

Memo



To: City Council
From: Terri Partch, City Engineer
Tanya Allen, Transportation Manager
Date: 5/4/2017
Re: Trail Use, Parking, and Pet Safety during the GAB closure

The City is encouraging greater bike and pedestrian travel as a way of reducing traffic volumes during the Grand Avenue Bridge closure. If the anticipated changes in travel behavior materialize, the City's bike, pedestrian, and parking networks will be subject to unusual stresses more characteristic of urban areas. Clarification of existing rules and/or introduction of new regulations will be necessary to accommodate this increase in demand.

A task force comprised of Staff from multiple City Departments reviewed existing policies related to trails and sidewalks; bridges and walkways; parking; and pet safety and identified several areas where changes could be made to maximize use of limited trail and parking resources while minimizing the likelihood of conflicts between users. These recommendations follow.

Trails and Sidewalks

1. Allow Limited Use of E-assist Bikes on Multi-Use Trails

Allowing limited use of e-assist bikes on local paved, multi-use trails will make bike commuting a more viable option for those living 2 miles or more from work and those for whom Glenwood's hilly terrain presents a significant impediment. Issues include what qualifies as an e-bike and whether to allow blanket or restricted permission.

Recommendation:

Allow public e-bike usage (with motor engaged) on the River Trail/RGT, Midland, and Atkinson Trails on a trial basis for a finite period that overlaps with the bridge closure (e.g. August 1, 2017-April 30, 2018). Set maximum speed to 20mph (consistent with current speed restrictions for all users). Continue to allow e-bikes to be treated as bicycles when riding on sidewalks and all other trails with motor off (consistent with current policy).

Implementation

- Amend Code to define what constitutes an electric-assisted bicycle and exclude them from the definition of motor vehicle. Adjust other areas of Code as necessary. (Example Attachment 1A)
- Pass ordinance (Example Attachment 1B) allowing for a specified test period.
- Prepare map of affected areas
- Conduct public outreach
- Solicit public feedback near end of trial period to determine whether the trial policy should be adopted, expanded, or eliminated

N.B.: If public use is not considered acceptable, the Code may still need to be amended to allow for official use by City staff not engaged in maintenance or emergency response. Police Department use is covered under the provision for emergency vehicles.

Additional Background:

According to Colorado State Laws, E-assist bikes are defined as “two-wheeled vehicles powered below 750w and traveling at 20mph/less.” They are allowed on multi-use trails and sidewalks where normal bikes are permitted but **must not use the motor**. Individual jurisdictions can override this rule and/or impose a more restrictive definition. Policies vary from complete prohibition (absolutely no motorized vehicles) to permitted on certain trails with speed restrictions. Few (if any) jurisdictions have no restrictions whatsoever. The recent trend is toward greater liberalization, especially in Colorado. Glenwood Springs appears to have no current e-assist bike regulations and thus defaults to State law.

2. Continue to Restrict Other Motorized Vehicles on Trails, with Exceptions

The Code currently excludes “power driven aids or devices used by a disabled person for mobility” from the definition of a motorized vehicle. Electric Assisted Personal Mobility Devices (EPAMDs, e.g. Segways) currently fall under the definition of motorized vehicles. Some jurisdictions are more liberal with this designation. The School District has asked to use the trail system to transport special needs children via electric vehicles during the detour. The Traveler paratransit service has asked to use golf carts to shuttle riders across the new pedestrian bridge. This type of use is not currently allowed.

Policy Recommendation:

Continue to exclude all other motorized vehicles from City trails, but add language to code that would allow the City Manager or designee to authorize additional exceptions.

Implementation

- Amend Code to allow the City Manager or designee to authorize additional users on City trails.
- Determine whether this also applies to new Grand Avenue Pedestrian Bridge and regulate accordingly.

3. Clarify Rules on Sidewalk Riding

Already congested downtown sidewalks will face additional pressures as more people are encouraged to bike and walk downtown. High traffic volumes on 8th Street and the lack of a through lane on 7th Street means many bicyclists may opt for the sidewalk out of safety and/or convenience unless clear direction and suitable alternatives are provided. Sidewalk riding is currently permitted in Glenwood Springs, with the exception of areas specifically posted. Existing signage is sparse and there is no public communication regarding these boundaries.

