

Summary

Parley's Creek Trail is being planned as a multi-purpose pedestrian and bicycle trail connecting two existing trails, the Bonneville Shoreline Trail at the east end and Jordan River Trail at the west end. Along the way Parley's Creek Trail has the opportunity to traverse and connect Parley's Crossing, Hidden Hollow Nature Area, Tanner Park, Sugar House Park, Sugar House Business District, Forest Dale Golf Course, South Salt Lake, Roper Train Yard, Workman Park and Glendale Park as well as various neighborhoods, commercial centers, employment areas and community destinations.

Under the direction of the Salt Lake County Parks and Recreation Department, Gould Evans Associates conducted a 5-day on-site workshop during the week of May 12 - 16, 2003. Staff from the consulting firms of Gould Evans Associates, Urban Edges, CRSA, PSOMAS and LSA were included on the workshop design team. The design team worked closely with the County Parks and Recreation staff throughout the workshop to develop several concepts and determine a preferred direction for the Parley's Creek Trail Master Plan.

During the workshop the design team also worked with representatives from PRATT and the public to understand existing issues, consider desired goals and evaluate alternative possibilities. Several members of the design team rode bicycles the entire length of potential routes for the trail. Also, driving tours of the area took place and interviews were conducted with several individuals in the project area. The workshop concluded with a public open house to review and comment on several alternative approaches and alignments for the trail.

This report is intended to document the results from the public involvement activities that took place during the weeklong workshop and sets the foundation for the development of the Parley's Creek Trail Master Plan.



It should be noted that the field observations and alternatives developed during the workshop are recorded in the Master Plan document. It is the intent of this master plan supplement to provide only a record of the notes and comments received from the key person interviews and public meetings during the workshop as background information. This record was taken directly from interviewer's notes and comment forms submitted by the public participants. The comments and responses gave the design team an initial understanding of the community's attitude and political context of the potential Parley's Creek Trail.

Walter Heard Interviews

Irwin Berry, Congregation Kol Ami

Mr. Berry commented that there would be a favorable response from the community regarding the proposed trail.

When asked what he thought the issues would be with the project, he responded:

- Security is the primary concern
- The proximity of the rail and trail to the adjacent houses might necessitate walls and/or fencing
- High Holiday Services
 - Use of outside Security could be used
 - It should be no problem if schedule could be worked out
 - The trail should be closed for three days in Sept-October (the 27-28th Sept and 6th October) unless the trail is completely screened off

Goals that he would like to see included:

- Do not require access through property to the trail
- Update Tanner Park (built in 1982) including:
 - Tennis Courts
 - Pavilion
 - Softball
 - Trail
 - Pond
 - Parking for 50+ cars
- Park has been a good neighbor
- Trailhead might be possible near the intersection
- Trail separation is an attractive alternate

Nate Adler, Parley's Crossing

The major issues Mr. Adler can envision for Parley's Creek Trail are:

- Relating to the Golf Course
- Negotiating around the "Spaghetti Bowl"
- Detailing safe street and intersection crossings
- Tying into the new Parleys Crossing Tunnel

Some of the Goals he has for the project:

- Changing current public thinking about trails
- Plan the trail system for future growth
- Changing the governments thinking about trails
- Linking to existing neighborhoods
 - St. George is a good example

Mark Smedley, Chairman of the Poplar Grove Country Club, Chairman of the Mayors Bicycle Advisory Commission

While discussing the project Mr. Smedley brought up a few issues he felt were important:

- A shared bridge with light rail when it crosses the railroad track to West Valley City
- More partnerships with UTA need to be established
- Street intersection crossings need to be well thought out and safe

Several goals were also discussed:

- A shared bridge & ROW with UTA where it crosses the railroad track to West Valley City
- Build unconnected segments, if possible, as funds are available, until segments can be connected
- Signage to link neighborhoods to the trail system
- Add stripped bike lanes to create more confidence in shared use lanes
- Loops that tie into neighborhoods
- Cities and Counties adjacent to the trail work together

Bruce Talbot, South Salt Lake Economic Development

Mr. Talbot thought the following issues are important:

- Burton Lumber moving in next 3 months
- There are several old established businesses, how will the trail impact them?
- Light rail along this corridor is going to be a long way in the future
- Doug Whitte has purchased several original "old trolley cars" that might be used
- Police, Fire and Medical access will be needed

- Crime and Vandalism must be controlled
- How will it affect taxes?
- The trail must look good and well maintained
- Will there be hours that the trail is open?

