

COUNCIL STAFF REPORT

CITY COUNCIL of SALT LAKE CITY

TO: City Council Members

FROM: Sam Owen, Constituent Liaison / Policy Analyst

DATE: October 9, 2018

RE: Proposed Complete Streets revisions, City Code 14.06

<u>Item Schedule:</u>

Briefing: 10/9/18 Public Hearing: Potential Action:

Goal of the Briefing

Discuss possible changes to the Complete Streets Ordinance and request Council guidance on adjustments and next steps.

ISSUE AT-A-GLANCE

Council Members have indicated support for discussing possible changes to the Complete Streets Ordinance, which is a City process to evaluate street maintenance and repair projects for inclusion of pedestrian, bicycle and other Complete Streets facilities. Considering complete streets implementation is a regular component to Council conversations, through Capital Improvement Program funding for street maintenance and infrastructure, since such funding is a Council priority for 2018, and a large portion of "Funding our Future" initiatives will be used toward street maintenance and repair projects.

On October 1, 2018 the Department of Community and Neighborhoods provided the following feedback on the Council-initiated proposal:

- "1. As a result of reviewing these proposed changes, we have identified that the ordinance, as it is currently written, is not as inclusive or clear as it should be. We'd like to discuss the possibility of re-writing it to include more than just bikes and pedestrians transit, new mobility (Uber/Lyft/scooters), curbside management, etc.
- 2. We want to discuss the Complete Streets ordinance continuing to be applicable to reconstruction projects vs adding slurry seal projects, as they provide us with the best opportunity to include Complete Streets components. This would obligate us to do Complete Streets reviews for the projects where we have the best opportunity for integration.
- 3. We appreciate the Council's desire to understand how decisions are made on Complete Streets projects. Our suggestion is rather than additional reporting which takes up valuable time and resources, we recommend updating the ordinance in such a way that the process by which



decisions are made and the criteria used to make those decisions is clear, transparent, and applied consistently."

The Administration also provided more extensive feedback on October 4, 2018, which is included as attachment 4 to this report.

Among a number of current options, the Council may wish to proceed with the Council-initiated proposal; to defer in light of the Administration's feedback; or to proceed with the Council-initiated proposal and an invite the Administration to develop its feedback into an additional proposal to be integrated subsequent to the Council-proposed changes; see POLICY QUESTIONS for discussion.

KEY CHANGES

Two proposed versions of the Complete Streets Ordinance have been prepared by Council staff on the basis of a Legislative Intent statement, also attached. Some of the revisions are "housekeeping" (for organization and clean-up purposes) while others are intended to alter the scope of the Ordinance. Revisions intended to alter the scope of the Ordinance are outlined here. Revisions made for purposes of clarity are as noted in the redlined proposed amendments from August 2, 2018 and August 21, 2018, respectively.

August 2, 2018 version 1: create a reporting requirement and broaden projects that trigger complete streets evaluation

(see attachment 1)

- 1. 14.06.020 (C)
 - a. The proposed addition of this subsection is intended to create a reporting requirement.
 - The existing Ordinance contemplates circumstances under which street construction or reconstruction projects might be exempted from establishment of pedestrian or bicycle facilities.
 - The existing Ordinance also contemplates a Complete Streets Committee with authority to evaluate and decide whether an exemption should be granted.
 - These proposed revisions would create a requirement that the Complete Streets
 Committee documents the basis for a decision to grant an exemption, and that
 this documentation would be prepared as a report to be released and made
 publicly available.
 - The purpose would be to provide a public report on why new construction or reconstruction of a roadway may have been exempted from establishment of pedestrian or bicycle facilities.
 - Subsequent changes to this proposed revision correct a reference error in the first sentence. See August 21 version for updated language.

