manager