

## AUDIT REPORT TRACKING SYSTEM (ARTS)

<b>SECTION I: SUMMARY INFORMATION</b>			
<b>Audit Title:</b>	Bike KC Inadequate to Achieve City Goals	<b>Audit Release Date:</b>	12/22/2016
<b>Department:</b>	City Manager's Office	<b>Last Report Date:</b>	10/05/2017
<b>Department Director:</b>	Troy Schulte	<b>This Report Date:</b>	01/07/2019
<b>Contact Person/Phone:</b>	Jeffrey Williams (816) 513-8803	<b>Expected Presentation Date:</b>	01/24/2019
<b>SECTION II: RECORD OF IMPLEMENTED RECOMMENDATIONS</b>			
1. In Progress		2. Implemented 12/14/2017	
<b>SECTION III: SUMMARY OF IMPLEMENTATION EFFORTS</b>			
<p><b>Recommendation 1:</b> The city manager should ensure Bike KC contains the recommended elements of a master bicycle plan crafted to meet city goals, including:</p> <ul style="list-style-type: none"> <li>• Existing context and status of bicycling in Kansas City.</li> <li>• Goals and objectives that demonstrate how it will achieve the city's vision for a bicycle friendly community.</li> <li>• Performance indicators that are tied to the achievement of stated goals and objectives.</li> <li>• Additional bicycle facility designs and guidance for their use in Kansas City to meet biking goals.</li> <li>• Bike routes that meet transportation and recreation needs.</li> <li>• Evaluation of Bike KC routes' existing ease of use conditions.</li> <li>• Recommendations for a network of bicycle facility types that will accommodate the average bicyclist.</li> <li>• Recommend updates to relevant zoning and development codes to support the city's bicycle goals.</li> <li>• Identification of the departments and agencies responsible for various bikeway projects.</li> <li>• Initial cost estimates, project prioritization, and phasing.</li> <li>• Identification of potential funding sources, including defining the climate action plan's policy that one (1)% of transportation funding be spent on bike lanes.</li> <li>• Incorporate the implementation plan into resurfacing, restoration, rehabilitation, and capital improvement projects.</li> <li>• Descriptions of educational, encouragement, and enforcement initiatives.</li> </ul>			
<i>Status of Recommendation: In Progress</i>			
See attached memo			
<p><b>Recommendation 2:</b> The city manager should incorporate BPAC's recommendations into policy, plan, project, or other bike related updates for council consideration.</p>			
<i>Status of Recommendation: Implemented</i>			
See attached memo			
<b>SECTION IV: ADDITIONAL OUTCOMES</b>			



**Date:** 04 January 2019

**To:** Douglas Jones, City Auditor

**From:** Troy Schulte, City Manager

**Re:** Audit Report Tracking System (ARTS) Report – *Bike KC Inadequate to Achieve City Goals*

Mr. Jones:

The following report is in response to the requested ARTS Report #3. In this report, you will see that the actions taken since *Bike KC Inadequate to Achieve City Goals* was released demonstrate that the recommendations in the report continue to progress.

Please let me know if you have any questions, and we look forward to your review.

cc: Jeffrey Williams, Director, City Planning and Development

Wes Minder, Innovation Engineer, City Manager's Office

## PERFORMANCE AUDIT RECOMMENDATION #1 – IN PROGRESS

RECOMMENDATION 1. THE CITY MANAGER SHOULD ENSURE BIKE KC CONTAINS THE RECOMMENDED ELEMENTS OF A MASTER BICYCLE PLAN CRAFTED TO MEET CITY GOALS, INCLUDING:

The information below is new to this update.

The Bike KC master plan revision is continuing toward completion. Over the summer months and into the fall, staff reviewed an initial draft of the 2018 Bike KC Master Plan and informational presentations were given to the KCMO Parks Board and the City's Bicycle Pedestrian Advisory Committee. In December, the Steering/Technical Committees were provided a draft document for review. Next steps include holding final public meetings and then seeking formal approvals from the City's BPAC, Parks Board, City Plan Commission, and a joint PZED and T&I committee meeting.

### EXISTING CONTEXT AND STATUS OF BICYCLING IN KANSAS CITY.

No major change since previous ARTS report, however, two important additions have been incorporated. First, bicycle projects completed in summer 2018 have been accounted for in the draft bike plan. Secondly, additional information on shared active transportation devices (scooters) have been incorporated into the draft bike plan.