2. 14.06.025

- a. This proposed addition would broaden the types of projects that would trigger complete streets evaluation by creating a new section of the Ordinance, titled "Roadway Work."
 - This section is intended to create a requirement that for street maintenance projects outside the scope of new construction or reconstruction, e.g. placement of a new slurry seal, the Administration would also prepare an analysis to identify whether, in keeping with guidance under 14.06, pedestrian or bicycle facilities should be established.
 - This analysis would be prepared and released as a report, publicly available in the same way as the report under the proposed revisions to 14.06.020 (C).

August 21, 2018 version 2: Version 1, plus connection to Pedestrian & Bicycle Master Plan, Project Cost; Retains revisions in August 2 version, except where noted:

(see attachment 2)

- 1. 14.06.018
 - a. This proposed addition would create a new section of the Ordinance, titled "Relationship to Pedestrian and Bicycle Master Plan."
 - This section would be intended to connect the Complete Streets Ordinance with the 2015 Pedestrian and Bicycle Master Plan, or its successor, such that potential street maintenance would be evaluated for whether improvements specified in the Pedestrian and Bicycle Master Plan could be implemented on any project.
 - If improvements contemplated in the Plan coincide with streets on which maintenance would be performed, this section requires their implementation unless otherwise exempted as provided by the Ordinance.
- 2. Additional proposed revision for 14.06.025
 - a. Language added to the August 2 proposed revision would quantify a project cost threshold for requirement of analysis and report related to the establishment of pedestrian or bicycle facilities.

POLICY QUESTIONS

- **1.** The Council may wish to invite the Administration to further develop its feedback on the proposed changes, and return with a complete proposal in the future.
 - **a.** Council Members have expressed a wish to include a reporting requirement, and to update 14.06 so changes are in place before possible major street repair and reconstruction projects in the future. With this in mind, a future Administration proposal for changes to 14.06 might build on the Council-initiated amendment.
 - **b.** Further considerations might address a number of scenarios depending on the Council's intent with regard to the ordinance. With respect to these possible scenarios, funding impacts might also be identified.
- 2. The Council may wish to request feedback from the Administration on its current strategy for implementing complete streets facilities and evaluate how that intersects with the Council's desires and exploration of changes. In lieu of an ordinance amendment, the Council could consider other options:
 - **a.** The Council may wish to discuss whether a proposed reporting requirement should be applied in all situations where complete streets facilities are implemented, rather than applied only in situations where exemptions to implementation take place.
 - **b.** The Council may wish to discuss whether allocating funding for complete streets improvements could be done contingently and include with such an allocation the legislative intent memorializing desired outcomes with regard to complete streets implementation.
- **3.** The Council may wish to discuss additional proposed amendments; some of these have been raised by Council Members previously.
 - **a.** Further specifying whether improvements or maintenance to sidewalks and other pedestrian facilities abutting a roadway on which work is being performed should be implemented along with the roadway work. These improvements might be subject to the same provisions and exemptions outlined in the proposed amendments in the ordinance.
 - **b.** Further specifying what constitutes pedestrian and bicycle facilities, respectively, and including these definitions in a proposed ordinance amendment.
 - c. Consider how to include community members in the process.

Sections i, i(1) and i(2) were updated October 5, 2018

i. A community member provided suggestions to the Council Office that included the possibility of configuring the complete streets committee as a public body pursuant to the Utah Open and Public Meetings Act and appointing members using the advice and

consent process already in place for the City's other boards and commissions. Establishing a new board would require City funding and staff support.

- 1. The Council may wish to request feedback from the Administration on whether such an expanded complete streets committee would then be more appropriately considered an advisory body.
- **2.** The Council may wish to invite feedback from the Administration on whether changing or expanding the complete streets committee would be of interest.
- **ii.** This may also be achieved by specifying that consideration of complete streets implementation is reviewed by the Transportation Advisory Board or other existing City Boards Or Commission.
- **d.** Identifying additional requests related to complete streets improvements, amenities, or other transportation facilities (scooters), etc. (The Council may refer to page 4 for additional information for a list of options that was included in the Pedestrian & Bicycle Master Plan to strengthen the Ordinance.)
- **e.** Identifying specific circumstances under which exemptions to implementing complete streets facilities as part of roadway work would be automatic. This might entail creating a more detailed list and might involve feedback from the Administration regarding possible scenarios.

