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## MEMORANDUM

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**DATE:** August 20, 2004

**SUBJECT:** Petition 400-02-30 – Salt Lake City Bicycle and Pedestrian Master Plan

**AFFECTED COUNCIL DISTRICTS:** If the ordinance is adopted the master plan will affect Council Districts citywide

**STAFF REPORT BY:** Janice Jardine, Land Use Policy Analyst

**ADMINISTRATIVE DEPT. AND CONTACT PERSON:** Community Development Department, Transportation Division  
Dan Bergenthal

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### POTENTIAL OPTIONS AND MOTIONS:

1. **["I move that the Council"]** Close the public hearing and continue action to a future Council meeting.
  2. **["I move that the Council"]** Adopt an ordinance creating the Bicycle and Pedestrian Master Plan.
  2. **["I move that the Council"]** Not adopt an ordinance creating the Bicycle and Pedestrian Master Plan.
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### WORK SESSION SUMMARY AND NEW INFORMATION

➤ Work Session Summary

- A. The Council received a briefing on the proposed Bicycle and Pedestrian Master Plan on July 13, 2004.

Discussion items included:

1. An overview of the proposed Plan.
2. Since the fall of 2002, some of the projects in the Plan have been completed and others are under construction. *(The Administration noted that they would like to update the Plan with current information and include an adjustment requested by the Airport to modify the proposed trail on the west side of the airport. The Administration indicated the Mayor's Bicycle Advisory Committee reviewed and recommended approval of the Airport's request.)*
3. The total funding cost for all of the projects proposed in the Plan. *(The Administration noted the total funding amount of approximately \$4 million dollars.)*
4. Identification of the top project funding priorities. *(The Administration noted the highest project priorities include improvements to the Jordan River Parkway trail system.)*
5. Options for implementation of the Plan such as federal funding and compliance with federal standards for providing bicycle and pedestrian amenities. *(Example provided by the Administration: 400 South between 900 West and Redwood Road re-striped the existing roadway to include a bike lane, preserve on-street parking and maintain 2 lanes for vehicles.)*
6. The need for the City to invest in improvements to the Jordan River Parkway.

7. Use of the surplus canal, railroad right-of-way and industrial areas in the west for additional bikeways.
8. Shared use roadways as opposed to separating vehicle travel lanes from bicycle travel lanes. *(The Administration indicated that separate lanes for vehicles and bicycles often cause problems for providing on-street parking, driveways and vehicle/bicyclists making turn movements from one street to another.)*

B. Council members requested that the Transportation Division:

1. Update the text of the October 2002 Draft Bicycle & Pedestrian Master Plan to reflect any changes since October 2002.
2. Provide a summary of the major differences between the 1993-2000 Salt Lake City Bikeways Master Plan and the new plan.
3. Identify and list priorities for funding and potential policy changes contained in the new plan.

C. In addition, the Council requested a new ordinance that specifies that this Plan be incorporated as part of the City's Transportation Master Plan. *(The City Attorney's office has provided a new ordinance for Council consideration.)*

➤ **New Information**

The Administration has provided additional information in response to the Council's request and a revised draft Plan. Key elements from the Administration's paperwork are summarized below. (Please see the Administration's transmittal letter for additional details.) Revisions to the Plan are mainly housekeeping changes. A number of changes have been made to:

- Implementation Plan - Shared Use Paths section in the Plan (pgs. 31-35 attached)
- Table 7-1 Implementation Plan Projects and Costs (pgs. 44-49 attached)

A. Major differences between the 1993/2000 Plan and the proposed Plan.

1. Goals – expands and clarifies goals from the previous Plan. (Please see the Administration's transmittal for the specific goals. pg. 2)
2. Bicycle Map and Project Cost Estimates
  - a. Updates the bicycle route map and the table listing proposed projects and corresponding estimated costs.
  - b. Includes proposed trails and bike routes from other City planning documents such as the Salt Lake City Open Space Master Plan and other smaller area plans.
  - c. Incorporated input from public open houses and from recent meetings with the Mayor's Bicycle Advisory Committee.
3. Planning Tools
  - a. A new chapter was added which discusses planning tools for improving bicycle and pedestrian travel.
  - b. Innovative approaches from around the country were identified and recommended for consideration.
4. Education and Promotion
  - a. A new chapter discusses the necessity of educating the public about bicycle and pedestrian issues.
  - b. Provides an evaluation of existing education programs in the City and those of other cities in neighboring states.
  - c. Additional educational programs and initiatives are suggested.

**B. Funding priorities.**

1. The updated Implementation Plan Projects and Costs, Table 7-1, (pgs. 44-49 in the updated Plan) shows a total new project cost estimate of \$5,113,458 (as opposed to \$3,963,045 identified in the October 2002 draft).
2. The following projects are identified as the highest priority for funding.
3. Rough estimated cost to complete these three projects is approximately \$1.4 million.
  - a. The Jordan River Trail under I-80 between Pierpont Ave. and 200 South.
  - b. The Jordan River Trail between 200 South and North Temple across the UPRR main lines.
  - c. The Jordan River Trail between 1000 North and the north city boundary.