Policy Recommendation

Continue to allow sidewalk riding for all ages in most areas but emphasize need to yield to pedestrians. Clarify restrictions in the Downtown area, and provide alternate preferred routes for cyclists where sidewalk riding is prohibited.

Implementation

- Confirm boundaries of Downtown Dismount Zone. Consider adding to Code.
 - Recommended Area: 8th and 9th Streets between Colorado and Cooper; 700-900 blocks of Grand Avenue
- Identify a convenient route those wishing to travel to/through the area can use without dismounting. (10th Street may be the closest non-dismount possibility)
- Post dismount/no sidewalk riding signs and/or pavement markings in Dismount Zone. Examples:





- Mark preferred bike route with signage and/or sharrows as appropriate.
- Include preferred route and dismount zone on published bike map (suggested dismount zone, Attachment 3A).
- Consider whether to make an exception for children 12 and under (some jurisdictions exempt children under 12 or children riding bicycles below a specified wheel size from all sidewalk restrictions)
- Public relations/informational campaign explaining new rules and emphasizing need to yield to pedestrians at all times.
- Enforcement by volunteer bike ambassadors and/or Police as warranted.

Bridges and Walkways

Bridges and walkways are pinch points in the bike and pedestrian networks and thus ripe for conflict if user expectations are not clear. Rules regarding yielding and/or dismounting should be consistent throughout the trail system. Specific rules may be necessary for the Grand Avenue pedestrian bridge given it serves as both a transportation link and a destination in and of itself.

4. Grand Avenue Pedestrian Bridge

The new pedestrian bridge is a critical bike/pedestrian connection between attractions on the north side of the river such as the Hot Springs Pool and Colorado River Trail and restaurants and shops downtown. Every effort should be made to balance transportation and recreation on the bridge so that it is not perceived as a barrier to accessing downtown attractions and amenities. Advocates for the disabled community have expressed concerns regarding the convenience/accessibility of the new pedestrian bridge and requested additional accommodations for the disabled community during and/or after the detour, such as street furniture for resting and connecting golf cart service across the bridge. The Model Traffic Code was amended in 120.040.020 to explicitly prohibit “skates, skateboards, and similar devices” on the old Colorado River pedestrian bridge, so there is some precedent for allowing/excluding certain uses beyond those that apply to the trail system (Attachment 4A).

Policy Recommendation:

Allow bicyclists to ride on the Bridge but emphasize the need to yield to pedestrians. The new bridge is wide enough to accommodate mixed traffic from an engineering standpoint. Continue to prohibit skates, skateboards and similar devices consistent with past practice.

Do not include the bridge on the map of areas where E-assist bikes are allowed to ride with motor engaged. Consider an exception for transport of disabled individuals during the detour period.

Implementation

- Post signs indicating bikes must yield to pedestrians
- Enforce as necessary

5. Other Bridges/Walkways in the Trail Network

Requiring bicyclists to dismount is an impediment to through travel. Most bridges in our system are designed to accommodate mixed traffic at current volumes. Most existing bridges are not signed.

Policy Recommendation:

Allow bicycles to ride on all bike/pedestrian bridges of 10' width or greater. Post signs indicating bikes must yield to pedestrians. Consider "dismount when pedestrians present" signs on bridges if less than 10'. Dismount signs previously posted at Two Rivers Park can be saved for temporary use during high-traffic events.

Implementation

- Remove any remaining signs indicating bicyclists must dismount on bridges and walkways measuring at least 10'.
- Install signs indicating bikes must yield to pedestrians on all bridge crossings
- Work with local advocacy group to promote trail courtesy and yielding behavior

Pet Safety

6. Leash Law

Paved multi-use trails in the City of Glenwood Springs are popular for both transportation and recreation. We anticipate even greater transportation usage during the Grand Avenue Bridge closure. Dogs roaming off-leash on these trails can approach bicyclists and pedestrians, impeding the smooth flow of trail traffic and risking injury to both dogs and humans. As the volume of trail users increases, so does the likelihood of conflict between different types of users. Current code prohibits animals "running at large," defined as "anywhere off the real or personal property of the owner and not under the control of a person restraining the animal by leash" (110.020-Animal Control and Maintenance). No leash length is specified. However, these existing leash laws are currently not strictly enforced.