Goals he would like to see:

- Link trail to existing businesses' like Garner Village
- Create a cultural corridor along the trail

Judy Sieback, Chairwoman of the South Salt Lake Community Council

Ms Sieback had several issues she felt were important to be discussed before the trail could be accepted:

- There is a lot of hangover resentment from the construction of Highway 80
- Low income rental property adjacent to the trail would not benefit from it
- There are some "hot spots" (ie. 5th East, 2200) that would be effected from the development
- Security along the trail would be difficult
- Would the cost of more security, lighting, maintenance and snow removal out-weigh the benefits?

With that said, she said the goals should deal with the issues:

- The trail should have good security
- The trail should be well lit
- The trail should tie the community back together and help preserve the community
- The trail should be designed to work with the tracks

Clark Nielsen, President Sugar House Park Authority

Mr. Nielsen's response to the question of issues was:

- A tunnel entering the park is a good thing
- He would like to keep park like it is
- There are only a few parks on the east side
- The entrance should be gated to provide security

He also stated his goals would be:

- To keep the trail in highway ROW
- Limit intrusion into park to the tunnel or crossing
- There should be no trail heads in the park, but provide access
- Have gated access

Russ Lyman, David & Francine Morrow, resident property owners

Russ, David & Francine felt there were several issues that needed to be discussed:

- They like the trail but don't like the trax adjacent to it
- Easements should be issued to provide access the adjacent property
- Security should be tight along the trail
- Irrigation should be provided along the trail the maintain the vegetation
- Privacy for property owners
- A trail would be ok if it does not limit the use of the property
- The South side of I-80 would be ok for the trail alignment instead of along the golf course

The most important goals they thought should be accomplished are:

- Extending the character of 'sugar house' along the trail
- Quality lighting
- Useful way finding

Frank Brown, Phil Richards, Sons of Utah Pioneers

Frank and Phil had the same answer for the question of their issues and goals:

- No trail head at their location

Phil Clinger, President of the Salt Lake City Country Club Golf Course

Mr. Clinger brought up several issues he felt needed to be addressed in the trail plan:

- How do you deal with the slopes & grade changes along the trail
- Security and the safety of the trail user
- The 11th & 13th greens are very tight against the property line
- Privacy for the businesses and residences the trail would pass by

Dave Knopick Interviews

Armond Johansen, Co-owner of Sugar House Commons Development

During the conversation, Mr. Johansen brought up several issues he felt needed to be addressed in the trail plan:

- The plan needs to identify this as a “Regional Trail”
- The trails should be designed as a Multiple Use Trail (ie. Bikers, walkers, etc.)
- Provide for a varied user group
- People don’t see what the value is to them
- Doesn’t impact current uses such as Sugar House Park and Parley’s Nature Park
- Pride in community
- Provide a guide indicating quiet walks, picnics and walking opportunities etc.
- Safety with current system
- Identify primary route users
- Only constraint is leases with performance standards including parking areas

The goals he felt were important include:

- Reconnecting neighborhoods and neighbors
- Grade separated trail and aesthetic improvement
- Create a “Hierarchy of Trails” with “One trail” highly identifiable in the community
- Identify a Connection/Destination that would give the community “a sense of place”
- Sugar House
 - Get people to it and through it
 - Maintain a pedestrian friendly area
 - Encourage family environment
- “The very best location” to walk to

- “Make the community investment. Stake the claim” at least temporarily

Lorin Brown, Parley's Crossing

Ms Brown had a few issues she felt needed addressing:

- The perception of people will be “what is it's purpose” we will need to address this perception
- Funding –the community will have to want to do this if funding is going to be acquired

Goals for the project include:

- Recreation for kids/families
- Creating good connections to other opportunities
- Create greater access to and from the trail
- Alternative transportation to destination places
- Sugar House is an asset for the trail
- Connections to other destinations

Dale Lambert, Salt Lake City Council Member

When asked what he thought the issues would be with the project, he responded:

