

## MEMORANDUM

TO: Chapel Hill Public Arts Commission,  
Community Design Commission,  
Greenways Commission,  
Historic District Commission,  
Housing and Community Development Advisory Board,  
Library Board of Trustees,  
Parks and Recreation Commission,  
Planning Board and,  
Transportation Board.

FROM: Roger S. Waldon, Planning Director

SUBJECT: Draft Bicycle and Pedestrian Action Plan

DATE: July 1, 2004

On June 30<sup>th</sup> The Town Council considered the attached report calling a public hearing for September 20<sup>th</sup>, 2004 on a Draft Bicycle and Pedestrian Action Plan. The Town Council also referred the Draft Plan to the Town Manager and the Town Attorney for review and referred it to selected Town Advisory Boards and Commissions for comment.

Accordingly the Draft Plan with accompanying Pedestrian Facilities Map and Bicycle Facilities Map are attached for consideration.

Page 7 of the attached memorandum to Town Council June 30, 2004, is a transmittal memo from the Chair of the Bicycle and Pedestrian Advisory Board to the Town Council. It indicates proposals included in the Draft Plan which may be of interest to particular boards and commissions.

Comments for inclusion in the Council packet for the public hearing should be received by 15<sup>th</sup> September; comments may also be presented at the public hearing directly. After that time the Town Council is likely to refer the comments received at the public hearing and from other boards and commissions back to the Bicycle and Pedestrian Advisory Board for consideration as potential revisions to the Draft Plan. Thereafter the Bicycle and Pedestrian Advisory Board shall submit a revised plan to the Town Council on October 18, 2004.

### Attachments:

Memorandum to Town Council June 30, 2004.

Draft Bicycle and Pedestrian Action Plan with accompanying Bicycle Facilities Map and Pedestrian Facilities Map.

**MEMORANDUM**

TO: Mayor and Town Council

FROM: W. Calvin Horton, Town Manager

SUBJECT: Scheduling a Hearing on a Draft Bicycle and Pedestrian Action Plan

DATE: June 30, 2004

The attached resolution would call a public hearing for September 20, 2004, on a Draft Bicycle and Pedestrian Action Plan. It would refer the Draft Plan to the Town Manager and the Town Attorney for review and would also refer it to the Town Advisory Boards and Commissions for comment. Also attached is materials from the Bicycle and Pedestrian Advisory Board, including a memorandum of transmittal and the Action Plan

**BACKGROUND**

On February 24, 2003, the Council adopted a set of goals and priorities for 2003. Bicycle/Pedestrian Goals were given the high priority and included the preparation of a Bicycle/Pedestrian Improvement Action Plan. (Bicycle/Pedestrian Goals have been included again in the Council goals for 2004, adopted March 23, 2004).

On September 8, 2003, the Council approved the process and schedule for the preparation of a Bicycle and Pedestrian Action Plan (please see Attachment 1). The process included two public open houses and monthly group work sessions.

On October 27, 2003, in response to a petition from the Planning Board, the Council invited the Transportation Board, the Planning Board, the Greenways Commission, the Parks and Recreation Commission, and the Historic District Commission to each appoint a liaison to the Bicycle and Pedestrian Advisory Board to provide communication among the respective boards and commissions during the preparation of the Bicycle and Pedestrian Action Plan.

Between October 2003 and June 2004, a Plan work group composed of the Bicycle and Pedestrian Advisory Board and liaisons from the Transportation Board, the Planning Board, the Greenways Commission and the Parks and Recreation Commission held two public open houses and monthly work sessions to prepare a Draft Bicycle and Pedestrian Action Plan.

**DISCUSSION**

In accordance with the adopted process and schedule the Plan group has completed a draft Action Plan and hereby submits it to the Town Council for review and comment. (Please see memo from the group which accompanies this memorandum).

A draft Pedestrian Facilities Map and a draft Bicycle Facilities Map will be made available online at [www.townofchapelhill.org/planning](http://www.townofchapelhill.org/planning).

