

Agenda Item:

5

Meeting Date: July 9, 2008

Staff

Terry Hanson

Director

Kimberly A. Niemer

**City of Redding
Staff Report**

Community Services Advisory Commission

Date: July 2, 2008

Code: B-080-128; S-070-050-500

Subject: Public Hearing to Review Rules and Regulations Pertaining to the Sundial Bridge

Recommendation

It is the recommendation of staff that the Commission approve Options 1, 2 and 3 as outlined on the attached Regulator Options Report. In addition it is recommended that the Commission direct staff to monitor activity on the Sundial Bridge over the next 8 to 10 months and return to the Commission with a follow-up report on the effectiveness of these efforts.

Background

At the May 14, 2008 meeting, the Commission directed staff to set a public hearing to consider new regulations and/or management of how the Sundial Bridge is used. In addition to advertising the public hearing, staff has conducted some public outreach to encourage user input to the review/consideration process. Signs were placed at both ends of the Sundial Bridge advertising the location and time of the public hearing. The signs also advertised the option of submitting comments via email. Community Projects Manager Terry Hanson made presentations to the Shasta Wheelmen Bicycle Club and the City of Redding Bikeway Plan Revision Assessment Committee. To date, staff has received two written comments, which are attached.

Attached is a background report framing the issues and a list of 5 possible options for the Commission to consider. The list of current rules and regulations is also attached.

Issues

There are two basic issues before the Commission today. To hear public input on the issue and to provide direction to staff on how to address the concerns outlined in this report.

Alternatives & Implications of Alternatives

1. Direct staff to proceed with the steps outlined in Options 1,2 and 3, as recommended by staff.
2. Recommend staff take no action at this time.
3. Provide staff with alternative direction.

Fiscal Impact

The impact to staff time will depend on the list of options chosen by the Commission. Options 1 and 3 will have little impact on staff time and material costs can be absorbed within the budget for the Sacramento River Parkway project. Option 2, the public education campaign, would involve a larger effort by staff and require the participation of user groups.

Conclusion

The opening of the Sundial Bridge and the development of Turtle Bay Exploration Park have had an enormously positive impact on this community. In many ways, the Bridge has exceeded everyone's expectation for becoming the community's center of recreation and culture as well as a regional icon. Staff believe the actions recommended (options 1,2 and 3) would alleviate some of the concerns identified without negatively impacting the positive benefits the Bridge has provided the community. Additional action can be taken by the Commission after the monitoring period and a progress report presented by staff.

Attachments

- Background Report & List of Options
- Current Rules & Regulations

SUNDIAL Bridge
Background and Regulatory Options
July, 2008

Since opening on July 4, 2004, the Sundial Bridge has experienced a significant number of visitors, both local residents and visitors. While there are spikes in use depending on the weather and the hour of the day, the flow of people remains consistent throughout the year. The peaks occur on weekends, in the early evening during moderate weather, and late evenings during the warmer summer months. Traffic wanes considerably during hot mid-afternoons and periods of heavy rain or wind. Along with most outdoor activity, use of the Bridge has waned significantly during the constant smoke from recent wildfires.

A conservative estimate of annual use is 375,000 people. There has been no detailed survey of how many walkers, bicyclist, people with dogs, photographers etc, are using the Bridge. The greatest number are walkers, usually in groups. Because of the width of the Bridge many walk 2 or 3 abreast.

The Sundial Bridge was designed with the anticipation of heavy use. The Bridge deck is 23-feet wide and the approaches are also wide. The Bridge attracts large volumes of people and multiple functions, which at times create conflicts. The Bridge serves as an important link in a non-motorized transportation corridor (the Sacramento River Trail is a Class 1 Bikeway), an invaluable connection for the enjoyment of visitors to Turtle Bay, an outdoor classroom for busloads of school children and a popular venue for outdoor photography, recreational and trail access. Much of the time, all of these activities co-exist as the various user groups recognize the need to modify how they use the Bridge to accommodate heavy traffic. The cyclists slow down or stop. Pedestrians stop or move to the side to allow cyclists to pass. However, there have been near misses and a few inadvertent contacts between cyclists, dogs and pedestrians. The City and Turtle Bay are engaged in efforts to increase the marketing and promotion of the Sundial Bridge and the Turtle Bay campus. Planned Trail improvements over the next few years to connect the Sundial Bridge to the Hilltop Drive hotel area will only increase the number of local and out-of-town users.