- How do we deal with the Country Club
- South Salt Lake has some minor issues
- Use ready made connections
- Create connections make sense
- Design for multiple users
- He likes the vision-tying to existing trail and elements
- Cost concerns of getting through Sugar House/Hidden Hollow
- Technical problems such as Tunnel safety issues
- The Councils abstract vision supports the concept in general but what is the cost and where is the funding coming from? They need those questions answered.
- Old canal – North/South
- 10th/11th East in Sugar House
- Parking conflicts in Nolan Areas

Goals he would like to see:

- Creating a phasing plan

- First section could be the trail from Sugar House to South Salt Lake
- Tying into the west end at Raging Waters/Glendale Park
- Looking into potential funding sources such as
 - RDA District...source of funding potential in Sugar House
 - Community Impact Bed
 - Zap Tax
 - ISTEPA Funding

Salt Lake City Staff

Staff had several issues and ideas they thought should be brought up during the master planning process:

- There is great interest and a lot of people working it – push it a little more than a typical trail
- Preserve the concept with use of UDOT ROW in the Master Plan – claim is made by plan but must be done by construction
- The Master Plan must reflect thinking that can be accepted by UDOT
- Alternative transportation mandates are emerging with UDOT
- UDOT is constructing a sound wall along I-80 around 23rd East, and on 17th/20th sound walls on south side of I-80 will be going up this summer
- The trail along the north side of I-80 is a better solution
- Backyard traffic concern - is the trail an amenity or does it bring strangers
- A local survey on amenity/perception needs to be done
- Sugar House Park is a retention/detention basin. It is designed as the largest detention basin in SLC with 13 ac.ft. of storage, conduits going to Liberty Park. Design catchments are at the top of upper valve in park
- 7th, State, 13th are not even using mid-block signals to accommodate crossing

Bob Searns Interviews

Bruce Talbot, Director of Community and Economic Development, South Salt Lake City

South Salt Lake has a mature population with 20% having lived there over 30 years with many retired folks on Social Security. There is a predominance of rental units (62%) and smaller households (2.1 people per unit). There are some “starter families” as well as some transient people settling or passing through the area. Mr. Talbot wants to see the enhancement of South Salt Lake City through sound planning and improvements. The area along the corridor is changing to a mixed-use character. People do not want to see the neighborhoods along the corridor bisected. He envisions the creation of a pedestrian-friendly area along the trail corridor through South Salt Lake City. The rail right-of-way is 66’ wide. He indicated that Burton Lumber is leaving the area. It had been an “icon” to the community since before 1938. They were the only remaining freight customer along the rail spur. It appears the land will be redeveloped as retail spinning off of State Street.

He believes that in the future of the rail corridor and river bottom area will remain primarily industrial/distribution land uses. There may be an Envision Utah corridor study conducted for the area. The City has considered projects such as a Farmer’s Market that recalls the historic use of the rail yard area for agricultural products transport. The Farmer Market might have to compete with the Fairgrounds, Murray City and others for visitation.

When asked what his ideas and issues with the project would be he responded:

- Important not to create the sense of bisecting the community. Improvements should tie the north and south sides together.
- Should link to the Columbus Community Center.
- There have been some issues with the Sugar House Spur such as dumping, gangs, graffiti, no maintenance, possible hazardous materials.
- There is concern about creation of an “open area” with undesirable people coming in and out.
- Possible trolley-run potential. (See Bob White regarding this.)

- Could possibly have plazas and open court areas along old rail corridor. The City would be interested in discussing this. Economics and assembly of parcels would be part of the challenge.
- Perhaps there are opportunities for an artisan/crafts “lofts” type of community.
- A number of residents may be resistant to change or disruption of the neighborhoods.
- State Street and some other major streets are difficult for pedestrian crossings.

Goals:

- He would like to see a well-designed trail and corridor with easy access, appropriate lighting, public safety addressed and exclusion of motorized vehicles.

Wayne Johnson, Salt Lake County Park Operations (Glen Lu from agency also stopped in and introduced himself.)

Mr. Johnson oversees operations and maintenance for the agency. They currently maintain parts of the Jordan Trail some of which they do and some of which (trailheads) is performed by contractors. Also, the County rents some of its equipment. He responded to questions and also added that he could provide additional more detailed input when it is time to review specific drawings.