Information on the context and status of bicycling in Kansas City has been obtained through analysis and a status inventory of the existing Bike KC system. Analysis has included examining topography, roadway characteristics (through a method called a Level of Traffic Stress), recent crash data, Kansas City BCycle bike share system ridership patterns, and an extensive public engagement process which included:

- 1) The establishment of a project steering committee and technical committee comprised of various stakeholders including, among others:
  - a) KCMO's Bicycle Pedestrian Advisory Committee & Bike/Ped Coordinator
  - b) City staff members and directors of varying departments (Public Works, Parks, Water)
  - c) Other governmental agencies (MARC, Jackson County Parks, KCATA)
  - d) Community advocacy groups (such as BikeWalkKC, the Major Taylor Cycling Club, and the Mattie Rhodes Center)
  - e) Schools (UMKC, KCPs, North Kansas City School District)
  - f) Public Safety & Health (KCPD, KCMO Health, Children's Mercy)
  - g) Local bicycle organizations and community stakeholders (Cycling KC, Revolve KC, Family Bikes, KC Neighborhood Advisory Council)

Meetings for the steering committee have taken place on the following dates:

- February 28, 2017
- May 9, 2017
- July 24, 2017
- August 30, 2017
- September 21, 2017
- December 20, 2017
- December 20, 2018

Meetings for the technical committee have taken place on the following dates:

- March 28, 2017
- July 18, 2017

- August 24, 2017
- September 21, 2017
- December 20, 2017
- December 20, 2018

Finally, a bi-weekly internal staff working group has been underway since February and will continue through the remainder of the project.

- 2) Establishment and launch of a comprehensive survey. Both online and in-person (paper) surveys were made available to the public. Over 1,500 surveys were completed between the end of March and the beginning of June
- 3) Launching an interactive online mapping tool that was active from April - June
- 4) Social media, online platforms such as KC Momentum, and traditional media outlets
- 5) In-person visits to bicycle shops throughout the city (April – May)
- 6) Presence at events throughout the city such as the West Bottom’s Better Block demonstration (May 6, 2017), BikeWalkKC’s Tour de Bier (May 14, 2017), KC Jazz Fest (May 26 & 27, 2017) and Celebration at the Station (May 28, 2017)
- 7) Eight formal public meetings throughout the city:
  - Avila University’s Campus in South KC (April 28, 2017)
  - Southeast Community Center (April 25, 2017)
  - The Northland Cathedral (April 27, 2017)
  - Foreign Language Academy in Midtown KC (May 6, 2017)
  - Bruce R. Watkins Cultural Center (October 4, 2017)
  - Center High School (October 10, 2017)
  - Gregg/Klice Community Center (October 11, 2017)
  - The Northland Cathedral (October 17, 2017)
- 8) Unique events such as *the Bike to Boulevard* event that City staff coordinated in conjunction with BikeWalkKC and Boulevard Brewing (May 17, 2017, and May 30, 2018).
- 9) Focus group sessions with students from the Pembroke Hill School (April 21, 2017). East High School (May 4, 2017), and Alta Vista High School (May 12, 2017)
- 10) Declaration of May 2017 & May 2018 as Bike Month directly preceded by a group bike ride with students from East High School to City Hall led by school and city staff (May 4, 2017 & May 10, 2018).

**GOALS AND OBJECTIVES THAT DEMONSTRATE HOW IT WILL ACHIEVE THE CITY’S VISION FOR A BICYCLE FRIENDLY COMMUNITY.**

No change since previous ARTS report.

A vision for the 2018 Bike KC Master Plan was crafted with the steering and technical advisory committees after months of public input. As in other citywide long-range planning efforts, the vision statement is a broad, high level policy statement and is intended to communicate the overarching intent for the plan. Additionally, 10 goals for the plan were created. The goals for the plan support the vision statement and are the core action components of the plan. Furthermore, specific guiding principles (i.e. objectives) and strategies are contained throughout the plan that help guide

implementation of the plan. Guiding principles and strategies await confirmation by the steering committee upon review of the full draft document.

**PLAN VISION:**

Kansas City is a vibrant community where all modes of transportation, including the bicycle, are valid, equalizing, and supported. All users are safely accommodated on well-connected networks to destinations which facilitate a culture of cycling and access to economic development opportunities.