As part of a River Parkway grant, the City and Turtle Bay are designing wayfinding and interpretive signage for the Trail, Bridge and the Turtle Bay campus. If new regulatory signage is ultimately recommended, this would be an opportune time to design and install it under the grant-funded project.

OPTION 1 - Post a reduced speed of 5 mph for the Bridge for bicycle users. During times of heavy use, most cyclist do reduce their speed, out of necessity. Many of the comments received from cyclists are that they recognize the unique user patterns on the Bridge and that pedestrians do have the right-of-way. Reducing the speed to 5mph would not create a significant imposition to bicycle users but could help to soften user conflicts. It is important to recognize that enforcement of any existing or proposed regulations on the River Trail are difficult. There has been only limited police presence and not additional enforcement resources are anticipated.

However, there is a higher public profile at the Bridge with Turtle Bay staff present every day, security cameras and security personnel at night. Signage combined with public education as to why the reduced speed is being imposed may result in higher voluntary compliance.

OPTION 2 - Invest in a significant public education campaign. During the mid 1980's there were similar conflicts and concerns for bicycle, roller bladders and pedestrian use on the River Trail. At that time the Trail was 6 and 8-ft. wide and use had far exceeded the design capacity. The City addressed those issues by widening the Trail to a consistent 12 feet and conducting a short, but effective campaign to educate the public about sharing the Trail. "Share the Trail" signs were posted, local bicycle shops donated bells that were given out to Trail users and news articles and television interviews covered the issue. A similar effort by staff and user groups would help alleviate future conflicts/concerns.

OPTION 3 - Provide more signage to encourage safe multi-use of the Bridge and Trail system. In part, this is being addressed with the Sacramento River Parkway project. Additional signage can be included in the project, if directed by the Commission.

OPTION 4 - Require cyclist to walk their bike across the Bridge. Staff believes this option would not be received well and voluntary compliance would be low. It could also result in lower usage by cyclists who wish to remain within the rules for Trail usage. This may reduce the effectiveness of community efforts to develop corridors for non-motorized transportation. In addition to the infrastructure investments in paved trails and bike lanes, there have also been significant efforts to encourage outdoor use of trails for health benefits. Bicycle use represents a significant component addressed in those efforts.

OPTION 5 - Direct staff to modify the surface of the Bridge to create a center-divided Bridge deck and require (via signage) that all users stay to the right of the center line based on their direction of travel. This would make public use of the Bridge consistent with the rest of the River Trail. This would require some method of creating a center line. It might consist of raised reflective dots glued or welded to the stainless steel trim piece. While the deck is 23-ft wide, the deck is broken up by the support cables in an off-center location. The distance from the line of cables to the upstream railing is approximately 16-ft. The 16-ft of unobstructed deck could be divided in half by a centerline divider. Staff have two concerns for this option as follows:

1. The Bridge is used as a photographic icon for the community. There are hundreds of photos posted on the internet. Modifying the aesthetics of the Bridge deck would not be well received.
2. Getting any kind of compliance to not cross the center line would be difficult and require police enforcement. The typical Bridge user is enjoying the experience of being on the Bridge by going back and forth from one side to the other looking at the river, looking up at the pylon or trying to locate the "perfect" location for a photograph.

Title 10 PUBLIC PEACE, MORALS AND WELFARE*

Chapter 10.21 CERTAIN USES RESTRICTED ON THE SACRAMENTO RIVER TRAIL

10.21.010 Finding and purpose.

10.21.020 Operation--Violation.

10.21.030 Equipment requirements.

10.21.040 Carrying articles.

10.21.050 Bicycle parking.

10.21.060 Violation--Penalty.

10.21.010 Finding and purpose.

A. The riding and operation of bicycles, skateboards, and in-line skates on the Sacramento River Trail can be a cause of user conflicts and potential safety hazards, which adversely affect the enjoyment of all trail users. The provisions of this chapter relating to the regulation of bicycle, skateboard, and in-line skate use are, therefore, necessary for the public's welfare.