ATTACHMENTS

- 1. August 2, 2018 Complete Streets Ordinance Amendment
- 2. August 21, 2018 Complete Streets Ordinance Amendment
- 3. 2015 Pedestrian and Bicycle Master Plan
- 4. August 21, 2018 Complete Streets Ordinance Amendment with comments from the Department of Community and Neighborhoods

ADDITIONAL & BACKGROUND INFORMATION

The following information is excerpted from the 2015 Pedestrian and Bicycle Master Plan (see attachment 3).

Complete Streets Relationship to Pedestrian & Bicycle Master Plan

The recommendations for enhanced facilities and programs presented in Chapters 5, 6, and 7 are consistent with and support Complete Streets principles. Table 4-1 illustrates how implementing the 10-year and 20-year bikeway recommendations in Chapter 6 would make Salt Lake City's transportation backbone much more accessible by bicycle in the future. Likewise, the pedestrian recommendations will enable people to more comfortably walk along and across streets.

Table 4-1 Percentage of Roads with Bikeways

Roadway Class	Existing	10-year	20-year
City Arterial	50 percent	67 percent	85 percent
State Arterial	11 percent	44 percent	55 percent
City Collector	56 percent	68 percent	84 percent
City Local	8 percent	16 percent	24 percent

4.2 Strengthening the Complete Streets Ordinance

The National Complete Streets Coalition annually evaluates policies from across the country. The Coalition's assessment of Salt Lake City's current ordinance reveals strengths and improvement opportunities. Based on this assessment, the City should consider the following enhancements:

- Modify language to explicitly reference other transportation options, particularly transit.
- Modify language in the ordinance's "Purpose" section to include users of all ages.
- Extend the ordinance to cover privately-built roads.
- Explicitly state the importance of the need to work with partnering agencies on roads passing through the City that are owned, operated, and maintained by other jurisdictions.
- Include specific references to additional best practice design guidance.
- Include language allowing for design flexibility to meet the needs of all transportation users.
- Include language pertaining to context sensitive design.
- Include specific performance measures (e.g. changes in walking/bicycling mode shares, changes in pedestrian/bicyclist crash rates, number of ADA accommodations built) so that the City can evaluate the ordinance's effectiveness over time.
- Clearly state the City's implementation process, project selection criteria, and reporting requirements in the ordinance.

4.4 Complete Streets for East-West Connections

Salt Lake City's division by I-15 and freight and passenger rail lines are challenging for all modes of transportation, but is especially problematic for those walking and biking.

Many east-west streets do not traverse this division, and those that do may be inhospitable due to freeway interchanges and railroad crossings where trains routinely stop across an intersection. When a corridor is blocked by a train for an hour or more at a time, pedestrians and bicyclists must make a long detour which may add 2-3 miles and up to an hour of passage. A considerable safety concern arises in that many people choose instead to scramble between the railroad cars of a stopped train.

This plan recommends improvements to several east-west corridors, including low-stress bikeway connections at 300 North, North Temple, 400 South, 900 South, and 1700 South. As part of these vital east-west corridor connections, the City and UDOT should consider pedestrian and bicycle overpasses/underpasses, redesign of freeway interchanges, significant changes to train operations, or other innovative solutions to address the considerable safety concerns and transportation barriers of these crossings. In addition to basic functionality, these crossings should be transformed into safe, inviting passages that are safe, comfortable and aesthetic. Art and place-making creativity, in addition to engineering solutions, could help transform these crossings into landmark experiences.