Policy Recommendation:

Commit to stricter enforcement of existing leash laws on paved trails that function as critical non-motorized transportation corridors. These include the River Trail/RGT, Midland Trail, Atkinson Trail, and Two Rivers Park Trail. Issue a press release informing the public that existing leash laws will be strictly enforced on these trails. Include information in the press release as to where off-leash play is allowed. Consider adding a provision to the code that allows the City Manager to designate specific areas for off-leash dog play and publicize these as an alternative for dog owners.

Implementation

- Issue press release noting increased enforcement areas and areas where off-leash play is encouraged (Example, Attachment 7A)
- Refresh existing trail signage and include information re: leash law on City web pages and trail maps (Example, Attachment 7B)
- Prepare code amendments if desired (Example, Attachment 7C)
- Enforce as necessary

Parking

7. Improved Signage

Existing public lots lack uniform signage and clear information regarding parking hours and restrictions.

Policy Recommendation

Post consistent, recognizable signage on all City-owned lots that includes parking hours. Replace and/or refresh existing parking wayfinding signage to ensure clarity and consistency.

8. Additional Overflow Lots

Several locations have been identified for additional temporary and/or permanent parking lots. These include:

- Youth Zone
- Centennial Drive
- Old Wastewater Treatment Plant
- West Glenwood Mall

Policy Recommendation

Allocate funds for construction/right of entry for one or more of these overflow lots.

9. Managing Parking at Two Rivers Park

The Park's proximity to downtown will make it an attractive location for those interested in parking for the day and walking or biking to their final destination. In the absence of clear signage or enforcement, people may also be tempted to leave cars overnight or for longer periods. Current signage indicates park hours and no overnight camping but does not explicitly prohibit overnight parking.

Policy Recommendation

Designate 5 spaces for official City vehicles and an adequate number of spaces (TBD) for authorized vanpools. Post "No Overnight Parking" at the entrance. Indicate overflow parking locations (e.g. the Centennial lot), if identified. Require boats and boat trailers to park in the Centennial overflow lot.

Implementation

- Order and post signage as necessary.
- Enforce set restrictions.

Attachments:

- 1A. Example Code Revision - E-Bike use
- 1B. Example e-bike ordinance (Vail)
- 1C. Example e-bike use map (Vail)
- 3A. Proposed Downtown Dismount Area
- 4A. Restrictions on the old pedestrian bridge.
- 7A. Example Press Release – Aspen Leash Law
- 7B. Example Public Information Sheet – Aspen Leash Law
- 7C. Example Code Revision – Off-leash areas

Attachment 1A

090.040.110 - Motorized Vehicles Prohibited on City Trails

(a) *Definitions* .

Motorized vehicle means any vehicle, whether or not home-built by the user, that is not solely human powered excluding emergency vehicles, maintenance vehicles, ~~and~~ power driven aids or devices used by a disabled person for mobility, and electric assisted bicycles.

Electric assisted bicycle means a vehicle having two tandem wheels or two parallel wheels and one forward wheel, fully operable pedals, an electric motor not exceeding seven hundred fifty (750) watts of power rating, and traveling no more than twenty (20) miles per hour.

City trail means those trails which are designated on the City's Trail Map.

(b) *Motorized Vehicles Prohibited* . It shall be unlawful for any person to operate a motorized vehicle on any City trail.

(c) Violation of this section shall be a misdemeanor and punishable in accordance with [Section 010.020.080](#) of this Code.

(8-05, § 1; 6-12, § 2)

**ORDINANCE NO. 9
SERIES 2016**

AN ORDINANCE AMENDING CHAPTER 4 OF TITLE 7 OF THE VAIL TOWN CODE TO REGULATE ELECTRIC ASSISTED BICYCLES AND ALLOW ELECTRIC ASSISTED BICYCLES ON BICYCLE AND PEDESTRIAN PATHS IN THE TOWN

WHEREAS, the Town encourages alternative transportation modes that are environmentally friendly and that reduce society's dependence on fossil fuels;

WHEREAS, the Town desires to promote the use of electric assisted bicycles as an alternate mode of transportation and to encourage more people to complete trips by environmentally-friendly modes of transportation;

WHEREAS, currently, the Vail Town Code does not permit electric assisted bicycles to be operated on bicycle and pedestrian paths; and

WHEREAS, the Town Council desires to safely integrate electric assisted bicycles into the Town's bicycle and pedestrian path system and to ensure that the use of electric assisted bicycles as an alternate mode of transportation contemplated by this ordinance is safe, prudent, and in the best interest of all users.