B. Section 21206 of the California Vehicle code provides local jurisdictions the authority to regulate by ordinance the operation of bicycles on pedestrian facilities.

C. The city of Redding has authority, under its police power, to adopt regulations concerning the use of skateboards and in-line skates on pedestrian facilities.

D. This chapter shall not apply to the riding or operation of bicycles, skateboards, or in-line skates on streets or highways or in other areas which are specifically governed or preempted by the California Vehicle Code.

(Ord. 2250 § 2 (part), 1999; Ord. 1930 § 1 (part), 1990)

10.21.020 Operation--Violation.

A. It is unlawful for any person to ride or operate a bicycle, skateboard, or in-line skates on the Sacramento River Trail, or its environs, in an unsafe manner or speed, or to exceed a maximum speed limit of ten miles per hour.

B. It is unlawful for any person to ride or operate a bicycle, skateboard, or in-line skates on the Sacramento River Trail, or its environs, where signs prohibiting that activity are in place.

C. It is unlawful for any person to ride or operate a bicycle, skateboard, or in-line skates upon the Sacramento River Trail, or its environs, while under the influence of an alcoholic beverage or any drug.

(Ord. 2250 § 2 (part), 1999; Ord. 1930 § 1 (part), 1990)

10.21.030 Equipment requirements.

No person shall operate a bicycle that does not meet the minimum equipment standards in CVC Section 21201, requiring adequate brakes, handlebars, and lights for nighttime use, and CVC Section 21204 requiring seats on bicycles, child seats, and helmets for children who are passengers on a bicycle. (Ord. 1930 § 1 (part), 1990)

10.21.040 Carrying articles.

No person operating a bicycle shall carry any package, bundle, or article which prevents the operator from keeping at least one hand upon the handlebars of the bicycle. (Ord. 1930 § 1 (part), 1990)

10.21.050 Bicycle parking.

No person shall leave a bicycle laying on its side or park it on the paved portion of the Sacramento River Trail. (Ord. 1930 § 1 (part), 1990)

10.21.060 Violation--Penalty.

Violations of this chapter are declared to be infractions, and violators shall be punished as follows:

- A. A fine not to exceed one hundred dollars upon the first conviction;
 - B. A fine not to exceed two hundred dollars upon the second conviction within one year of the first conviction;
 - C. A fine not to exceed two hundred fifty dollars for a third or subsequent conviction within a one-year period;
 - D. The fine for violation of Section 10.21.010(B) shall be two hundred fifty dollars.
- (Ord. 1930 § 1 (part), 1990)

[<< previous](#) | [next >>](#)

City of Redding Bikeway Plan Revision
Assessment Committee

30 June 2008

Community Services Advisory Commission
City of Redding
777 Cypress Avenue
Redding, CA 96001

RE: Bicycle and other uses of the Sundial Bridge

Dear Commissioners,

I am a bicyclist and frequent user of the Sundial Bridge and River Trail as a means of commuting to Shasta College and other venues in town. While I am well aware that sometimes bicycles and pedestrians are a difficult mix, I think the idea of requiring bicyclists to walk their bikes on the bridge is unreasonable.

On the whole, I think there is plenty that bicyclists and pedestrians can do to work together on this. Bicyclists should slow down and pedestrians should be more aware of sharing the path. A sign as one nears the bridge would be a start. I have a bell on my bike and use it when approaching pedestrians from behind as well as usually state something like "on your right." Granted, many pedestrians start frantically weaving all over the place trying to figure out what "their right" is. In Europe, most shared paths have lane lines and bicyclist/pedestrian icons to mark who goes where. Perhaps get Santiago Calatrava's suggestions before laying down any lines though! Come to think of it, I am sure he would not approve of a measure requiring bicyclists to walk on the bridge.

I think in general the whole Redding community would benefit from a major public relations campaign with respect to bicycling advocacy --- and then of course back it up with increased bicycle routes. Such a campaign could be geared to target existing bicycling community (reminding them of the rules of the road) and to the great unwashed masses (reminding them to share the road, and perhaps even giving bicycling a try). I think City Hall and city and county officials should be some of the first to participate in a kick-off program to advocate bicycling at least once a week to work. I will personally ask council-member Jones to participate (☺). I think that office, commercial, and industrial buildings should be required to provide a bicycle parking areas, preferably covered, and for bigger employers, a shower facility for employees. I think that a portion of the TIF should be dedicated to bicycle route planning and building.