4.5 Policy Considerations for Non-Bicycle Wheeled Transportation

As the City moves forward in planning a connected bicycle network, policy questions may arise regarding accommodations for other wheeled transportation devices such as skateboards, inline skates, motorized wheelchairs, and scooters. Such questions should be referred to the City's Transportation Advisory Board, ADA Committee, and Bicycle Advisory Committee for further consideration.

This is generally an esoteric area of vehicle code, with many cities and states having original language. There is little national guidance or accepted best practice; for example, the Uniform Vehicle Code is mostly silent on these topics. There have been only a few academic and governmental papers published providing solid recommendations or suggestions.

Motorized wheelchair users are most often legally considered to be pedestrians, but questions may arise whether motorized wheelchairs may also be used in bike lanes, especially protected bike lanes. Neither Utah nor Salt Lake City codes currently address this potential use. Some states, including Oregon and Rhode Island, have statutes that permit motorized wheelchairs to use bicycle lanes.

Utah statute is currently silent on the topic of skateboards, roller-skates, and other similar devices being used on roadways, other than to allow local governments to regulate these uses. Additionally, state law protects these users as "vulnerable users" in a recent statute providing that motorists must give at least three-feet of clearance to bicyclists, pedestrians, and others. The City's current ordinances regarding skateboards, inline skates, and non-motorized scooters provide that these devices may be used in bike lanes while having the responsibilities of pedestrians — thus facing traffic rather than going with the follow of traffic.

The City ordinance does not permit skateboards on neighborhood streets without bike lanes. The use of skateboards, inline skates, and similar devices is currently prohibited on sidewalks in the Central Traffic District, as well as in the Sugar House Traffic District. Bicycles are currently prohibited on sidewalks in the Central Traffic District, but are permitted in the Sugar House Traffic District. Electric bicycles are legally defined in Utah statute as equivalent to a bicycle. City code does not currently address electric bicycles. Within the context of the state law, the City could regulate some aspects of electric bicycle use such as speed limits.

The above discussion serves to illustrate that these are complex topics, with little standard guidance, and many nuances for safety considerations between many types of users traveling at different speeds. The City has an interest in promoting transportation choice, balanced with safety for all, and may wish to further consider these topics for additional public input and possible policy changes:

- Allowing devices other than bicycles in on-road bikeways
- Clarifying the applicability of shared lane markings
- Allowing devices on slow-speed, low-traffic residential streets
- Requiring safety equipment, such as lights, for other on-road uses
- Providing storage for non-bicycle devices at destinations
- Allowing devices on City sidewalks or in certain sections of the City
- Allowing devices on transit vehicles

Figure 6-5 Bicycling Network Existing Conditions + Long Term (10-20 Years) Recommendations Map

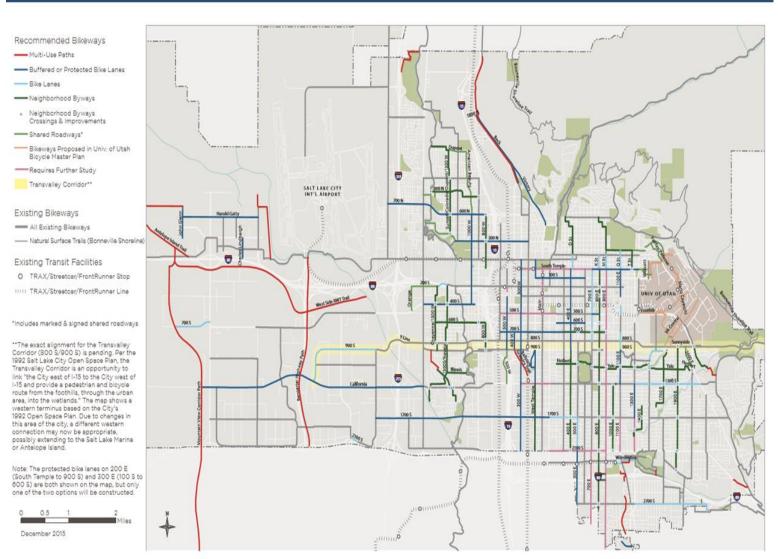


Figure 6-5 from the 2015 Pedestrian and Bicycle Master Plan

SALT LAKE CITY ORDINANCE No. ___ of 2018

(Amending complete street requirements)

An ordinance amending Chapter 14.06, *Salt Lake City Code*, to modify complete street regulations pertaining to use of public rights of way by bicyclists and pedestrians.

