MEMORANDUM

Date: February 21, 2020
To: City Council
From: Land Conservation and Stewardship Board
Cc: Tessa Greegor, FCMoves Department
     Bicycle Advisory Committee
     Transportation Board
Subject: -E-bikes on paved recreation trails

On 8 January 2020, Tessa Greegor, City of Fort Collins’ Active Modes Manager, presented the Land Conservation and Stewardship Board (LCSB) preliminary results from the 2019-2020 pilot study of e-bikes on the City’s paved recreation trails. The LCSB found the pilot study results to be valuable for the City’s development of e-bike policy and regulation.

Recommendation
The LCSB urges Council and City Management to exert all efforts to restrict e-vehicle use to places where their use has been approved. Widespread, prominent signs will be needed, stating what vehicles are allowed. At entrances to Natural Areas, signs must prominently state that all e-vehicles are prohibited on soft-surface trails.

Analysis and acceptance of Class 1 e-bikes on paved recreation trails
Motorized vehicles have long been prohibited from operating on the City’s recreation trails. Noise and pollution from internal combustion engines were primary drivers of the prohibition, with higher motorized speeds and reduced safety important added concerns. Electric powered vehicles are nearly silent and non-polluting. Absent the obvious drawbacks of noise and pollution, it is tempting to ignore other concerns and treat e-vehicles as innocuous. Those other concerns (safety, stewardship, and soft surface trails) are significant, though, and need ongoing regulatory and management attention. E-bikes are still motor vehicles.

For people with limited abilities or with disabilities, e-bikes offer equalized enjoyment of the paved recreation trails. Weaker partners of strong bicycle riders, for example, often report that with e-bikes they can ride and keep up with their partners, while with conventional bikes they cannot. These benefits to people with physical limitations cause the LCSB to support continued regulated e-bike use on paved recreation trails.

The LCSB continues to recommend allowance of Class 1 and exclusion of Class 2 e-bikes on paved trails.
Safety concerns
E-bikes travel at higher average speeds than purely human-powered bikes. That, after all, is the point of the devices. Pilot study data demonstrate that e-bikes are about 33% faster (16 MPH v 12 MPH). Stopping distances in emergency situations increase by 75% with this speed difference. Approach warnings from handlebar bells, given at the same distance, offer 25% less time for other trail users to react to e-bikes than to standard bikes. If bells are sounded with equal time warning, but at 33% greater distance, then sound volume is reduced by 44%. These are safety concerns, and they affect users of Natural Areas because paved trails give access to and pass through Natural Areas.

Natural Areas land stewardship concerns
The LCSB is concerned that the paved trail network is becoming less of a recreation amenity and more of a transportation infrastructure component. If that trend goes too far, then the City may need to consider separation of high-speed bikes from pedestrians. That would require a parallel, duplicate trail network, at least in some places, and that is an expensive proposition both in dollars and in land area. It would be unacceptable to pave more Natural Area land as part of such a solution.

Finally, there will be a few scofflaw e-bike riders who will ride illegally on soft surface trails, knowing that enforcement capacity is limited. E-powered mountain bikes have been introduced into the market, and this threat will grow as market share increases. The added power of electric assistance intensifies trail damage, particularly on steeper trails. Forceful signage about the prohibition of e-bikes on soft surface trails, at numerous locations where paved trails provide access to soft surface trails, is a necessary first step in preventing this impairment of our Natural Areas.

Additional planning needs
The LCSB recommends comprehensive analysis and planning to address the needs stated above and other needs that accrue from the introduction of e-bikes into the trail system.
MINUTES
CITY OF FORT COLLINS - BOARDS AND COMMISSIONS

Land Conservation & Stewardship Board
Regular Meeting
1745 Hoffman Mill Road
5:30 p.m.
January 8, 2020

1. CALL TO ORDER:
Raymond Watts, LCSB Vice Chair called the meeting to order on behalf of the Chair Joe Piesman. Joe Piesman's appointment expired December 31, 2019.

2. ROLL CALL: David Tweedale, Edward Reifsnyder, Andrea Elson, Kelly Ohlson, Alycia Crall, Raymond Watts, Mike Weber

   Excused:

   Unexcused:

   NAD Staff: Michelle Vattano, Dave Myers, Zoë Shark

   Guests: Joe Piesman former Chair for the Board, Ann Grant, William Vieth, Wildland Restoration volunteers, Tessa Greegor, FC Moves

3. AGENDA REVIEW: Ray suggested moving the Harmony Gateway item later on the agenda since John Stokes won't attend the meeting until approximately 7:00 p.m.

4. CITIZEN PARTICIPATION: Ann Grant introduced herself as an advocate for e-bikes and asked the Board to consider any decisions that would encourage e-bikes as an alternative use of transportation. She asked that if the Board were going to recommend any restrictions that it consider the City's overall recommendation of alternative uses of transportation.