The Draft Plan is a work in progress. Additional public input and comments from advisory boards and commissions are needed before a final draft is prepared. The Action Plan is intended as a long range plan. It would become a component of the Town's Comprehensive Plan. The construction of facilities is envisioned to be incorporated in the Capital Improvements Program process.

### NEXT STEPS

In November the Town Council normally adopts an annual sidewalks and bicycle facilities construction plan. The following review schedule would allow the Action Plan to be taken into account when the Council is considering its annual construction plan.

June 30, 2004	Town Council receives and refers draft plan to boards and commissions and call a public hearing for the plan.
September 20, 2004	Public Hearing on the Proposed Bicycle and Pedestrian Action Plan.
11-25 October <del>18</del> , 2004	Town Council consideration of Action Plan.
November 8, 2004	Possible Public Hearing for Annual Facilities Construction Plan.
November 22, 2004	Possible Council consideration of Annual Plan.

### RECOMMENDATION

We recommend that the Council adopt the attached resolution calling a public hearing for September 20, 2004, on the Draft Bicycle and Pedestrian Action Plan. We also recommend that the Council refer the draft plan to the Town Manager and the Town Attorney for review and to the Town advisory boards and commissions for comment.

### ATTACHMENTS

1. Bicycle and Pedestrian Action Plan Process and Schedule (p. 4).
2. Memorandum from Bicycle and Pedestrian Advisory Board (p. 6).
3. Draft Bicycle and Pedestrian Action Plan (p. 8).

**A RESOLUTION CALLING A PUBLIC HEARING ON A DRAFT BICYCLE AND PEDESTRIAN ACTION PLAN FOR THE TOWN OF CHAPEL HILL (2004-06-30/R-7)**

WHEREAS, the Chapel Hill 2000 Comprehensive Plan includes the objective to “develop and maintain a pedestrian circulation system, including sidewalks and greenway trails, that provides direct, continuous, and safe movement within and between districts of Town. Link neighborhoods to activity centers, transit stops, schools, parks, and other neighborhoods”; and

WHEREAS, the Chapel Hill 2000 Comprehensive Plan includes the objective to “develop and maintain a system of safe and efficient bikeways (on-street bike lanes and off-street paths within greenways) designed to contribute to Town-wide mobility, connecting neighborhoods with activity centers, schools, parks, and other neighborhoods”; and

WHEREAS, the Comprehensive Plan calls for development of a comprehensive pedestrian and bicycle network; and

WHEREAS, on September 8, 2003, the Council of the Town of Chapel Hill approved a process and schedule for the preparation of a Bicycle/Pedestrian Improvement Action Plan;

NOW, THEREFORE, BE IT RESOLVED by the Council of the Town of Chapel Hill that the Council hereby calls a public hearing for September 20, 2004, 7 p.m. in the Council Chamber, Town Hall, 306 N. Columbia Street, to consider a Draft Bicycle and Pedestrian Action Plan.

BE IT FURTHER RESOLVED that the Draft Bicycle and Pedestrian Action Plan be referred to the Town Manager and the Town Attorney for review, and to the Active Living By Design Committee, the Chapel Hill Public Arts Commission, the Community Design Commission, the Greenways Commission, the Historic District Commission, the Housing and Community Development Advisory Board, the Library Board of Trustees, the Parks and Recreation Commission, the Planning Board and the Transportation Board for comment.

This the 30<sup>th</sup> day of June, 2004.

## ATTACHMENT 1

## Town of Chapel Hill, Bicycle and Pedestrian Action Plan

### **Process & Schedule** September 8, 2003

**Context:**

The stated transportation goal of the Town of Chapel Hill Comprehensive Plan 2000 is to:

"Develop a balanced, multi-modal transportation system that will enhance mobility for all citizens, reduce automobile dependence, and preserve/enhance the character of Chapel Hill". (p.97)

A key action as stated in Section 10A-2 of the Comprehensive Plan is to:

"Develop a comprehensive pedestrian and bicycle network".