WHEREAS, it is proposed that Chapter 14.06, *SALT LAKE CITY CODE*, be amended to modify regulations regarding accommodation of bicyclists and pedestrians in public rights of way, and

WHEREAS, the City Council finds adoption of this ordinance reasonably furthers the health, safety, and general welfare of the citizens of Salt Lake City.

NOW, THEREFORE, be it ordained by the City Council of Salt Lake City, Utah:

SECTION 1. Chapter 14.06, Salt Lake City Code, is hereby amended to read as follows.

Chapter 14.06

ACCOMMODATION OF BICYCLISTS AND PEDESTRIANS AT ALL CITY OWNED TRANSPORTATION FACILITIES IN THE PUBLIC RIGHT OF WAY

14.06.010: PURPOSE:

The benefits of bicycling and walking span across many aspects of our daily lives. The social and environmental benefits include healthier citizens and the improved health of our community through a substantial reduction in air pollution. A transportation system that encourages bicycling and walking can also save money, reduce traffic congestion, build community, and improve the overall quality of life. Therefore, the city supports the concept of complete streets, requiring the accommodation of pedestrians and bicyclists throughout the planning process.

14.06.015: APPLICABILITY:

All city owned transportation facilities in the public right of way on which bicyclists and pedestrians are permitted by law, including, but not limited to, streets, bridges, and all other connecting pathways, shall be designed, constructed, operated, and maintained so that users, including people with disabilities, can travel safely and independently.

14.06.020: GENERAL PROVISIONS AND EXEMPTIONS:

- A. Bicycle and pedestrian ways shall be established in the city's new construction and reconstruction projects in the public right of way, subject to budget limitations, unless one or more of the following three (3) exemption conditions is met:
 - 1. Bicyclists and pedestrians are prohibited by law from using the street or city owned transportation facility. In this instance, a greater effort may be necessary to accommodate bicyclists and pedestrians elsewhere within the right of way or within the same transportation corridor.
 - 2. The cost of establishing bikeways or walkways would be excessively disproportionate to the need or probable use. A complete streets committee, consisting of the transportation director, planning director, city engineer, and airport director (if applicable), will as set forth in section 14.06.030, shall determine whether the cost of establishing bikeways or walkways is excessively disproportionate on a project by project basis.
 - 3. Scarcity of population or other factors indicate an absence of need, with consideration given to future population growth.
- B. The design and development of the transportation infrastructure shall improve conditions for bicycling and walking through the following additional steps:
 - 1. Planning projects for the long term. Transportation facilities are long term investments that remain in place for many years. The design and construction of new facilities that meet the criteria in the above stated exemption conditions should anticipate likely future demand for bicycling and walking facilities and not preclude the provision of future improvements. For example, a bridge that is likely to remain in place for fifty (50) years might be built with sufficient width for safe bicycle and pedestrian use in anticipation that facilities will be available at either end of the bridge even if that is not currently the case.
 - 2. Addressing the need for bicyclists and pedestrians to cross corridors as well as travel along them. Even where bicyclists and pedestrians may not commonly use a particular travel corridor that is being improved or constructed, they will likely need to be able to cross that corridor safely and conveniently. Therefore, the design of the intersections and interchanges shall accommodate bicyclists and pedestrians in a manner that is safe, accessible and convenient.
 - 3. Exemptions. Exemptions regarding the installation of bikeways and walkways shall be approved by the aforementioned complete streets committee and be documented with supporting data that indicates the basis for the decision.