**PLAN GOALS**

GOAL THEME	GOAL
Action Oriented	Projects and programs are prioritized, coordinated, funded, implemented, and maintained.
Integrated	Bike KC is an economic development driver in Kansas City. Bicycling is integrated into the overall transportation system. Bike KC is well integrated into and with existing and future policies, regulations, and plans adopted by the City.
Equitable	Bicycling connects all people to destinations. Equity is a component of bicycling programs and project prioritization.
Safe & Supported	Appropriate and well-designed streets create safe and appealing cycling conditions. Kansas City supports positive health outcomes, clean environments, and smart technologies through the use and integration of bicycles.
Enticing	People are drawn to bicycling as a means of transportation and recreation. Bicycling networks create a sense of place in Kansas City.

**PERFORMANCE INDICATORS THAT ARE TIED TO THE ACHIEVEMENT OF STATED GOALS AND OBJECTIVES.**

No major change since previous ARTS report.

Approximately 20 performance indicators (performance measures) are proposed in the full draft document. Each performance indicator is related to a particular goal theme, notes its basis of measurement, lists a baseline measurement date (or need to establish initial measurement), and indicates a particular target or trend.

**ADDITIONAL BICYCLE FACILITY DESIGNS AND GUIDANCE FOR THEIR USE IN KANSAS CITY TO MEET BIKING GOALS.**

No change since previous ARTS report.

As stated in the prior ARTS report, staff utilized a variety of technical analysis to help direct bicycle facility type guidance on the Bike KC network. Use of information such as roadway speed, average daily traffic counts, recent crash history, topography, etc. helped guide draft recommendations for facility types on the updated draft Bike KC network.

Three categories of bicycle facility types are recommended in the 2018 Bike KC Master Plan network map and are supported with examples and guidance on each facility type.

The categories in the draft plan are:

- Major Separation – protected bike lanes (also known as cycle tracks – either one-way or two-way) or trails/shared use paths adjacent to the roadway.
- Minor Separation – conventional paint only bike lanes or painted buffered bike lanes.
- Shared Streets – calm/neighborhood streets where traffic calming will be encouraged and should be prioritized.

*Right: Example of one-way parking protected bike lane in midtown Kansas City, Missouri along Armour Boulevard. This is the first protected bike lane in the Kansas City region, spanning 1.2 centerline miles in length. This is a “Major Separated” facility.*



## **BIKE ROUTES THAT MEET TRANSPORTATION AND RECREATION NEEDS.**

No major change since previous ARTS report, however minor adjustments in bike routes have been made to reflect suggestions made during staff review and BPAC presentations this summer/fall.

Approximately 658 centerline miles (previously 665 centerline miles) of roadways are identified on the updated 2018 Bike KC network. Along with extensive public feedback, the following elements were used to help guide bike route selection for the network:

- Crash and dangerous location identification
- Equity – life-expectancy and need
- Topography
- Population concentrations
- Key activity centers, among others:
  - Employment centers
  - Schools & colleges
  - Transit stops

- Restaurants & retail locations
- Trails and parks
- Grocery stores
- Latent demand analysis conducted by BikeWalkKC
- Level of Traffic Stress

Using the above elements and public feedback, the draft 2018 Bike KC Master Plan meets transportation and recreation needs.

## **EVALUATION OF BIKE KC ROUTES' EXISTING EASE OF USE CONDITIONS.**

**No change since previous ARTS report.**

Using available data, a basic bicycle Level of Traffic Stress analysis was performed on all public streets in the city limits. The Level of Traffic Stress analysis uses roadway classification, average daily traffic, and posted speed limits to associate roadway characteristics with an ease of use classification. Essentially, as speed and traffic on a roadway increase the comfort level for a cyclist decrease. This information was used to help recommend draft Bike KC network adjustments (rerouting, adding, or removing routes) and to identify at a planning level the type of bicycle facility that would create a low stress network.