**Goal:**

***The goal of the bicycle and pedestrian action plan is first to identify a potential network and then to identify methods of creating it. The action plan is a long range plan. Plan implementation could be incorporated in the Capital Improvements Program process. The network should be safe and convenient to facilitate bicycling and walking as a chosen mode of transportation.***

**Coverage:**

The plan area matches the urban services boundary defined in the 2000 Comprehensive Plan.

The plan will identify and encourage potential linkages to facilities in neighboring communities where possible. Work shall be coordinated with UNC, Carrboro, Orange County and Durham County to encourage regional connections.

***The primary facilities for the network are the existing streets. Other opportunities include access easements, right-of-way and greenways. Public outreach is to focus on helping citizens to identify potential connections and gaps in this network. To identify what facilities are needed to get people from A to B on foot or bicycle.***

**Network Features:**

The network should be designed to:

- Provide direct connections between neighborhoods and from neighborhoods to activity centers.
- Include sidewalks and bike lanes along streets and highways (the focus of this strategy).
- Provide off-street bicycle/pedestrian paths developed as part of the greenway network.

**Documentation:**

The final plan document itself will consist of a short text document illustrated with photographs, assorted images a proposals map (indicating route links to other communities) and inset maps to accompany descriptions of the improvements required for sections of the routes.

**Plan Content**

The items to be addressed in this plan include but are not limited to:

- Introduction
- Objectives and Action Items to achieve them

- **Objective 1** Complete a network of bikeways and sidewalks that serves citizens' needs, especially for travel to employment centers, commercial districts, transit stops, institutions, and recreational destinations.
  - **Objective 2** Provide bikeway facilities that are appropriate to the street classification, traffic volume and speed on all rights-of-way.
  - **Objective 3** Maintain and improve the quality, operation, and integrity of bike and pedestrian network facilities.
- Current State of the Town of Chapel Hill Bike and Pedestrian Network
    - North Carolina Department of Transportation Highways
    - UNC Facilities
    - Town of Carrboro, Orange, Durham and Chatham County Facilities
  - Network Development
    - Sidewalks
    - Bicycle Lanes
    - Off-Street Paths
    - Signed Connections
    - Streets Classification and Policy
  - Operations & Maintenance
    - Traffic Signal Operations
    - Railroad Crossings

**Time Frame:** The plan preparation process is targeted to deliver a draft plan to The Town Council by June 2004.

<b>Provisional Schedule</b>		
<b>Key Step</b>	<b>Date</b>	<b>Comments/Notes</b>
<i>Bicycle &amp; Pedestrian Board</i>	<i>August 26, 2003</i>	<i>Reviewed Process &amp; Schedule</i>
Report To Council	Monday September 8, 2003	Process & Schedule For Action Plan. Referral to Advisory Boards.
Refer Boards & Commissions	September, 2003	Process & Invitation to Open House
<i>Bicycle &amp; Pedestrian Board</i>	<i>Tuesday September 30, 2003</i>	<i>Prepare for Open House. Review Plan Objectives</i>
Festifall	Sunday October 5, 2003	Info table & display to engage citizen input for Plan
<b>Kick Off Open House</b>	<b>Thursday October 9, 2003</b>	<b>At Library 6-9 p.m.</b>
<i>Bicycle and Pedestrian Board</i>	<i>Tuesday October 28, 2003</i>	<i>Discuss Open House Feedback. Review current network.</i>
<i>Bicycle and Pedestrian Board</i>	<i>Tuesday November 18, 2003</i>	<i>Review network development</i>
<i>Bicycle and Pedestrian Board</i>	<i>Tuesday December 9, 2003*</i>	<i>Complete working Draft</i>
<b>Open House</b>	<b>Wednesday Jan 14, 2004</b>	<b>At Library 6-9 p.m.</b>
<i>Bicycle and Pedestrian Board</i>	<i>January- April 2004</i>	<i>Refine Draft &amp; Review Document.</i>
<i>Bicycle and Pedestrian Board</i>	<i>Tuesday May 25, 2004</i>	<i>Complete Draft</i>
Report Draft to Town Council	Monday June 21, 2004	Referral to Advisory Boards
Review by Boards/ Commissions	July-August, 2004	May include Joint Meeting Planning & Transportation Brd
Public Hearing	September 20, 2004	
Council Work Session	September/October	If needed
<b>Town Council Adoption</b>	<b>October, 2004</b>	

\*Meeting proposed for rescheduled date due to Holidays.