4. Designing facilities to the best currently available standards and guidelines. The design of facilities for bicyclists and pedestrians should follow design guidelines and standards that are commonly used, such as the American Association of State Highway and Transportation Officials (AASHTO) "Guide For The Development Of Bicycle Facilities",," AASHTO's "A Policy On Geometric Design Of Highways And Streets",," the Institute of Transportation Engineers recommended practice "Design And Safety Of Pedestrian Facilities",," and the U.S. Department of Transportation sponsored "Designing Sidewalks And Trails For Access Part II: Best Practices Design Guide".."

C. Exemptions. Exemptions to the requirements set forth in subsections (A)(2), (B)(1), and (B)(2) may be approved by the complete streets committee. Any such exemption shall be documented in a report that includes supporting data demonstrating the basis for the exemption. The report shall be made publicly available as soon as the report is completed and shall continue to be available indefinitely after implementation of the new construction or reconstruction in question.

14.06.025: **ROADWAY WORK:**

In situations where the scope of roadway work is comprehensive enough, such as placement of a new slurry seal, and which is in accordance with city practice but may not itself constitute reconstruction or new construction, the transportation division shall prepare a complete streets analysis and report to identify whether or not, in keeping with guidance under this chapter, bikeways or walkways should be established. Following preparation of the report, the complete streets committee may approve implementation of the report's findings and recommendations. The report shall be made publicly available as soon as the report is completed and shall continue to be available indefinitely after implementation of the new construction or reconstruction in question.

14.06.030: CREATION OF COMPLETE STREETS COMMITTEE:

The complete streets committee, consisting of the transportation director, planning director, city engineer, and airport director (if applicable), is hereby established to determine whether the cost of establishing bikeways or walkways is excessively disproportionate on a project by project basis under this chapter.

SECTION 2. This ordinance shall become effective on the date of its first publication.

COUNCIL STAFF DRAFT August 2, 2018

Passed by the City Council of	of Salt Lake City, U	Jtah this day of	, 2018
ATTEST:	CHAIRP	ERSON	
CITY RECORDER			
Transmitted to Mayor on		·	
Mayor's Action:	_ Approved	Vetoed.	
	MAYOR		
CITY RECORDER		APPROVED AS T	
(SEAL)		Ву:	
Bill No of 2018.			

SALT LAKE CITY ORDINANCE No. ___ of 2018

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WHEREAS, the City Council finds adoption of this ordinance reasonably furthers the health, safety, and general welfare of the citizens of Salt Lake City.

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SECTION 1. Chapter 14.06, Salt Lake City Code, is hereby amended to read as follows.

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14.06.015: APPLICABILITY:

All city owned transportation facilities in the public right of way on which bicyclists and pedestrians are permitted by law, including, but not limited to, streets, bridges, and all other connecting pathways, shall be designed, constructed, operated, and maintained so that users, including people with disabilities, can travel safely and independently.

14.06.10018: RELATIONSHIP TO PEDESTRIAN AND BICYCLE MASTER PLAN:

The recommendations for enhanced facilities and programs presented in the Pedestrian and Bicycle Master Plan shall be applied when implementing the provisions of this chapter unless exempted as provided under Section 14.06.020.