NOW, THEREFORE, BE IT ORDAINED BY THE TOWN COUNCIL OF THE TOWN OF VAIL, COLORADO THAT:

Section 1. Section 7-4-1 of the Vail Town Code is hereby amended to include the following new definition:

ELECTRIC ASSISTED BICYCLE: A vehicle having two tandem wheels or two parallel wheels and one forward wheel, fully operable pedals, an electric motor not exceeding five hundred (500) watts of power rating, and a top motor-powered speed of twenty (20) miles per hour.

Section 2. The definition of "motor vehicle" contained in Section 7-4-1 of the Vail Town Code is hereby amended to read as follows:

MOTOR VEHICLE: Any self-propelled vehicle, other than an electric assisted bicycle or electronic personal assistive mobility device (EPAMD), which is designed primarily for travel on the public streets and highways and which is generally and commonly used to transport persons and property over the public streets and highways.

Section 3. Section 7-4-5 of the Vail Town Code is hereby renumbered as Section 7-4-6.

Section 4. Former Section 7-4-5 of the Vail Town Code is hereby replaced with the following:

7-4-5: ELECTRIC ASSISTED BICYCLES:

A. Model Traffic Code:

1. Except as otherwise provided in this Section, the operation of electric assisted bicycles in the Town shall be exempt from the Model Traffic Code adopted by the Town as well as such other Town ordinances that regulate motorized vehicles in the Town.
2. For purposes of operation, parking, and equipment, electric assisted bicycles shall be considered bicycles and shall be subject to the provisions and regulations concerning bicycles contained in the Model Traffic Code adopted by the Town.

B. Bicycle and Pedestrian Paths: A person may operate an electric assisted bicycle, with the motor activated, on any bicycle and pedestrian path in the Town, other than a bicycle and pedestrian path in any of the prohibited areas set forth below.

C. Prohibited Areas: It is unlawful for a person to operate an electric assisted bicycle with the motor activated in or on the following:

1. Vail Nature Center;
2. Betty Ford Alpine Garden;
3. Village Streamwalk;
4. Children's playgrounds;
5. Turf areas;
6. Natural/unimproved areas; or
7. Sidewalks that are not part of a designated bicycle and pedestrian path.

D. Minimum Age: An electric assisted bicycle shall only be operated by persons sixteen (16) years of age or older.

E. Exception: The provisions of this Section limiting the use of electric assisted bicycles shall not apply to a person with a mobility impairment caused by physical disability that uses the device to enhance that person's mobility.

F. Equipment: All electric assisted bicycles operated in the Town shall be equipped with audible warning devices.

G. Rules: To allow for safe integration of electric assisted bicycles on bicycle and pedestrian paths, the Town Manager may prescribe, adopt, promulgate and enforce reasonable rules that restrict or otherwise limit the time, place or manner of operation or use of electric assisted bicycles;

Section 5. Not later than 180 days after the effective date of this ordinance, Town staff shall provide a report to the Town Council that evaluates whether use of electric assisted bicycles on pedestrian paths is safe, prudent, and in the best interest of all users of the Town's bicycle and pedestrian path system, so that the Town Council may determine whether this ordinance should be repealed.

Section 6. If any part, section, subsection, sentence, clause or phrase of this ordinance for any reason is held to be invalid, such decision shall not affect the validity of the remaining portions of this ordinance; and the Town Council hereby declares that it would have passed this ordinance, and each part, section, subsection, sentence, clause or phrase thereof, regardless of any one or more parts, sections, subsections, sentences, clauses or phrases declared invalid.

Section 7. The Town Council hereby finds, determines, and declares that this ordinance is necessary and proper for the health, safety, and welfare of the Town and the inhabitants thereof.