**C. Policy priorities.**

1. Funds should be earmarked for more frequent cleaning of roads that are designated as City bikeways.
2. Provide additional funding for replacement and/or repair of sidewalks.
3. Re-examine restrictions on the use of in-line skates. Currently in-line skates are not allowed on the sidewalks or in the street within the downtown area.
4. Re-examine restrictions on bicyclists use of sidewalks in the downtown area. It may be possible to change the geographic coverage of the restricted area or the time when the restriction is in force.
5. Revise zoning and subdivision codes to better address the needs of bicyclists and pedestrians. The following sections were identified as not being supportive of bicyclists and pedestrians.
  - a. Building Location & Orientation
  - b. Building Design
  - c. Safety
  - d. Amenities
  - e. Street Pattern
  - f. Automobile Parking Requirements

The following information was provided previously for the Council Work Session on July 13, 2004. It is provided again for your reference.

**OPTIONS:**

- A. Forward the master plan to a future Council meeting for a public hearing.
- B. Identify changes to the proposed master plan and forward to a future Council meeting for a public hearing.
- C. Request additional written information and refer to an additional Council work session.
- D. Do not advance the master plan to a future Council meeting for a public hearing.
- E. Other options identify by Council Members.
- F. Any combination of the above.

**KEY ELEMENTS:**

- A. An ordinance to adopt the proposed Bicycle and Pedestrian Master Plan has been prepared for Council consideration. The Administration's transmittal notes that the Plan:
  1. Updates the existing Salt Lake City Bikeways Master Plan 1993-2000.
  2. Addresses the planning needs of pedestrians.

3. Provides a strong tool to facilitate continued orderly development of bicycle and pedestrian facilities and implementation strategies that encourage their use.
  4. Provides a facility classification system that addresses the needs of all ability, age and skill levels.
  5. Provides suggested approaches for promotion and education of bicycling and pedestrian safety.
- B. The Plan includes overall goals, objectives, action items, and an implementation plan. Council staff has summarized key components in the Plan in the attached document.
- C. The Planning Commission voted on September 19, 2002 to recommend to the City Council adoption of the Bicycle and Pedestrian Master Plan. The Administration's transmittal indicates that changes and additions discussed by the Planning Commission have been included in the proposed master plan.

## **MATTERS AT ISSUE /POTENTIAL QUESTIONS FOR THE ADMINISTRATION:**

- A. Council Members may wish to discuss with the Administration how the proposed Plan fits within the context of:
1. The proposed "Walkable Communities" and "Transit Corridor" zoning text amendments. Related items discussed with the Administration included:
    - Traffic circulation and pedestrian/traffic conflicts identified by the Transportation Division.
    - Public way issues such as adequate pedestrian right-of-way to accommodate access, ease of movement, mobility and ADA accessibility.
  2. Issues currently being addressed by the Mayor's Walkable Communities Committee such as accessibility/ADA issues, transit, trails, and pedestrian compatible land use development.
  3. The City Transportation Master Plan. The proposed Plan includes an action statement to "Incorporate and adopt the Bicycle and Pedestrian Master Plan into the City's Transportation Plan." (pg. 24, Goals and Objectives, Objective 1.3, Action Item #2) The ordinance prepared for Council consideration does not include language to incorporate the proposed Plan as part of the City's Transportation Master Plan. *Council Members may wish to request that the City Attorney's office prepare a new ordinance to address this item.*
- B. The Plan does not include a section that identifies specific policy statements. Council Members may wish to request that the Administration identify specific policy statements included in the Plan so that significant policies and specific policy shifts are easily recognized by the public and the Council.
- C. In the past, the Council has been reluctant to adopt master plans that endorse specific projects without specific discussion of the projects, policy implications and budget implications. The Goals and Objectives and Implementation Plan sections of the proposed Plan contain statements that specifically recommend funding of projects or that would have budget impacts. For example,
1. The Plan lists several specific projects as a high priority and recommends other projects for funding such as City Bikeways, Pedestrian Crossings and Intersection Operations, Traffic Management Program, Support Programs Requiring Funding, Pilot Projects, Special Downtown Planning Studies, and City Ordinance Issues.
  2. The Implementation section states that the Bicycle and Pedestrian Master Plan must include a Systems and Facility Map and an organized plan for the implementation and funding of new bicycle and pedestrian facilities and the maintenance of existing ones. *Council Members may wish to ask the Administration to clarify the types of "systems and facilities" that are proposed and the location of the map in the draft Plan.*
  3. The implementation plan includes planning and construction of new infrastructure, support for existing programs, and support for new programs.

