## AN ORDINANCE 2014 - 05 - 29 - 0369

### AUTHORIZING THE REDIRECTION OF A 2.3-MILE SEGMENT OF BICYCLE LANES ALONG S. FLORES STREET TO MISSION ROAD AND PADRE DRIVE WITHIN CITY COUNCIL DISTRICTS 3 AND 5.

\* \* \* \* \*

WHEREAS, through Ordinance 2011-09-29-0793, the City Council adopted the *San Antonio Bike Plan 2011 + Implementation Strategy* as part of the City's Comprehensive Plan; and

**WHEREAS,** this plan is a guide for a regional bicycle network along with goals for policy, funding and staffing for implementation, as well as, outlines improvements totaling approximately 1,700 miles of varying facility types; and

WHEREAS, on December 4, 2013, the Transportation and Capital Improvements Department (TCI), along with the Office of Sustainability (OS), presented the *San Antonio Bike Plan 2011 + Implementation Update* during the "B" Session and as a result of the presentation, several policy issues were raised regarding bicycle helmet usage and laws, vehicular parking in bicycle lanes, reduction in vehicular lanes ("Road Diets") during bicycle lane implementation, and bicycle traffic and facilities as part of a Traffic Impact Analysis (TIA); and

**WHEREAS,** on February 19, 2014, TCI and OS provided a briefing of the Bicycle Master Plan Policy Issues and proposed policy recommendations to the Infrastructure and Growth Council Committee and as a result of the briefing it was motioned to go forward with staff's recommendations on the policy issues to the full City Council for consideration; and

WHEREAS, this Ordinance will address the policy issue raised in regards to the reduction in vehicular lanes ("Road Diets") during bicycle lane implementation which requires Council consideration; and

**WHEREAS,** the *San Antonio Bike Plan 2011 + Implementation Strategy* included a 5.3 mile segment of bicycle facilities along the S. Flores corridor and was divided into three phases due to costs associated with the length of the segment:

**Phase I** was constructed in 2012 at a cost of approximately \$425,000, it started at Cevallos/Nogalitos and ended at Mitchell and was 1.1 miles in length;

**Phase II** was constructed in 2013 at a cost of approximately \$995,000, it continued the bicycle lanes to SE Military and was 2.8 miles in length;

**Phase III** is tentatively scheduled for FY 2017 and is anticipated to cost approximately \$240,000, it will start at SE Military and end at Ashley Road, it will be 1.4 miles in length; and

WHEREAS, the S. Flores corridor project improvements were implemented without projectspecific community input as part of the city-wide Infrastructure Management Program (IMP) and upon completion of Phase II, the adjacent community voiced several concerns regarding the installation of the bicycle lanes. Staff monitored the corridor after concerns were raised, pavement markings were modified at three intersections to further enhance the level of service of the corridor as well as signal timing modifications were implemented to improve traffic flow; and

WHEREAS, a community meeting was held by District 3 in December 2013 to discuss the Phase II project. Prior to the implementation of Phases I and II, a traffic analysis was performed to confirm that the reduced number of travel lanes would not adversely affect the S. Flores corridor level of service. A post-project traffic engineering study was also performed by outside consultant to further study five key community concerns of the project; and

WHEREAS, the District 3 office held a second community meeting on March 17, 2004 to address the traffic engineering findings of the five key concerns and as a result of the overwhelming community disapproval of the project and lack of outreach prior to implementing the project, staff re-evaluated the project: four alternative bicycle routes have been reviewed, including a route provided by community representatives, and determined the preferred alternate route would be to remove a portion of the bicycle lanes along S. Flores St. from Theo/Malone to SE Military Dr. and divert bicyclists east to Mission Road, south on Mission Road to E. White/VFW Boulevard, and south on Padre Dr. to Mission Road at the intersection of SE Military Dr.; and

WHEREAS, the third District 3 meeting was held to present the four alternative routes and those in the attendance conducted an informal vote with the overwhelming majority in support of the Theo/Malone Route, which is the most costly of the routes reviewed; NOW THEREFORE,

#### **BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF SAN ANTONIO:**

**SECTION 1.** The removal of a portion of bicycle lanes along S. Flores Street is implemented as part of the City Council approved San Antonio Bike Plan 2011 + Implementation Strategy and is hereby approved. The alternate route from Theo/Malone east to Mission Road, south on Mission Road to E. White/VFW Boulevard, and south on Padre Dr. to Mission Road at the intersection of SE Military Dr. is hereby approved.

**SECTION 2.** The following financial adjustments are hereby approved:

a) The budget in SAP Fund 43099000, Certificates of Obligation Capital Projects, SAP Project Definition 40-00438, Council District 3 Infrastructure, shall be revised by decreasing SAP WBS Element 40-00438-05-03 entitled Elgin Rd Drainage Improvement Funding Agreement, SAP GL account 5201140, by the amount of \$480,000.00.