Section 8. The amendment of any provision of the Town Code as provided in this ordinance shall not affect any right which has accrued, any duty imposed, any violation that occurred prior to the effective date hereof, any prosecution commenced, nor any other action or proceeding as commenced under or by virtue of the provision amended. The amendment of any provision hereby shall not revive any provision or any ordinance previously repealed or superseded unless expressly stated herein.

Section 9. All bylaws, orders, resolutions and ordinances, or parts thereof, inconsistent herewith are repealed to the extent only of such inconsistency. This repealer shall not be construed to revise any bylaw, order, resolution or ordinance, or part thereof, theretofore repealed.

INTRODUCED, READ ON FIRST READING, APPROVED, AND ORDERED PUBLISHED ONCE IN FULL ON FIRST READING this 7th day of June, 2016 and a public hearing for second reading of this Ordinance is set for the 5th day of July, 2016, in the Council Chambers of the Vail Municipal Building, Vail, Colorado.

Dave Chapin, Mayor

ATTEST:

Patty McKenny, Town Clerk

READ AND APPROVED ON SECOND READING AND ORDERED PUBLISHED
this 5th day of July, 2016.

Dave Chapin, Mayor

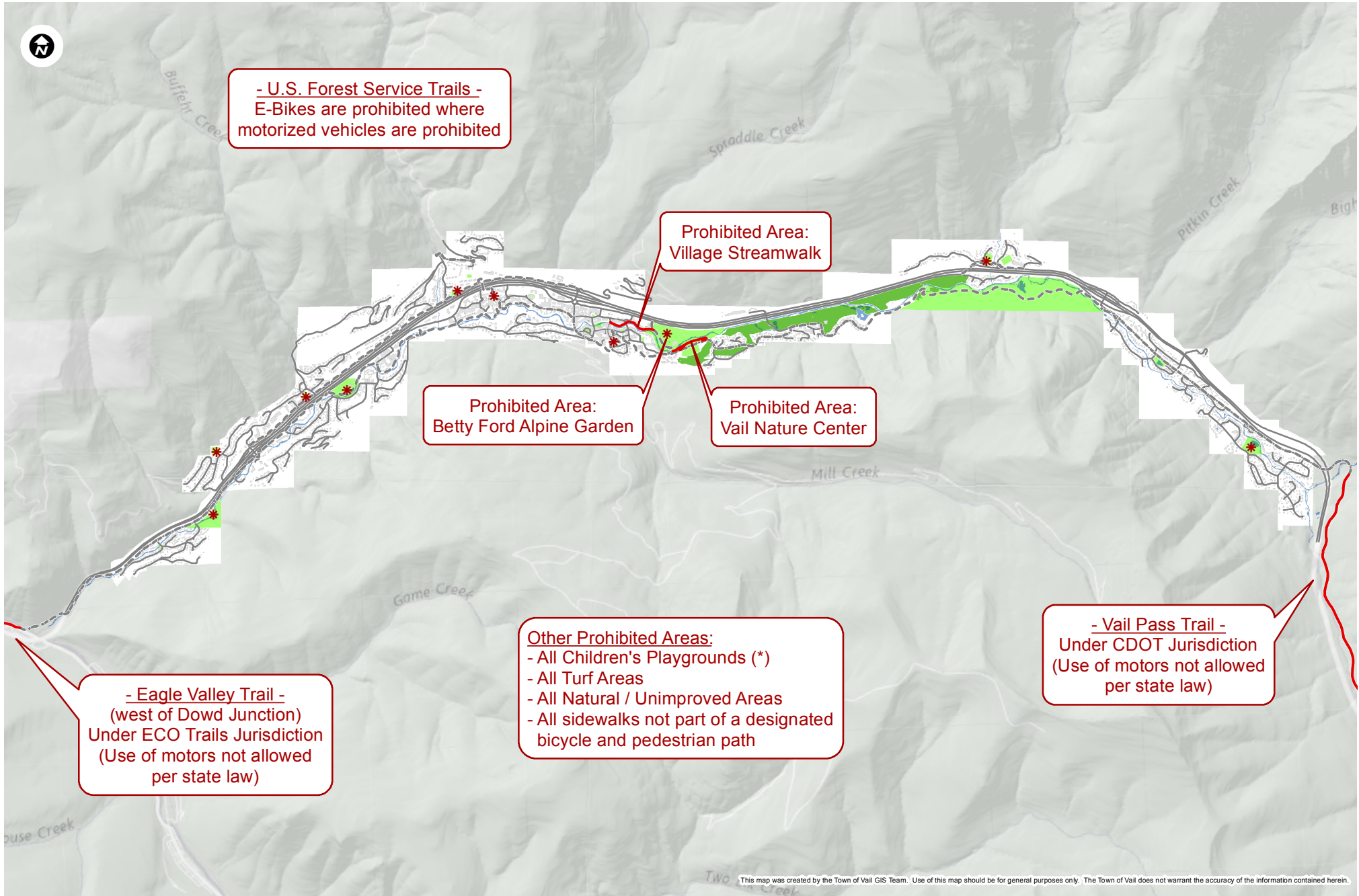
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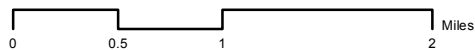
Electric Assisted Bicycles - Use Areas