4. Please see the following sections of the Plan for a list of action and implementation items, proposed projects and estimated costs.
  - a. Goals and Objectives, pgs. 23-29
  - b. Implementation Plan, pgs. 30-37
  - c. Table 7-1, Implementation Plan Projects and Costs, pgs. 43-47
- D. Council Members may wish to discuss with the Administration proposed changes to City regulations and standards and the City code that have been identified in the Plan. The Plan suggests that there are some areas of the City code that Salt Lake City should review with the objective of enhancing the language of the code to be more supportive of bicyclists and pedestrians. The Plan notes that an in-depth analysis of such changes, their legal basis and the approval process must be carefully undertaken by the appropriate City departments, Planning Commission and City Council. (Please see Tables 8-1 Zoning and Subdivision Code Summaries - pgs. 52/53 - and 8-2 Evaluation of Selected Salt Lake City Codes - pg. 54.) The Plan identifies the following areas to be re-evaluated.
  1. Street patterns
  2. Vehicle parking requirements
  3. Building location and orientation
  4. Safety and Amenities

## **BUDGET RELATED FACTS:**

Recommendations and implementation measures in the proposed Bicycle and Pedestrian Master Plan may have a budget impact such as increases in funding for additional Administrative staffing and resources, programs and planning costs, and future capital improvements. The Administration's transmittal notes "In the future, there will be a budget impact relating to implementation of policies and recommendations of the plan. Exact figures are unknown at this time but the cause will be the additional operation and maintenance costs resulting from the construction of additional bike lanes, bicycle/pedestrian trails and related hardware in the city. Related hardware may include signs, bike racks, bike lockers, lights, etc."

## **MASTER PLAN AND POLICY CONSIDERATIONS:**

- A. The Administration's transmittal notes "Care was taken to address the needs expressed in existing community master plans and the Salt Lake City Open Space Master Plan."
- B. Council policy statements contained in the City's Transportation Master Plan include:
  1. Consider neighborhoods, residential and commercial, as the building blocks of the community.
  2. Encourage the preservation and enhancement of living environments.
  3. Discourage through traffic on streets, other than arterial streets, in residential neighborhoods.
  4. Focus on ways to transport people to their desired destinations, not on moving motorized vehicles at the expense of neighborhoods.
  5. Support transportation decisions that increase the quality of life in the City, not necessarily the quantity of development.
  6. Support the creation of linkages (provisions and incentives) to foster appropriate growth in currently defined growth centers.
  7. Support public/private partnerships in which all who benefit from capital improvements participate in funding those improvements.
  8. Support considering impacts on neighborhoods on an equal basis with impacts on transportation systems.
  9. Support giving all neighborhoods equal consideration in transportation decisions.

- C. The City Open Space Master Plan identifies a system of non-motorized transportation corridors that would re-establish connections between urban and natural land forms of the City. Policy statements include:
1. Establish a trail system with designated regional scale and neighborhood scale pedestrian and bicycle access, uniform identification, signage, trail standards, and an education program on proper use.
  2. Provide a managed pedestrian access/firebreak area between foothills and the City.
  3. Connect neighborhoods and mitigate barriers (such as freeways, railroads, utility and drainage corridors and arterial streets) by developing a pedestrian/bicycle urban trail system which transcends the barriers.
  4. Develop trails and linear parks along canyon stream beds which tie into a city-wide trail network.
- D. The City's Strategic Plan and the Futures Commission Report express concepts such as maintaining a prominent sustainable city, ensuring the City is designed to the highest aesthetic standards and is pedestrian friendly, convenient, and inviting, but not at the expense of minimizing environmental stewardship or neighborhood vitality.
- E. The City's 1990 Urban Design Element includes statements that emphasize preserving the City's image, neighborhood character and maintaining livability while being sensitive to social and economic realities.

## CHRONOLOGY:

The Administration's transmittal provides a chronology of events relating to the proposed master plan. Key dates are listed below. Please refer to the Administration's chronology for details.

- May 22, August 28, 2001                      Steering Committee meetings  
January 22, 2002
  - June 7 & Nov. 1, 2001                      Mayor's Community Council Chair meetings
  - June 26 & 27, 2001                      Public Open Houses – Issues identification
  - March 18 & 21, 2002                      Public Open Houses – Review draft plan
  - July 11, 2001,                                  Mayor's Bicycle Advisory Committee briefings  
January 30 & June 17, 2002
  - October 1, 2001                              Transportation Advisory Board briefings  
January 7, March 4, 2002
  - August 12, 2002                              Transportation Advisory Board action
  - September 5, 2002                          Planning Commission briefing
  - September 19, 2002                        Planning Commission hearing
- cc: Sam Guevara, Rocky Fluhart, DJ Baxter, Ed Rutan, Lynn Pace, Lee Martinez, David Dobbins, Tim Harpst, Louis Zunguze, Brent Wilde, Doug Wheelwright, Kevin Young, Cheri Coffey, Dan Bergnethal, Barry Esham

File Location: Community Development Dept., Planning & Transportation Divisions, Master Plans, Bicycle and Pedestrian Master Plan