Sincerely,

Elin Klaseen
2900 Valentine Lane
Redding, CA 96001



Redding Bikeway Plan Revision Assessment Committee

July 1, 2008

Community Services Advisory Commission
City of Redding
777 Cypress Avenue
Redding, CA 96001

RE: Bicycle and other uses of the Sundial Bridge

Dear Commissioners,

At a regular meeting of the Bikeway Plan Revision Assessment Committee on June 17, 2008, the Committee provided suggestions and potential solutions regarding use of the Sundial Bridge. It is understood that the Commission is seeking public input, and the Committee includes representatives from several bicycling organizations in Redding (Shasta Wheelmen, We Ski II, Redding VELO, etc.) as well as non-affiliated cyclists. The Committee indicated that the Sundial Bridge is a key link for cyclists, especially for commuting, and that closing it to bicyclists would be an extremely poor choice. Furthermore, a portion of the bridge construction costs were funded by ISTEA funds, ensuring the bridge would be used by cyclists for transportation.

The following list includes suggestions from the Committee on resolving the potential for pedestrian-bicycle collisions:

1. Signage indicating what is allowed (vs. signage indicating what is prohibited); could include graphics showing placement of bicycles and other wheeled traffic (Segways) and safer pathways for pedestrians (signed graphics on pavement before bridge entrances and/or posted signs)
2. Move the planters at each end of the deck further from the bridge entrances as they create a natural gathering place for pedestrians (gridlock)
3. Post a 5 MPH speed limit
4. Create a pathway down the center that indicates bicycle passage to warn pedestrians moving across the bridge from side to side (this can be made from stick-on striping or other deck compatible material)
5. Signage on Turtle Bay Café/Museum access road at intersection with Sundial Bridge Drive to alert vehicle drivers that this access road is for immediate loading/unloading of passengers and not to provide vehicle access across the bridge

The Committee recognizes and has observed that many more individuals are using bicycles for

transportation due to increased fuel costs and supports the Commission to find solutions prior to the completion of the Sacramento River Trail extension to Highway 44. Closing the bridge would be intolerable to cycling commuters, as this is the safest route provided to get cyclists across the river. Many cyclists using the bridge on a regular basis have learned to ride defensively due to the unpredictability of pedestrians and dogs and acknowledge the need to yield to pedestrians.

Thank you for your consideration of these recommendations.

Sincerely,

Handwritten signature of Chris Glover and Sara Sundquist. The signature is written in cursive and includes the names 'Chris Glover' and 'Sara Sundquist' joined by an ampersand.

Chris Glover & Sara Sundquist
Bikeway Plan Revision Co-coordinators
(On behalf of the Committee)

RECEIVED VIA EMAIL ON JULY 4, 2008

I am the Sundial Bridge and Sacramento River Trail's greatest fan. I am pleased that rollerblades have not been banned from the bridge. I live in the Garden Tract. With the opening of the Sundial Bridge, the Trail is within easy reach of my house. My greatest concerns are about the pedestrian access to the Civic Center/ Museum/ Sundial Bridge area. This is a very congested, and hostile area for walkers, bikers, and rollerbladers. I hope the Dana Drive construction includes pedestrian friendly development to the Sundial Bridge and Sacramento River Trail.

I would also suggest that the ACID canal road as it runs from the Civic Auditorium Bridge south be developed as an extension of the Trail. I have read that some residents in the Parkview area have complained that property values would suffer from trail development along the Canal. Consultation with real estate agents would confirm or dispel that notion. The Canal road between Cypress and Butte St. could be developed as a "Stage One" and its impact on property values assessed.

The River Trail is Redding's single greatest asset. I am pleased that you are evaluating its use.

Thanks,

Jim Kennedy
620 Lincoln Street
Redding, CA.

RECEIVED VIA EMAIL ON JULY 5, 2008

I saw the signs at the bridge and #1-thank you for putting them at both ends because I usually just use the one side opposite of the parking lot. I have to work at the time your next 4pm meeting is, so I looked on the website and read the agenda and wanted to put my input in that you asked for.