- b) The budget in SAP Fund 43099000, Certificates of Obligation Capital Projects, SAP Project Definition 40-00438, Council District 3 Infrastructure, shall be revised by decreasing SAP WBS element 40-00438-90-03-01 entitled Transfer from RN-13004-01-01-02, SAP GL account 6101100, by the amount of \$480,000.00.
- c) The amount of \$480,000.00 is reverted in SAP Fund 43904040, 2013 Tax Revenue Notes, SAP WBS RN-13004-01-01-02, SAP GL account 6102100 Interfund Transfer out entitled Transfer to 40-00438-90-03-01. The amount of \$480,000.00 is authorized to be transferred from SAP Fund 43099000.
- d) The amount of \$480,000.00 is appropriated in SAP Fund 43904040, 2013 Tax Revenue Notes, SAP WBS RN-13004-01-01-03, SAP GL account 6102100 – Interfund Transfer out entitled Transfer to 23-01409-90-003-01. The amount of \$480,000.00 is authorized to be transferred to SAP Fund 43099000.
- e) The budget in SAP Fund 43099000, Certificates of Obligation Capital Projects, SAP Project Definition 23-01409, South Flores Street Improvement Project, shall be revised by increasing SAP WBS element 23-01409-90-03-01 entitled Transfer from RN-13004-01-01-03, SAP GL account 6101100 Interfund Transfer In, by the amount \$480,000.00.
- f) The amount of \$480,000.00 is appropriated in SAP Fund 43099000, Certificates of Obligation Capital Projects, SAP Project Definition 23-01409, South Flores Street Improvement Project, and the budget shall be revised by increasing SAP WBS Elements as follows:

WBS NO.	WBS NAME	G/L	G/L NAME	PLAN VERSION 0 REVISION/ Appropriation
23-01409-01-02	Design Costs	5201170	Engineering Fees	\$100,000.00
23-01409-05-02-01	City Construction	5201140	Construction Costs	\$300,000.00
23-01409-05-03	Construction Contingency	5201140	Construction Costs	\$60,000.00
23-01409-05-04	Cap Admin Direct	5402030	Cap Admin - Dir	\$10,000.00
23-01409-05-04	Cap Admin Indirect	5402050	Cap Admin - Indir	\$10,000.00
				\$0.00
			TOTALS	\$480,000.00

g) Payment in the amount not to exceed \$700,400.00 in SAP Fund 43099000, Certificates of Obligation Capital Projects, SAP Project Definition 23-01409, South Flores Street Improvement Project, is authorized and should be encumbered with a purchase order. Of this amount \$220,400 are contingent upon the availability of Infrastructure Management Program funds in accordance with the adopted FY 2015 Street Maintenance Project budget. Payment is limited to the amounts budgeted in the Operating and/or Capital Budget funding sources identified. All expenditures will comply with Operating and/or Capital Budgets for current and future fiscal years. h) The financial allocations in this Ordinance are subject to approval by the Director of Finance, City of San Antonio. The Director of Finance, may, subject to concurrence by the City Manager or the City Manager's designee, correct allocations to specific SAP Fund Numbers, SAP Project Definitions, SAP WBS Elements, SAP Internal Orders, SAP Fund Centers, SAP Cost Centers, SAP Functional Areas, SAP Funds Reservation Document Numbers, and SAP GL Accounts as necessary to carry out the purpose of this Ordinance.

**SECTION 3.** This Ordinance shall be effective immediately upon passage by eight or more affirmative votes; otherwise, it shall be effective on the tenth day after passage.

PASSED AND APPROVED this 29th day of May, 2014.

M A Y O R Julián Castro

**ATTEST:** 

cek, City Clerk

**APPROVED AS TO FORM:** 

This D.

Robert F. Greenblum, City Attorney

Agenda Item:	11A						
Date:	05/29/2014						
Time:	01:20:25 PM						
Vote Type:	Motion to Approve	;					
Description:	An Ordinance auth Mission Road and					cle lanes along S	. Flores to
Result:	Passed						
Voter	Group	Not Present	Yea	Nay	Abstain	Motion	Second
Julián Castro	Mayor		x				
Diego Bernal	District 1		x				
Ivy R. Taylor	District 2		x				
Rebecca Viagran	District 3		x			x	
Rey Saldaña	District 4		x				
Shirley Gonzales	District 5			x			
Ray Lopez	District 6		x				
Cris Medina	District 7		x				
Ron Nirenberg	District 8		x				
Joe Krier	District 9		x		***************************************		
Michael Gallagher	District 10		x				x