14.06.020: GENERAL PROVISIONS AND EXEMPTIONS:

- A. Bicycle and pedestrian ways shall be established in the city's new construction and reconstruction projects in the public right of way, subject to budget limitations, unless one or more of the following three (3) exemption conditions is met:
 - 1. Bicyclists and pedestrians are prohibited by law from using the street or city owned transportation facility. In this instance, a greater effort may be necessary to accommodate bicyclists and pedestrians elsewhere within the right of way or within the same transportation corridor.
 - 2. The cost of establishing bikeways or walkways would be excessively disproportionate to the need or probable use. A complete streets committee, consisting of the transportation director, planning director, city engineer, and airport director (if applicable), will as set forth in section 14.06.030, shall determine whether the cost of establishing bikeways or walkways is excessively disproportionate on a project by project basis.
 - 3. Scarcity of population or other factors indicate an absence of need, with consideration given to future population growth.
- B. The design and development of the transportation infrastructure shall improve conditions for bicycling and walking through the following additional steps:
 - 1. Planning projects for the long term. Transportation facilities are long term investments that remain in place for many years. The design and construction of new facilities that meet the criteria in the above stated exemption conditions should anticipate likely future demand for bicycling and walking facilities and not preclude the provision of future improvements. For example, a bridge that is likely to remain in place for fifty (50) years might be built with sufficient width for safe bicycle and pedestrian use in anticipation that facilities will be available at either end of the bridge even if that is not currently the case.
 - 2. Addressing the need for bicyclists and pedestrians to cross corridors as well as travel along them. Even where bicyclists and pedestrians may not commonly use a particular travel corridor that is being improved or constructed, they will likely need to be able to cross

that corridor safely and conveniently. Therefore, the design of the intersections and interchanges shall accommodate bicyclists and pedestrians in a manner that is safe, accessible and convenient.

- 3. Exemptions. Exemptions regarding the installation of bikeways and walkways shall be approved by the aforementioned complete streets committee and be documented with supporting data that indicates the basis for the decision.
- 4. Designing facilities to the best currently available standards and guidelines. The design of facilities for bicyclists and pedestrians should follow design guidelines and standards that are commonly used, such as the American Association of State Highway and Transportation Officials (AASHTO) "Guide For The Development Of Bicycle Facilities"," AASHTO's "A Policy On Geometric Design Of Highways And Streets"," the Institute of Transportation Engineers recommended practice "Design And Safety Of Pedestrian Facilities"," and the U.S. Department of Transportation sponsored "Designing Sidewalks And Trails For Access Part II: Best Practices Design Guide"."

C. Exemptions. Exemptions to the requirements set forth inpursuant to subsections (A)(21), (BA)(42), and (BA)(23) may be approved by the complete streets committee. Any such exemption shall be documented in a report that includes supporting data demonstrating the basis for the exemption. The report shall be made publicly available as soon as the report is completed and shall continue to be available indefinitely notwithstanding whether the new construction, reconstruction, or other roadway work in question is implemented.

14.06.025: ROADWAY WORK:

In situations where the scope of roadway work, such as placement of a new slurry seal, which exceeds \$xx.xx, and which is in accordance with city practice but may not itself constitute reconstruction or new construction, as determined by the transportation division director, the division shall prepare a complete streets analysis and report to identify whether or not, in keeping with guidance under this chapter, bikeways or walkways should be established. Following preparation of the report, the complete streets committee may approve implementation of the report's findings and recommendations. The report shall be made publicly available as soon as the report is completed and shall continue to be available indefinitely notwithstanding whether the new construction, reconstruction, or other roadway work in question is implemented.

14.06.030: CREATION OF COMPLETE STREETS COMMITTEE:

The complete streets committee, consisting of the transportation director, planning director, city engineer, and airport director (if applicable), is hereby established

COUNCIL STAFF DRAFT August 21, 2018

to determine whether the cost of establishing bikeways or walkways is excessively disproportionate on a project by project basis under this chapter.

SECTION 2. This ordinance shall become effective on the date of its first publication.

Passed by the City Council of Salt	Lake City, Utah this day of, 2018.
ATTEST:	CHAIRPERSON
CITY RECORDER	
Transmitted to Mayor on	.
Mayor's Action:	_ Approved Vetoed.
	MAYOR
CITY RECORDER	APPROVED AS TO FORM Date:
(SEAL)	By:
Bill No of 2018.	