   Will Vieth explained that he purchased an e-bike and would like to support e-bike usage on local trails.

5. APPROVAL OF MINUTES: Mike suggested changing the language under the Soaring Vista Easement Request to reflect the developers have met “acceptable alternatives” versus “all alternatives” have been met. He also suggested under the Bicycle Advisory Committee (BAC) report language be changed to reflect that October was the last meeting he had attended.

   Andrea Elson made a motion to approve the amended December LCSB meeting minutes. Mike Weber seconded the motion. The motion was unanimously approved.

6. UNFINISHED BUSINESS: Kelly mentioned some items at the last meeting that warranted follow up. A list of about a dozen issues were given. Ray made a list of 26 issues that were
discussed at various times that required follow up as well. He will share those items in an email. He also invited the Board to voice any other items that might require follow up. Ray and Kelly thanked Zoe and staff for the rapid response to following up on items that were brought up during the last meeting.

7. COMMUNICATION AND BOARD MATTERS:

8. NEW BUSINESS:

**ACTION ITEM**

E-bikes

Tessa Gregor, FC Moves provided an update on the electric assist bicycle Paved Trail Pilot Program. The Bicycle Advisory Committee along with the Transportation Board agreed to a one-year pilot program to allow e-bikes on paved trails. Class 1 and Class 2 e-bikes were considered for the pilot. After much discussion and presentations, the LCSB voted to support Class 1 e-bikes for the pilot period only. City Council approved a one-year study, May 1, 2019 through April 30, 2020 and allowed an exemption from certain restrictions to allow Class 1 and Class 2 e-bikes on paved trail during the trial.

Tessa reviewed the pilot program including methods, key takeaways and public opinions. Education and safety were also two key components of the pilot program. A majority of those surveyed support Class 1 on paved trails. More people indicated support for Class 2 that opposition, but level of opposition is higher for Class 2. Staff recommendations are to either allow Class1 and Class 2 e-bikes on paved trails or to allow Class 1 e-bikes on paved trails. The second option would include continuing the pilot of Class 2 e-bikes for one more year to collect additional data. Overall Tessa is seeking feedback and action by the Board to support Class 1 and Class 2 bikes on paved trails. She will be taking the information to City Council on March 17th.

The Board agreed not to make a recommendation at this time but agreed to draft a memorandum to Tessa and City Council with their recommendation. Ray and Alycia will work together to draft the memo.

LCSB Annual Report

Ray suggested using the LCSB Annual Report as an opportunity to communicate to City Council concerns the Board has had over the last year that were never communicated. He feels the report, over the last few years, has not done that. As an independent advisory Board Ray feels Boards should be able to design their individual annual reports to articulate additional strategic concerns. Michelle drafted a rather short, bullet type report listing the
recommendations, presentations and issues the Board has reviewed over the last year and Ray drafted a more detailed summary type report. He asked the Board if they should combine those two styles of reporting to complete the report or should they do something else. Ray asked the Board how they felt about the draft he put together.

Board members agreed to combine the annual report with Michelle's annual report to create and more thorough summary. Ray volunteered to review the report again and send back out to the Board next week. Board members concurred that City Council has limited time to review annual reports and that a summary along with bullet points might be easier to read.

Ray suggested a formal vote be held.

David Tweedale made a motion that the current draft annual report be finalized and approved. Andrea Elson seconded the motion. The motion was unanimously approved 7-0

Harmony Gateway

Cameron Gloss provided an update on the Harmony Gateway Plan recommendations. This is an update of the original 1991 Harmony Corridor plan to adopt revised policies, standards and guidelines pertaining to the 'gateway' area located west of I-25. He summarized the changes to the type of development of the area, moving away from low-intensity, non-retail employment uses, toward a mixed-use, multi-story pedestrian-friendly district.

Cameron would like a recommendation from the Board, to City Council on the three sections he mentioned. He would like approval of the Standards and Guidelines, the overall Chapter 5 Land Use Division and Chapter 3 of the Land Use Policy.

Discussion: John introduced an alternative to the Board, as they could choose to not make a recommendation. Looking at the bylaws for the Board it appears to be an open question as to whether or not the issue is relevant to the Board's responsibility to natural areas. There are other Board's that might have direct impacts of this decision. Natural Areas owns property on the other side of Harmony, but this particular issue it doesn't directly impact that.

Kelly views the issue as part of the City plan and feels the Board has the right to weigh in on it. Cameron reminded folks that it's all legislation and policy. Kelly doesn't feel strongly about making a recommendation but assured the Board that a recommendation could be made. Ray asked for a consensus from the Board. Cameron reported that City Council instructed staff to go back to the Land Conservation & Stewardship Board for feedback. Cameron felt that a recommendation would be helpful.