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Ivy R. Taylor	District 2		x				
Rebecca Viagran	District 3		x			x	
Rey Saldaña	District 4		x				
Shirley Gonzales	District 5			x			
Ray Lopez	District 6		x				
Cris Medina	District 7		x				
Ron Nirenberg	District 8		x				
Joe Krier	District 9		x				
Michael Gallagher	District 10		x		. <u></u>		x



### Item 11 D: Traffic Impact Analysis (TIA)

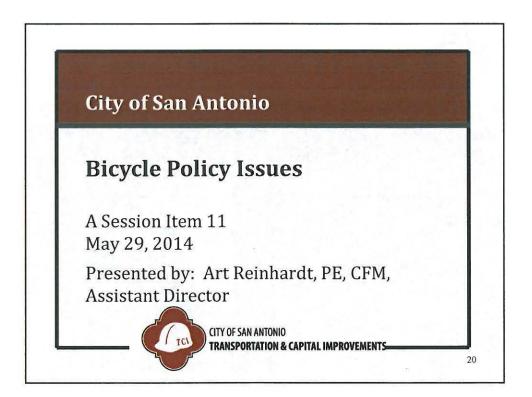
#### **Background:**

- Traffic study that assesses effects of development's vehicular traffic will have on existing transportation network and identifies which, if any, transportation improvements may be necessary to accommodate additional vehicular traffic
- Current TIAs analyze level of service as it relates to vehicles and not multimodal level of service (pedestrian, bicycle, and transit)
- Unified Development Code (UDC) currently requires developers to construct sidewalk and bicycle facilities if development is adjacent to collector or arterial street

#### **Recommendation:**

 Performing a multi-modal level of service is not needed given that providing pedestrian and bicycle facilities is already a requirement of UDC

19





### Item 11 C: Helmet Usage

#### Background:

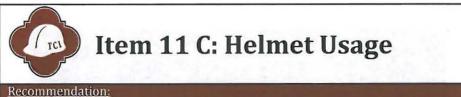
· 17 peer cities surveyed

12 have helmet law

□5 do not have helmet law

 The importance of safe streets and bicycle safety is demonstrated through legislation that forms a basis for education and awareness in San Antonio 2010 Safe Passing Ordinance for Vulnerable Road Users □2010 Bike Lights at Night Ordinance

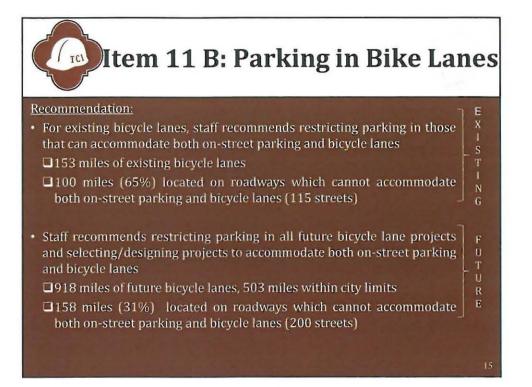


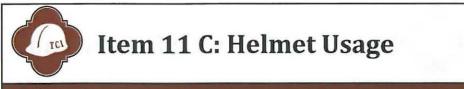


· Reviewed best practices of industry and other municipalities for helmet

- Mandatory helmet legislation not recommended at this time
- · Staff encourages all users to wear a helmet as a measure of personal responsibility
- Enhanced education and outreach regarding the importance of helmet use in partnership with SAPD and others
- · Review after 1 year to assess education program progress







#### Background:

- · A bicycle helmet is important piece of safety equipment
- No federal law
- 21 states with helmet law, most limited to youths under age 18
- 29 states, including Texas, do not have a helmet law

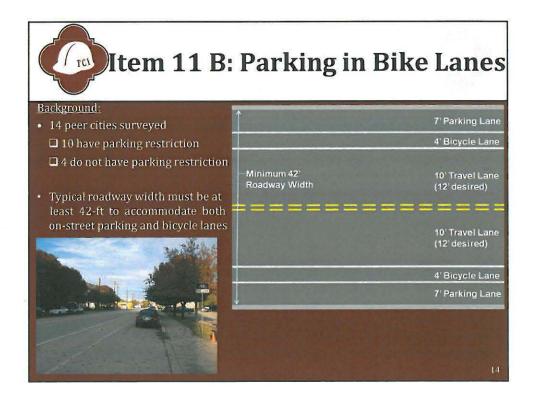




#### Background:

- Vehicular parking in bicycle lanes forces bicyclists to quickly merge with vehicular traffic
- Restricting parking within bicycle lanes impacts adjacent property owners as they would lose ability to have on-street parking (residential and commercial)
- Need to consider existing and future bicycle facilities as identified in the Bike Master Plan