**ATTACHMENT 2****MEMORANDUM**

TO: Mayor and Town Council

FROM: Jed Dube (Chair) Bicycle and Pedestrian Advisory Board

SUBJECT: Draft Bicycle and Pedestrian Action Plan, Submission to Town Council.

DATE: June 22, 2004

The Bicycle and Pedestrian Advisory Board has the pleasure of transmitting a Draft Bicycle and Pedestrian Action Plan to the Town Council. We request that you call a public hearing to provide an opportunity for public comment and refer this draft to advisory boards for comment.

**BACKGROUND**

The Bicycle and Pedestrian Advisory Board formed a work group with liaisons from the Transportation Board, Parks and Recreation Commission, Planning Board and the Greenway Commission. The group held a kick-off open house in October, 2003. More than 60 citizens attended the event to share their experiences and their ideas for improvements to bicycle and pedestrian facilities in the town. Since October, 2003, the group has held a plan work session once a month and also held a second open house in January. The follow-up open house was attended by between 60 and 80 citizens. It received feedback on the bicycle and pedestrian facilities work maps that had been produced from suggestions received at the kick-off open house.

Since January the group has methodically worked through citizen suggestions and reviewed existing plans and policies which might affect or influence the actions to be included in an action plan.

The group has kept to its schedule of completing a draft plan by the end of June, 2004. The group is therefore submitting the draft plan for consideration by the Town Council and review by advisory boards. We are also eager to receive additional comments and suggestions from the public.

**SUMMARY OF DRAFT PLAN**

The draft plan consists of a plan document, a proposed bicycle map, and a proposed pedestrian facilities map. (Please see Attachment 1)

The Draft Plan is divided into 4 chapters:

- Chapter 1 sets out the purpose and objectives of the plan.

- Chapter 2 sets out the background to the plan.
- Chapter 3 describes an overall facilities plan identified on a pedestrian facilities map and a bicycle facilities map which accompany the plan document. The main focus here is to provide connectivity. The proposed facilities consist of:
  - Sidewalks,
  - Off Road Paths (surfaced, shared facilities for pedestrians and bicyclists),
  - Crossing Improvements,
  - Signed Advisory Routes for pedestrians and bicyclists and.
  - Bicycle Facilities.
- Chapter 4 sets out a series of recommendations for engineering improvement actions and for education actions and also for encouragement actions aimed at increasing bicycle and pedestrian use. The chapter recommends a general approach for the implementation of those actions and a recommended package of improvements.

#### Recommendations of Interest to other Advisory Boards

The draft plan includes recommended actions which may be of interest to other town advisory board and commissions. These include:

- The creation of a historic district/ downtown way marked walk, including opportunities for locating public art.
- The provision of a hard surfaced trail and advisory bicycle route on the Battle Branch Greenway Trail.
- A recommended greenway for use by bicyclists and pedestrians to connect Southern Village to the New High School off Smith Level Road.
- The provision of a bicycle and pedestrian bridge at Ashe Place connecting the Laurel Hills neighborhood across Morgan Creek.
- The provision of a trail spur from the Tanbark trail connecting to Broad Street, Carrboro.
- The provision of a crossing at the Estes Drive entrance to Library Drive.
- The implementation of a package of access improvements for the Northside Neighborhood.
- The requirement to provide the facilities shown on the plan maps as part of new development and redevelopment.

We are pleased to forward this draft for consideration by the Council, the public and advisory boards.

#### **ATTACHMENTS**

1. Draft Bicycle and Pedestrian Action Plan. (A Bicycle Facilities Map and a Pedestrian Facilities Map will be available on line at [www.townofchapelhill.org/planning](http://www.townofchapelhill.org/planning) )