## **RECOMMENDATIONS FOR A NETWORK OF BICYCLE FACILITY TYPES THAT WILL ACCOMMODATE THE AVERAGE BICYCLIST.**

**No change since previous ARTS report.**

The traffic characteristics in the Level of Traffic Stress (LTS) analysis were associated with scores that correlate to the way they would accommodate various bicyclists – including those that would like to bicycle more but are fearful of doing so. There are four possible scores a roadway can receive:

- LTS 1 – Roadway that is suitable for nearly all cyclists, including children that are trained to safely cross intersections. This score is also assigned to shared use paths that are physically separated from motor vehicle traffic
- LTS 2 - Roadway that is suitable for most adult cyclists but would be more demanding for children. This score is associated with adults indicating their attitude towards bicycling as, “interested but concerned” (i.e. the average cyclist).
- LTS 3 – Roadway has more traffic stress and would primarily generally only appeal to cyclists already comfortable riding in most cities in the US. This score is associated with adults indicating their attitude towards bicycling as, “enthused and confident”
- LTS 4 – Roadway has a traffic stress level that is high for nearly all adults. This score is associated with adults indicating their attitude towards bicycling as, “strong and fearless.”

Of the existing streets in the original Bike KC plan that exist and had consistent data available, 525 centerline miles were analyzed, and received the following LTS scores:

- LTS 1 – 116 miles (22% of system)
- LTS 2 – 24 miles (5% of system)
- LTS 3 – 153 miles (29% of system)
- LTS 4 – 231 miles (44% of system)

The bicycle facility types in the 2018 Bike KC Master Plan target the interested but concerned rider and hope to create bicycling infrastructure to facilitate and encourage use by people of all ages and



abilities. With little exception, the facility types recommended in the draft plan are ideal to attract those riders and the routes selected are the most direct and topographically appealing to use.

### **RECOMMEND UPDATES TO RELEVANT ZONING AND DEVELOPMENT CODES TO SUPPORT THE CITY'S BICYCLE GOALS.**

No major change since previous ARTS report, however, incorporation of shared active transportation device considerations is discussed in the draft bike plan now.

The 2018 Bike KC Master Plan recommends updates to the zoning and development codes to help assist bicyclists and facilitate more bicycling through Kansas City's built environment.

### **IDENTIFICATION OF THE DEPARTMENTS AND AGENCIES RESPONSIBLE FOR VARIOUS BIKEWAY PROJECTS.**

No change since previous ARTS report.

For the 2018 Bike KC Plan to effectively move forward there must be efficient and clear collaboration between city departments, the city's Bicycle Pedestrian Advisory Committee (BPAC), and the community. No one single primary point of contact should bear the full weight of implementing infrastructure projects, policy goals, and other programmatic elements in the plan. Since the beginning of the Bike KC rewrite process in late 2016 a collaborative approach to Kansas City's bike program has taken place. The draft plan recommends a specific approach to interdepartmental collaboration and execution of responsibilities based on the experience of this past year.

### **INITIAL COST ESTIMATES, PROJECT PRIORITIZATION, AND PHASING.**

No major change since previous ARTS report, however costs were refined to reflect projects completed this summer, including Armour Blvd & Benton Blvd, and a mini-network quick-build scenario is presented for consideration in the plan.

The 2018 Bike KC Master Plan provides a planning level cost estimate that is based on local project examples (such as Line Creek Trail, Armour Blvd's planned protected bike lanes, Grand Boulevard's painted buffered bike lanes, and the new construction and estimates based on the 22<sup>nd</sup>/23<sup>rd</sup> Street project) for the full buildout of the 2018 Bike KC network. Cost estimates consider the facility type recommended on each route, the condition of the roadway (up to city standard, not up to city standard, or unbuilt), and responsible entity (City or MoDOT roadway).

### **IDENTIFICATION OF POTENTIAL FUNDING SOURCES, INCLUDING DEFINING THE CLIMATE ACTION PLAN'S POLICY THAT ONE (1) % OF TRANSPORTATION FUNDING BE SPENT ON BIKE LANES.**

No major change since previous ARTS report, however the draft bike plan now recommends the use of fees collected by shared active transportation device operations be used to support infrastructure and programs for bicycles and scooters.