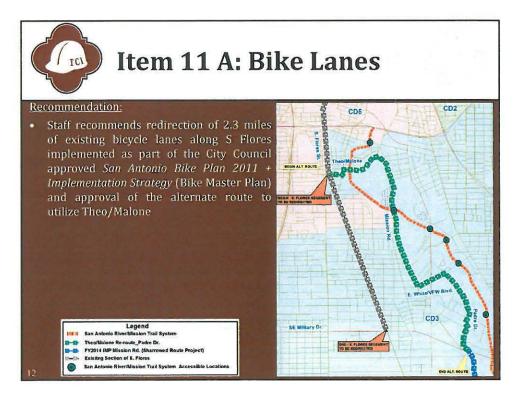


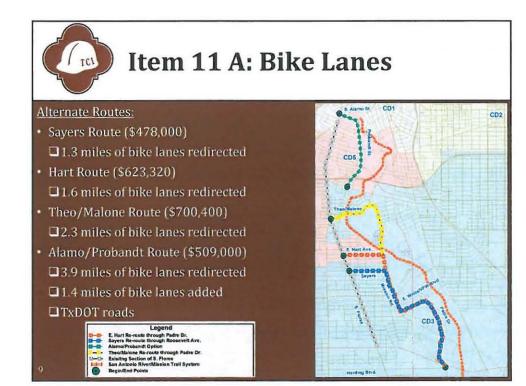
# TCI

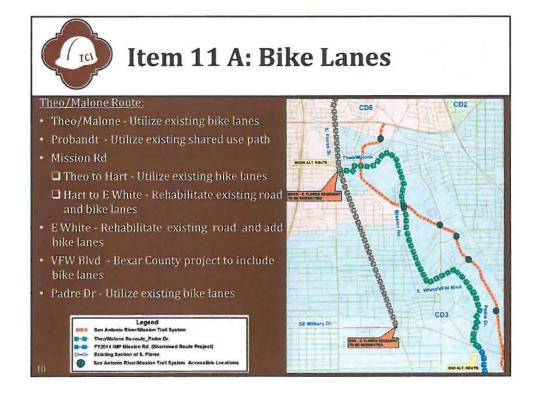
### Item 11 A: Bike Lanes

#### Fiscal Impact:

- Theo/Malone Route total is \$700,400
- Approximately \$312,600 required to remove 2.3 miles of bicycle lanes along S Flores
- Remaining \$387,800 associated with implementing the alternate route
- Funding sources
  - \$480,000 allocated to Council District 3 from past city-wide project savings
  - \$220,400 of Infrastructure Management Program funds related to Fiscal Year 2015 Street Maintenance Program projects in Council District 3
  - Proposed funding from Council District 3







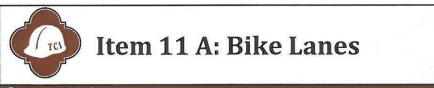


### Item 11 A: Bike Lanes

#### Post-construction:

• Four community meetings held and additional traffic study performed

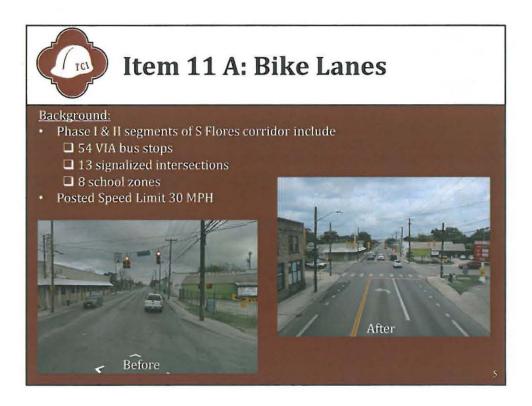
Community Concerns	Traffic Engineering Findings			
Less Traffic Volume	No significant difference in traffic volume			
Travel Time Significantly Increased	Signal timing optimization shows no significant difference in travel time			
Commercial Trucks Block Travel Lanes	No vehicles observed parking in travel lanes			
Vehicles Block Travel Lanes at Schools	No vehicles observed parking in travel lanes			
VIA Busses Cause Significant Delay	Average delay ranged from 9 to 25 seconds, 7 potential bus stop consolidations or relocations to improve traffic flow between Pleasanton and SE Military			

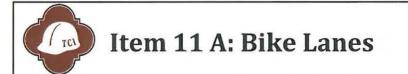


#### Post-construction:

- Post-project studies show that corridor is handling same amount of traffic volume as pre-project
- Corridor has been converted to one that supports multi-modal transportation and vision of SA 2020
- Issue is with implementation of project, not infrastructure/engineering of
  project
- Staff will employ significant improvement in outreach practices to obtain community input prior to moving forward with a road conversion project







#### Pre-construction:

- Pre-project Traffic Analysis shows that reduced number of travel lanes would not adversely affect roadway level of service
- Improvements implemented without community notice as part of citywide Infrastructure Management Program