I am not a biker, I walk from the senior center to the bridge and back each Saturday morning before starting off on my weekend duties. The bikers, walkers, joggers and dogs seem to have the system down pretty much, but I think that I see mainly local people using the trails. Maybe the visitors who are so busy looking at the bridge and scenery have caused a few "close-calls", but I can remember gawking the same way when we first had it open to the public and don't blame them for going from one side to the other (I still do that on occasion!)

The handing out of the bells previously might do some good to do it again as I don't think they cost too much money and the bells work great especially for people like me that have a hearing problem or some of the elderly people that use it quite a bit. I don't see too many bikers abuse the part of driving over the bridge and think mainly the pedestrians need to be reminded of sharing a little more.

DO NOT add any glue, stickers, etc to the bridge. We paid for it to be the way it is and I think if we all pull together, it can work out for everyone involved and NO you do not need to put out more money and have any kind of law enforcement, security, "big-brother" people spying on people trying to enjoy themselves in that area. It would be detrimental and offensive to have those security people hanging out as it would be to add some stupid lines or markers on the bridge itself.

I try to be community involved and glad when community leaders ask for the public's opinion. I think your department in general is going positively forward in the right direction and as a constituent, I appreciate your services.

Thank you for taking the time to read my part.

Valerie Kelsay
City of Redding Resident and Bridge/Trail user

RECEIVED VIA EMAIL ON JULY 7, 2008

Terry and Kim:

I've just finished reading your report to the Community Services Advisory Commission regarding the Sundial Bridge rules and regulations. I applaud your efforts of balancing the need for both a safe and sane bridge. I think that the 5 mph recommendation for cyclists is reasonable as is the addition of signage throughout the trail system. I noticed the "share the trail" information you have posted on the web site. This would be helpful to have posted near parking and trail entry points. I think the community especially needs to be educated about the "stay to the right, except to pass" rule.

I do not believe marring the bridge is a worthy idea. Individuals would not be compliant to the rules and thus we would lose the beauty and not really accomplish anything in return. Additionally, I do not believe we want to allocate our precious financial resources to policing the bridge.

I commute to work and back on my bike almost daily. The Sundial Bridge is used in both directions. It would be frustrating to walk my bike, when I can safely cross while riding slowly and defensively. It would be dangerous to walk for those wearing road cycling shoes as they would slide on the glass.

Thanks again for your work on this issue.

Jan McEwen

RECEIVED VIA EMAIL ON JULY 7, 2008

My name is Steve Layton, I am the Shasta County Tobacco Enforcement/Education Officer. During the past couple of years I have received over 20 complaints of drifting smoke at the Sundial Bridge. I have also received complaints of people throwing cigarette butts into the Sacramento River during salmon runs.

I have talked with the person who runs the sweeper squeegee over the bridge. He told me he finds many cigarette butts put out on the glass deck of the bridge.

I would like to recommend that the Bridge be officially smoke free. One way to accomplish this is by placing a "No Smoking" sign on the sandwich board at the entrance to the Bridge.

Thank you,

Steve Layton
Shasta County Tobacco Enforcement/Education
530-225-5052

RECEIVED VIA EMAIL ON JULY 7, 2008

Would it be asking too much to request that bikers walk their bikes across the bridge? I've witnessed many close calls involving bikers and pedestrians, where bikers carelessly weave in and out elderly people, little kids, mothers with strollers, etc. The present situation is a tragic accident waiting to happen. Please give this suggestion serious consideration.

Thanks.

Bob Kinhead

RECEIVED VIA EMAIL ON JULY 8, 2008

Please make the Sundial Bridge a smoke-free attraction for our families! Here are some reasons why:

Secondhand smoke is a mixture of the smoke given off by the burning end of a cigarette, pipe or cigar and the smoke exhaled from the lungs of smokers. Secondhand smoke contains more than 250 chemicals known to be toxic or cancer causing, including formaldehyde, benzene, vinyl chloride, arsenic, ammonia, and hydrogen cyanide. When non-smokers are exposed to secondhand smoke it is called involuntary smoking or passive smoking. Non-smokers exposed to secondhand smoke absorb nicotine and other toxic chemicals just like smokers do. The more secondhand smoke you are exposed to, the higher the level of these harmful chemicals in your body.