Over a dozen funding sources are discussed in the draft 2018 Bike KC Master Plan. Through the passage of the GO Bond, many of the routes and facilities identified in the plan can be executed. One key example is North Oak, where GO bonds are already dedicated, and design of a major separated facility is underway. Secondly, the renewal of the 1% citywide sales tax allocates additional funds for the resurfacing program and the construction of complete street facilities. This is anchored by the passage of the Complete Streets ordinance this past December. GO Bond, the citywide sales tax funds (PIAC), and a more strategic approach to the use of in-district PIAC dollars (such as



supplementing federal grants when needed and for use to conduct concept and design studies) will anchor the implementation of bicycle infrastructure. The draft 2018 Bike KC Master Plan also recommends the appropriation of annual General Fund expenditures to supplement infrastructure costs, staffing, and supportive programming – though no specific figure is proposed.

### **INCORPORATE THE IMPLEMENTATION PLAN INTO RESURFACING, RESTORATION, REHABILITATION, AND CAPITAL IMPROVEMENT PROJECTS.**

No change since previous ARTS report.

As mentioned above, the incorporation of bicycle facilities in GO Bond projects and using annual public improvement dollars to implement complete street improvements is recommended in the draft 2018 Bike KC Master Plan and has already been set in motion over the past year. The draft plan goes further in incorporating recommendations related to how the annual resurfacing program can aid in the execution of bike infrastructure in a meaningful and strategic way. Many of the recommendations related to the resurfacing program were informed by research conducted by BikeWalkKC and provided to the project team.

### **DESCRIPTIONS OF EDUCATIONAL, ENCOURAGEMENT, AND ENFORCEMENT INITIATIVES.**

No change since previous ARTS report.

Over two dozen supportive programs and policies are identified in the draft 2018 Bike KC Master Plan to pursue. All the programs and policies support the vision, goals, and guiding principles outlined in the plan and will require their own research and funding over time.

### **PERFORMANCE AUDIT RECOMMENDATION #2 – IN PROGRESS**

#### RECOMMENDATION 2. THE CITY MANAGER SHOULD INCORPORATE BPAC'S RECOMMENDATIONS INTO POLICY, PLAN, PROJECT, OR OTHER BIKE RELATED UPDATES FOR COUNCIL CONSIDERATION.

No major change since previous ARTS report, with the exception of the completion of the first parking protected bike lane in KCMO (Armour Blvd) this summer, and the additional funding of two Planning Sustainable Places studies – Linwood Blvd corridor, and North Oak.

Immediately upon receipt of this audit the City Manager installed an interim bike/ped coordinator housed out of the City Manager's Office for the duration of the planning process. The interim bike/ped coordinator has been leading BPAC meetings since January 2017.

Some significant accomplishments related to this recommendation include:

- Unanimous passage of a comprehensive complete streets ordinance in December 2017. This effort was spearheaded by BPAC, directly involved Public Works, Planning, Law, and Parks Departments, and was supported by community organizations like the American Heart Association.
- Updated regulation and fees related to the installation of bike racks in the public right-of-way. A streamlined application and inspection process was developed, along with the establishment of a lower fee.
- Monthly updates related to the progress of the 2018 Bike KC Master Plan effort.

- The creation by BPAC of an annual project priorities list. Priorities related to on-street bicycle infrastructure were incorporated into the draft 2018 Bike KC Master Plan.
- Regular review of projects with internal departments and the KCATA, including:
  - GO Bond Sidewalk Policy
  - Green Hills Road Improvements
  - Paseo Gateway Improvements
  - Berkley Riverfront Streetcar Extension
  - Beyond the Loop Planning and Environmental Linkages Study
  - Pleasant Valley Road Improvements
  - Englewood Road Improvements
  - 11<sup>th</sup>/12<sup>th</sup> Street Bikeways
  - 12<sup>th</sup> & Grand intersection improvements
  - Charlotte/Holmes bikeways

Staff has also initiated and led detailed complete streets studies on bicycle facility types and/or pedestrian and transit enhancements utilizing grant funds from the Mid-America Regional Council's Planning Sustainable Places program to analyze in detail conceptual plans for bicycle and pedestrian improvements to the following corridors:

- Truman Road
- Prospect Avenue
- Troost Avenue
- Gillham Road
- "Midtown Streets" (39<sup>th</sup>, Broadway, 43<sup>rd</sup>, Wornall, Southwest Tfwy)
- Hwy 71 Connecting Swope study
- Linwood Corridor
- North Oak Tfwy (in partnership with the City of Gladstone)

These Planning Sustainable Places projects have been presented to BPAC throughout the year.