#### Post-construction:

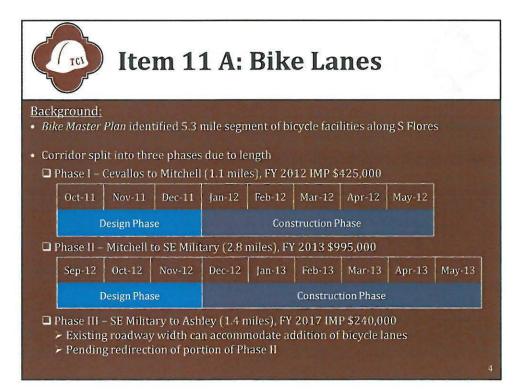
- Upon completion of Phase II, many citizen concerns received via 311
- Three intersections in Phase II modified to further enhance level of service
- Corridor monitored to identify potential improvements to traffic flow and signal timing adjustments were made to improve flow along S Flores

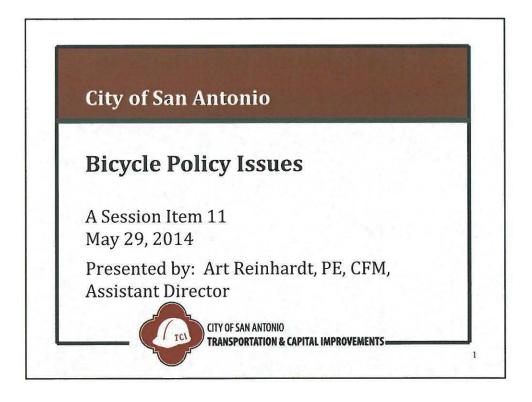


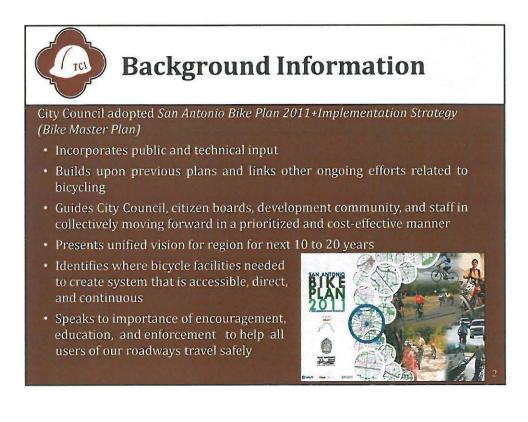
### **Background Information**

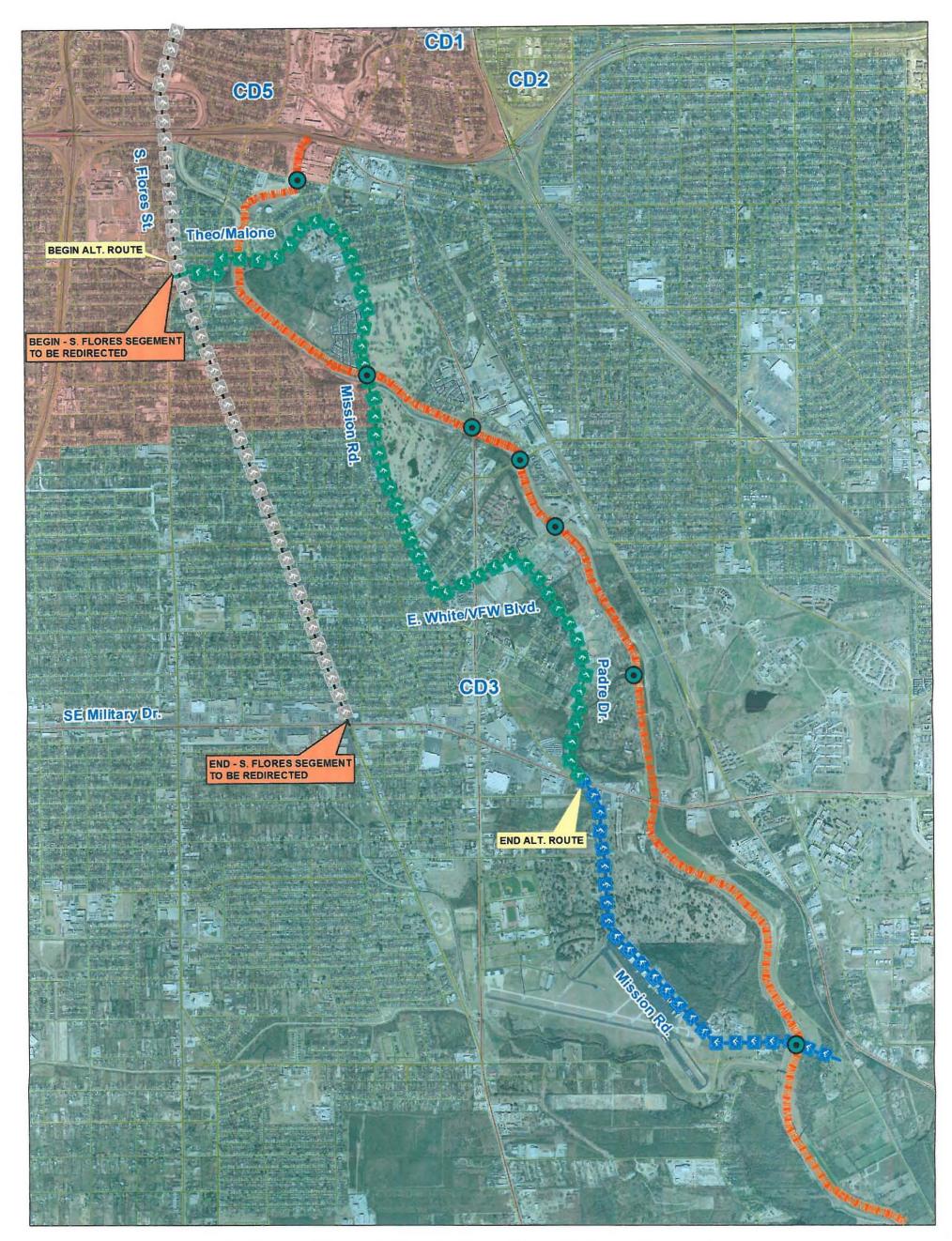
• Policy issues raised during *San Antonio Bike Plan 2011+Implementation Strategy* update at December 4, 2013 "B" Session