Secondhand Smoke Facts:

- Secondhand smoke is classified as a "known human carcinogen" (cancer-causing agent) by the US Environmental Protection Agency (EPA), the US National Toxicology Program, and the International Agency for Research on Cancer (IARC), a branch of the World Health Organization.
- The current Surgeon Generals Report states that there is no risk-free level of secondhand smoke exposure. Even brief exposures can be harmful to children.
- In children, exposure to secondhand smoke exacerbates 400,000-1,000,000 cases of asthma in the United States. New evidence suggests that secondhand smoke is a risk factor for induction of new cases of asthma among children and adolescents.
- A California EPA study estimates that 46,000 (range is between 22,700 and 69,600) cardiovascular deaths, 3400 lung cancer deaths and 430 sudden infant death syndrome (SIDS) deaths are annually associated with secondhand smoke exposure.
- Everyone can be exposed to secondhand smoke in public places, such as restaurants, shopping centers, public transportation, schools, and public attractions. Although some businesses are reluctant to ban smoking, there is no credible evidence that going smoke-free is bad for business. Public places where children go are a special area of concern.

Local, state, and federal authorities can enact public policies to protect people from secondhand smoke and protect children from tobacco-caused diseases and addiction. Because there are no safe levels of secondhand smoke, it is important that any such policies be as strong as possible.

Policy Enforcement Facts:

- Eighty six percent of Californians do not smoke. The vast majority of people do not wish to be subjected to secondhand smoke. The public is demanding that parks – a major place for family gatherings -- be smoke-free. Public demand and expectation have made enforcement a non-issue.
- Based upon reports California cities and counties, the 90 smoke-free park ordinances currently enacted have been, by and large, self-enforcing.
- Local officials do report that the key to successful smoke-free outdoor policy compliance is the posting of clear comprehensive signage in the parks.

Nathan Read, CES

Shasta County Health and Human Services Agency- Public Health

Injury & Substance Abuse Prevention Division

2650 Breslauer Way

Redding, CA 96001

(530)225-5134 (530)229-8460 FAX

RECEIVED VIA EMAIL ON JULY 8, 2008

Dear Kim,

I just heard of the proposed ideas to address bicycle/pedestrian conflicts on the Sundial Bridge. Being a long-time River Trail bike rider and an observer of human nature, I think education is the best option for reducing conflicts. Eliminating conflicts entirely is not possible. There will always be pedestrians who walk with their heads in dark and quiet places.

Regarding trail use: Countless times I have encountered adult pedestrians with dogs and/or children who haven't a clue as to how they should conduct themselves, their charges and their pets in order to assure their safety. There once were posted COR signs which gave brief and cryptic information on the fundamentals, such as walking on the right, passing on the left, issuing audible warnings, keeping kids in hand and pets on leashes, but these signs are no where to be found today. I think they were helpful. I think many more should be reinstalled at every logical point of entry to the trail.

I have encountered adult teachers with parent helpers on school field trips where the whole gaggle of kids had no inkling of the fundamentals of trail etiquette. I have encountered adults with dogs off leash, who were so confident in their pet's ability to obey their orders, that they felt the rules did not apply to them. All of these things can be dangerous, but to put the restrictions you imagine to be a solution on the backs of the cyclist is unfair.

Regarding bridge use: Parents should be required to tell their children of the dangers and how to be safe. Dog owners should NEVER be allowed to unfasten the leash, and bicyclists should always ride slowly when in traffic, warn vocally when passing and be prepared to stop quickly. I think most cyclists are alert and careful riders, but certainly more of them could verbally warn pedestrians when they pass.

The verbal warning is one of the easiest and best practices. Pedestrians appreciate the warnings and I am often thanked for my consideration.

Asking a cyclist to dismount to walk across the bridge is a poor choice. If you have ever walked on a hard, slick surface with clip-in shoes, you will understand. I don't think there are many who would comply. I think it is reasonable to post a 5mph speed limit, which is just a bit faster than a strong walking pace. I think it is important to use signs and visual reminders to educate pedestrians that they too must take responsible for themselves, their kids and pets.

Sincerely,

Bill Ulch
243-7432
teamulch@jett.net