Per Ordinance No. 9, Series of 2016

July 7, 2016



This map was created by the Town of Vail GIS Team. Use of this map should be for general purposes only. The Town of Vail does not warrant the accuracy of the information contained herein.





Attachment 4A

120.040.020- Additions, deletions, or modifications to Model Traffic Code.

The following sections of the Model Traffic Code are hereby amended to read as follows:

(1)

Part 1 Section 109 of the Model Traffic Code is hereby amended by the addition of a new subsection (14) as follows:

"Section 109(14). Low-Power Scooters, Animals, Skis, Skates, Toy Vehicles and All-Terrain Recreational Vehicles on Highways.

"(14) Skating and Skateboarding Prohibited on Pedestrian Bridge. It shall be unlawful for any person to travel upon the Colorado River pedestrian/bicycle bridge on skates, skateboards or similar devices. For purposes of this section, the Colorado River pedestrian/bicycle bridge is defined to include any and all portions of the bridge existing and in place (easterly of the Colorado Highway 82 bridge), including all ramps, approaches, landings and stairways appurtenant thereto."

(2)

Part 6, Subsection 225(3) of the Model Traffic Code is hereby amended as follows:

(3) Any person who violates subsection (1) of this section commits a class B traffic infraction. Any person who violates subsection 1.5 of this section shall, upon conviction, be punished by a fine of five hundred dollars \$500.00).



Press Releases

What's New?

- ▶ [Calendar & Events](#)
- ▶ [Emergency Alerts](#)
- ▶ [E-Newsletters](#)
- ▶ [Press Releases](#)

Spots to walk dogs off-leash around Aspen

ASPEN - With summer use of Aspen-area trails intensifying, Pitkin County Open Space and Trails is reminding pet owners where they can walk their dogs off-leash.

Areas for watchful off-leash play include: Rio Grande Park, Wagner Park, Smuggler Mountain Road and the Marolt Open Space. The pond at Marolt, along Castle Creek Road on the western edge of the property, is available for dogs who like to take a swim. There is also an irrigation ditch for water-loving dogs to enjoy. In all off-leash areas, dogs need to be in sight and under voice control.

In addition, many U.S. Forest Service and Bureau of Land Management lands offer off-leash alternatives. Know before you go!

Dogs are prohibited at the City of Aspen Golf Course, Cozy Point Ranch, Sky Mountain Park, North Star Open Space and at the Maroon Creek wetlands.

City and county leash laws are enforced in the downtown pedestrian malls, at Herron Park (including the wading area), the Hunter Creek Trail, Rio Grande Trail, Jenny Adair Wetlands, Marolt Wetlands (near the Marolt Ranch housing), and at the playing fields on the Aspen schools campus and at the Aspen Recreation Center.

Having a dog off-leash in areas where leashes are required, and uncollected dog waste, are both ticketable offenses.

Most public lands are multiple-use areas. Enjoy, share and be aware.

Contact: John Armstrong
970 920-5399

Posted on Friday, June 20, 2014

[Return](#)



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ENJOYING ASPEN WITH YOUR DOG

Welcome to Aspen - a great place for dogs! By following the rules and obeying signage you will help keep Aspen a dog friendly town. Aspen's dog friendly atmosphere is a delicate balance that depends on responsible dog ownership, including use of leashes and picking up after your pet. This card is a reference to help you be on top of your game as a dog owner. Happy Tails!