- Bicycle Helmet Law
- Parking in Bicycle Lanes
- "Road Diets" (reduction in vehicular lanes to add bicycle lanes)
- □Traffic Impact Analysis (considering bicycle traffic and facilities)
- Policy issues and staff recommendations discussed during *Bicycle Master Plan Policy Issues Briefing* at February 19, 2014 Infrastructure & Growth Council Committee









### S. Flores Alternate Route Map - Theo/Malone\_ Re-route



City of San Antonio Transportation and Capital Improvements Traffic Engineering

Data Source: City of Satt Artonio Enterprise GIS.

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Map created by: jesse.salcedo@sanantonio.gov

### Legend

- San Antonio River/Mission Trail System
- Malone Re-route\_Padre Dr.
- S-S- FY2014 IMP Mission Rd. (Sharrowed Route Project)
- S-S- Exisitng Section of S. Flores

 $(\bullet)$ 

San Antonio River/Mission Trail System Accessible Locations





05/22/2014



May 21, 2014

Mayor Julian Castro City Hall, 4<sup>th</sup> Floor 100 Military Plaza San Antonio, Texas 78205-2425

Dear Mayor Castro:

The community recently affected by the South Flores "Diet Street Project" has been in conversation with members of the city council as well as other city department officials to address some of the problems caused by the restriping of the street, reducing lanes of traffic and adding bicycle lanes. The arbitrary reduction of the traffic lanes has created a hardship and unsafe environment for vehicular traffic.

Introducing bike lanes might have been well intentioned, but the neighbors were not informed or provided an opportunity for input on the wisdom of this decision. Consequently, at two recent large community meetings with Councilwoman Viagran, over 99% of the participants expressed that the new design is not functioning as intended. For example, a city police report shows that there have been 111 vehicle accidents and four person accidents with one fatality since implementation of the street diet project. Traffic flow is slower while impatient drivers flank the assigned vehicle lanes utilizing the designated turn lanes as convenience to pass those drivers who obey traffic laws. Additionally, church pastors, local business leaders and school principals have expressed concerns over the traffic situation created by the "street diet."

Let us be clear, we support the addition of bike lanes to our streets, including in our neighborhood. However, we believe a smarter alternative would be to move the bicycle lanes starting from Malone St. to Probandt St. and E. Theo through Conception Park connecting onto Mission Road, which already has a high volume of bicycle riders. The alternate plan would free South Flores Street from Malone Street to Military Drive improving traffic flow and safety. Even Roosevelt Street is more conducive to such design.

Again, we encourage safe cycling on the south side and we believe that a true partnership between the city and the neighbors will result in a better solution. Thank you for your support.

Sincerely,

Zeta (1-5

Robert Cruz COPS/Metro Leader St Leo the Great Catholic Church

Sloria mora

Gloria Mora COPS/Metro Co-chair St. Leo the Great Catholic Church

## Southside Funeral Home

6301 S. Flores St. • San Antonio, Texas 78214 (210) 922-6339 • Fax (210) 922-0751

27 May 2014

Mayor Julian Castro City Hall, 4<sup>th</sup> Floor 100 Military Plaza San Antonio, Texas 78205-2425

Dear Mayor Castro,

On behalf of Southside Funeral Home and Olinger-Saenz Mortuary Service, I would like to express our concerns for the safety of the community and our employees in regards to the South Flores Diet Street Project. This has been a much discussed topic not only amongst our employees, but also with those that we contract with (i.e. police escorts, limousine services, florist, etc.); as well as local businesses. Although we do agree and strongly support the health initiatives, we believe the current route for the bike trail and the diminished lanes of South Flores Street were poorly planned.