David Tweedale recommended that the Land Conservation and Stewardship Board recommend City Council approval of the Harmony Corridor Plan amendment,
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including revised policies, and standards and guidelines pertaining to the Gateway area, as presented to the Board on January 8th.

Raymond Watts seconded the motion. The motion was unanimously approved 7-0

CLUB OUTDOORS GRANT –

Zoe Shark reported the Natural Areas Department was awarded the Club Outdoors Grant for $70,6060 by the Pulliam Charitable Trust. The grant will support Club Outdoors, an after-school and summer program that connects Boys & Girls Club members to natural areas. Most of the grant will fund two salary summer internships and a new contractual staff person to run the program for one year. The remaining funds will go towards transportation, food and gear. The grant award requires NAD to cover the benefits costs of the positions, $16,000, a funding match of 22%.

Discussion: Kelly inquired about Loveland’s support of the grant, since they would be benefitting from it as well. Zoe reported that NAD has been in contact with the Loveland Open Lands. A few years ago, when NAD was awarded the GOCO Inspire Grant the Loveland Open Lands Program (LOLP) was also an Inspire Grant community. Through Inspire, Loveland Open Lands was working with the Loveland Boys & Girls Club at the time. Zoe contacted the LOLP and they didn’t currently have the capacity to do any of the work.

Kelly Ohlson made a motion recommending City Council approve the appropriation of the $70,000 grant award from the D.R.&V. Pulliam Charitable Trust into the Natural Areas Department budget. David Tweedale seconded the motion. The motion was approved 7-0.

DISCUSSION ITEM

Zoe announced Kate Rentschlar as the new Nature in the City Environmental Planner. Kate was our land management assistant in 2016. She left to complete her master’s degree, applied for the position and is now back with the Department.

Zoe reported the Regional Board Meeting will be held February 19th, in Loveland. Additional details and agenda will follow. Traditionally there has been a dinner and then each agency presents on their activities for the last year. After the presentations individual Boards will have an hour to meet.

The Board affirmed the election process for the LCSB officers would be held in March. Ray suggested having a conversation with the person you are interested in nomination prior to
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The Board discussed Joe Piesman and Vicky McLanes position on the Board. Upon City Council's request, both Board members agreed to serve an additional year on the Board. Ray agreed to call the City Clerk's Board liaison to inquire about the appointments and any other information on the temporary elections of Joe and Vicky.

Initial BFO Process

Zoe explained the City Budget Office, Lawrence Pollock and his team are in charge of the BFO process. Zoe sent a message to both City Clerk and Lawrence asking what the Board & Commission process might be. They indicated that as soon as State in the City is complete the City's Public Engagement Office will let us know. That indicates that there may be a standard process for Boards on the horizon for input. If the City’s Public Engagement Team does not have a standard board process, then NAD staff will come to the Board in March and April with a broad overview and then more detailed overview. More information to come.

Land Conservation Update

Dave Myers provided an update on the Montava Development. The issue got pulled from City Council discussion the night before so it will be on Work Session next Tuesday. It might not be heard until February.

Dave agreed to demonstrate at the March Board meeting what the cost breakdown for NAD will be.

Kelly asked what the budget on the NAD end would be and Dave said $2.4M. Dave will present those final numbers in the March Board meeting. Ray suggested that if NAD is interested in construction a natural area in the Montava Development then why not a natural area in the Harmony Gateway area? John indicated we would have to pay for that, and the south half of the property also has a waterline and could be a wetland, but that water isn't there legally. There may be some opportunity in the future, if the current landowner is interested. He added that the issues make it a lot harder to do what you are suggesting. The Harmony Gateway would exceed the Montava investment because of the discrepancies, flood management costs, exposed ground water, etc.

The 24.3 acres adjacent to Two Creeks is still under contract. The 25 acres on west Vine was closed in mid-December and closed on the water last Friday, on Pleasant Valley.
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9. OTHER BUSINESS

Bicycle Advisory Board -

Mike reported the BAC held their meeting during the last LCSB meeting. A big part of that meeting consisted of Tessa’s presentation with a recap of the e-bike survey and study. They also discussed repainting the bicycle lane on Mountain, in the downtown area for bike lanes. Finally, they are discussing the median on Harmony for the Power Trail and location options.

David Tweedale announced he would be on the Nature in the City application review committee again. He announced the proposals wouldn’t be available until sometime in Fall. Zoe reported 45 applications and John announced there was approximately $200K.

10. ADJOURNMENTUP

The meeting adjourned at 8:25 p.m.

[Signatures]

Interim Chair, Raymond Watts   Secretary, Michelle Vattano