*AS YOU TRAVEL ABOUT TOWN,
YOUR PET MUST BE LEASHED.*



THE CITY OF ASPEN

QUESTIONS OR CONCERNS CONTACT: 970-920-5120

Ticketable Offenses:

- *Dog at Large (Off Leash)*
- *Uncollected Pet Waste*

Areas for *watchful* off-leash play with your pet:

- Rio Grande Park
- Wagner Park
- Smuggler Mountain Road
- Marolt Open Space.
(Roundabout pond encouraged for swimming dogs)

Dogs Strictly Prohibited:

- City of Aspen Golf Course
- Cozy Point Ranch
- North Star Open Space
- Maroon Creek Wetlands

Leash Law Strictly Enforced:

- Downtown *(Including Ped. Mall)*
- Herron Park *(Wading Pool Included)*
- Hunter Creek Trail
- Rio Grande Trail
- Jennie Adair Wetlands
- Marolt Wetlands *(Near Housing)*
- Playing Fields at School Campus and Aspen Recreation Center

Attachment 7C

ARTICLE 100.020 - ANIMAL CONTROL AND MAINTENANCE

100.020.010 - Definitions.

As used in this article, the following words shall have the meanings ascribed to them:

Animal means any vertebrate creature other than a human being.

Animal litter means defecation by an animal.

Animal owner means a person who owns an animal; has a property right in an animal; or intentionally has an animal in his/her custody, possession, maintenance, care or control. Animal owner shall include a person who is temporarily boarding an animal or has undertaken the care, custody, control, maintenance or possession of an animal, and includes a person providing food, drink, shelter, or care to stray animals otherwise running at large.

Dog-off-leash area means any area on city property designated by the City Manager or the City Manager's designee as an area in which dogs may be allowed to run off leash.

Harboring means the occupant of any premises on which an animal is kept or to which it customarily returns daily for food and care for a minimum period of ten (10) days is presumed to be harboring or keeping the animal.

Rabies vaccination means inoculation of an animal with a rabies vaccine approved by the Colorado Department of Public Health and Environment.

Running at large means anywhere off the real or personal property of the owner and not under the control of a person restraining the animal by leash. Excepted from this definition are dogs under the direct supervision of a handler in an area designated as a dog off-leash area.

(35-92 § 1; 7-05, § 1)

100.020.120- Animal-Related Nuisance.

(a) Circumstances in which animal ownership, custody, maintenance or control creates, contributes to, or permits any of the following undesirable animal conduct or conditions upon public or private property causing injury or substantial annoyance, or discomfort to the health and welfare of others shall be unlawful.

- (1) Molesting pedestrians or passing vehicles;
- (2) Attacking or chasing people or other animals, with the exception of trespassers upon the private premises of the animal owners;

- (3) Damaging public or private property, including failure of the owner or custodian of an animal to immediately remove feces deposited by such animal upon any public or private property (other than property of the owner);
- (4) Running at large;
- (5) Making continuous noise in an excessive manner which is persistent and loud enough to be heard beyond the premises where the animal(s) is kept or harbored, and which substantially interferes with the reasonable use and enjoyment of other nearby properties in the community.
- (6) The existence of substantial stench/offensive odor, or general unsanitary conditions in which the animal(s) is kept, so as to interfere with the reasonable use and enjoyment of other nearby properties or otherwise make their physical occupation unreasonably uncomfortable.

(b) No animal owner shall permit any animal-related nuisance or condition caused by animal(s) in his/her temporary or permanent care, custody, control, maintenance or possession.

(c) Animal control or law enforcement officials shall have the specific authority to impound an animal(s) upon violation of this Code section and to issue uniform citations to the animal's owner. Officials shall possess the power to enter private property in the performance of their duties only if consent of the owner or occupant of the property is freely given or a search warrant is obtained or in the event of the imminent actual harm to the animal or others.

(Code 1962 § 20.8; Code 1971 §§ 3-3, 3-4, 3-33; 35-92 § 3; 26-96 § 1; 18-98 § 8, 7-05, § 1)