Since the beginning of this project the traffic flow has been a total disaster and we have witnessed firsthand many accidents, very close calls, and road rage. Fortunately we have not been in any accidents ourselves, but have been an unwilling participant in the very close calls and road rage demonstrated by others. Even with police escorts we have had many close calls and our funeral services have been delayed due to the traffic or accidents of others. As you aware, the funeral industry runs on a very timely schedule in conjunction with the churches and cemeteries.

As the Mayor of San Antonio, the citizens of South San Antonio can count on your support in correcting this situation.

ectfully Xou node

Manager

### **Trinity Lutheran Church**

5520 S. Flores St. San Antonio, Texas 78214-3526 Tel: 210-924-1733 Fax: 210-924-3033

March 26, 2014



To Whom It May Concern:

The Church Council of Trinity Lutheran Church, 5520 S. Flores St, San Antonio, Texas 78214 would like to go on record opposing the new striping configuration currently in use on South Flores Street. The churches and businesses in the area from Probandt Street to S.W. Military Avenue have been adversely affected by the new configuration. Access and egress from the various parking lots has been impeded and made more dangerous. Traffic congestion, especially at peak hours and school hours, has become intolerable. Turning has become perilous as drivers have chosen to use the center lane as a passing lane to circumvent traffic jams and city buses. The benefit derived from the new bike lanes is minimal. Very few riders choose to use the lanes and it is far too dangerous for children to access them. South Flores is a 19<sup>th</sup> century street with no shoulders and is not the optimum street for such bike traffic. Its previous four lane traffic usage barely met the needs of the community. The areas citizens have overwhelmingly expressed their disapproval of the new lane striping, which was done "as a thief in the night" with almost no local community input.

We respectfully ask that the S. Flores Street be restriped back to its previous format and that a new, safer solution to bike traffic be implemented.

Sincerely,

The Rev. Dr. Edward J. Kern, Pastor



Supermarkets of San Antonio, Inc. General Offices: 5103 S. Flores San Antonio, Texas 78214 (210) 922-0490

To Whom it May Concern,

My name is Ronald Catlett and I am the General Manager/Vice President of La Fiesta Supermarkets located at 5103 S. Flores. I am writing you today to voice my concerns over the restriping project on South Flores. La Fiesta has experienced a drastic change in our business after the completion of the project. La Fiesta has experienced a sharp decline in both customer count and sales. We have seen a decline in traffic as much as 20%. Due to the nature of our small margins, this decline has taken this location from profitable to nonprofitable. We will not be able to maintain our business model if business continues to be affected in this way. My concerns, and those of our employees, are that we may have to look at moving our business to another location. We have had this location since 1981 and feel compelled to do everything in our power to continue serving the fine people of our neighborhood. Please consider changing South Flores back to a 4 lane street. I pray that you consider all option and recommend that the street be changed.

Thank You and God Bless,

Ronald Catlett GM/VP La Fiesta Supermarkets 5103 S. Flores San Antonio, Texas 78214 (210)922-0490

PHONE: (210) 533-9108



March 31, 2014

To: The Honorable Councilwoman, Rebecca Viagran, Mayor Castro and the City Council of San Antonio

I am writing this letter in regards to the unsafe, ill-advised, and economically unsound "diet" traffic lanes forced upon this community on South Flores Street. In effect there was no consultation with the community. The "plan" was more important than the people, apparently!

The "diet" causes long waits behind busses, difficulty entering and leaving business establishments, schools, funeral homes, residences and churches. Funerals cause near panic for those getting to work because the processions are long, slow and are many.

It must be clear that our stance is not against bicycles! This is not an adversarial issue. The State of Texas has passed a law that requires the driver of a car to remain three feet away from a bicycle. Indeed, when there are four lanes, it is even safer because one is able to change lanes and give the bicycle space. This is an excellent law! It creates a *virtual* bike lane. It is safer than the bike lanes because it makes the driver slow down and maneuver into a legal stance. The double lane lets the driver safely take the other lane and give the bicycle even more space than the bicycle lane. This is done without disturbing the traffic flow!

The solution is easier than having a street with dubious "fat" turning lanes, "skinny" two lanes, and bicycle lanes. The solution is to have four lanes and a "skinny" bicycle lanes. Signage could remind people of the law to stay three feet away from bicycles. And, get rid of the turning lanes! The result? Everyone would be safe and happy!

Thank you for your review of this letter. And, thank you Ms. Viagran for your initiative to help find a solution. May God bless us all.

> Sincerely, Fr. Frank

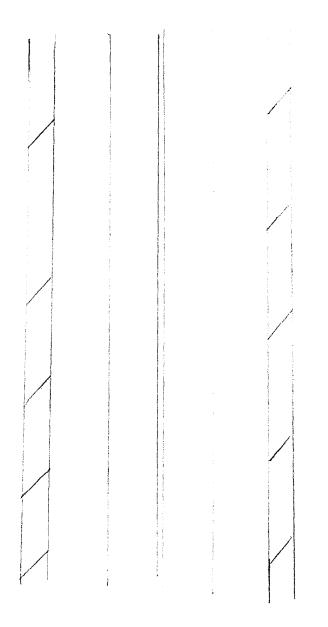
Rev. Frank A. Macías Pastor

Proposed South Flores Traffic Configuration

P)

<u>History</u>: Current traffic configuration puts emphasis on bicycle lanes and turning lanes and sacrifices: safety, traffic flow, ease of entry into schools, churches, businesses and homes.

<u>Solution:</u> Simple reconfiguring as shown below balances traffic and bicycle lanes...both can coexist safely!



**Process:** 1. Diet Bicycles lanes. State law requires drivers to be 3 ft. away already. In effect, this law creates a *Virtual Bicycle Lane*. Any size lane would reinforce the law with added safety.

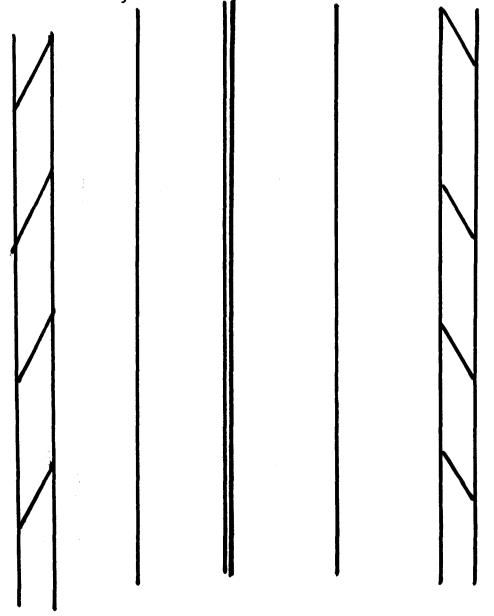
2. Remove the extremely "fat" turning lanes (all of them).

3. Return the four lanes!

### Proposed South Flores Traffic Configuration

<u>History</u>: Current traffic configuration puts emphasis on bicycle lanes and turning lanes and sacrifices: safety, traffic flow, ease of entry into schools, churches, businesses and homes.

Solution: Simple reconfiguring as shown below balances traffic and bicycle lanes...both can coexist safely!



<u>**Process:**</u> 1. <u>Diet Bicycles lanes</u>. State law requires drivers to be 3 ft. away already. In effect, this law creates a *Virtual Bicycle Lane*. Any size lane would reinforce the law with added safety.

2. Remove the extremely "fat" turning lanes (all of them).

3. Return the four lanes!



The Honorable Mayor Julian Castro City of San Antonio P.O. Box 839966 San Antonio, Texas 78283-3966

Dear Mayor Castro;

As Superintendent of the Harlandale Independent School District, I am writing on behalf of the campus principals at Morrill Elementary, Wright Elementary, Harlandale Middle School and Harlandale High School, and for the Transportation staff who are responsible for bussing students on South Flores between SE Military Drive and Division Avenue.

Now that bicycle and turn lanes have reduced the traffic flow along that corridor, traffic is frequently congested. That is a safety concern for our students and their parents who deliver them to and from school each day. Just north of Military Drive school bus drivers are using extra caution when two car lanes quickly merge into one lane to provide for bike traffic. Often our bus drivers are unable to merge onto S. Flores from side streets and they have difficulty when they attempt to cross South Flores due to current traffic congestion and lane restrictions. Students that have to cross from side streets when walking to and from school are not protected by a lighted crossing. Because of the lane reductions, students often dart in between moving cars, which is extremely dangerous.

In the Harlandale ISD we support health initiatives and believe that bike lanes in the appropriate locations are a welcome addition to our neighborhoods. The Harlandale school district and the community are strong proponents of healthy exercise. We ask the City's consideration of rerouting bike lines through a less traveled route that does not put our students, our staff or our community members at risk of an accident.

Sincerely, Rey Madugal

Rey Madrigal () Superintendent

Copy: Mr. Todd Voges, Principal – Morrill Elementary Ms. Kathleen Stark, Principal – Wright Elementary Ms. Kathleen Pena, Principal – Harlandale Middle School Mr. Fred Anthony, Principal – Harlandale High School Mr. Christopher Ramirez – Transportation Coordinator



The Future Starts Here