When asked what his ideas and issues with the project would be he responded:

- He recommends a coordinated approach to O&M with a single entity responsible for oversight.
- He recommends high-quality durable system and components and prefers to see a concrete trail surface for off-street trails.
- He says it is important to have coordination of events among the trail managers.
- He supports the idea of having a Standard Operating Procedures Manual for trails and greenways.
- Local jurisdictions should patrol. (County has had youths and seniors as “rangers” on patrol.

- It is important for O&M people to have opportunity to look over and comment on draft plans.
- Need to be sure the trails and facilities are ADA accessible. County has had some complaints in the past.
- Would like to see uninhibited flow of the trail without roadblocks and disruptions with grade-separation of the trail from street traffic where feasible.
- Should separate cars from users.
- Avoid condemnation of private property.

Goals:

- Pursue a coordinated, interconnected trail system and O& M effort among the jurisdictions.
- Would like to see a youth program.
- Build a quality system. Build it well to endure.

Suzanne Weaver, Interested Resident in the Corridor

Ms. Weaver lives in the Country Club area. She has been involved in community activities and has contacts with many residents and groups who can input into the trail planning and development process.

When asked what his ideas and issues with the project would be she responded:

- Sugar House is an artist's community. The plan should play up on this perhaps including an art park along the corridor.
- Trail corridor should sensitively fit into the environment and the slopes along the highway.
- Victor Ayers will be a good resource person regarding development in the area including Hidden Hollow.
- There is a need for access to/from the Canyon Rim neighborhood.
- Would also be good to have a serious commuter route for bikes and pedestrians as well as side loops and connections in to the neighborhoods.
- Tanner Park would be a good trailhead.
- Would be good idea to run an antique trolley along the spur line. A rail-with-trail in a landscaped corridor with artists and community gardens could be a good notion.

Goals:

- Pursue a quality system that fits into and reflects the community character.

Public Input Response Form– Open House Summary, May 14, 2003

1. *What do you think are the three most important issues or problems related to developing the Parley's Creek Trail?*

1. To be used. It needs to be removed from motorized traffic (like Jordan Trail & Parley's Crossing).
2. It needs to have the trail wide enough to comfortably accommodate bi-directional bike & foot traffic
3. Trail needs to be protected from the UTA 'empire' – i.e. permanent.

1. Draft an MOU with UTA for trail use & landscaping
2. Trail access to Jordan River Parkway
3. Public PR campaign to support trail & funding

1. Get the rail ROW – condemn property sites if necessary
2. Get control of land sites for pocket parks & gateways
3. Plan for more growth than you expect – Trax usage is good example

1. Overcoming obstacles posed by street, Fwy & rail tracks
2. Dealing in conflicts around private property issues/impacts & crossing encroachments
3. Resolving details

1. Congregation of property
2. Public opinion concerning safety
3. Funding

1. Make it wide enough for slow walkers & bikes – 14-16 feet PLEASE

2. Safe – on grade ped x-ings at 7th, 9th
 1. Communicating with community members
 2. Developing a cost effective plan
 3. Coordinating trail development with future TRAX plans

1. Easy flow of traffic (minimal lights, etc.)
2. Enhancing communities/businesses along route
3. Long term maintenance

1. The privacy of the residences would lose

1. Peace of mind for the people will be disturbed

1. The cost of maintaining the trail
2. The loss of privacy to residents
3. The loss of parking on one side of the street

1. Too much 'red' tape to get it done

1. Connecting communities
2. Alternative transportation access
3. Costs

1. We think it is fabulous that it may actually be built
2. Residents need unbiased info on effects on property value & crime
3. City, County & State Gov't need viable & effective funding mechanisms

1. Funding \$
2. Maintaining & preserving natural beauties and improvements – long term
3. Deciding who are the majority users. Recr. Walkers, bikes, etc.

1. Raising the funds
2. Coordinated planning among jurisdictions
3. Coordinated planning among "neighbors" to project

2. *What do you believe is the top priority or goal that needs to be accomplished in order for the Parley's Creek Trail to be successful?*

- A full length Parley's Crossing to Jordan River Pkwy system that largely avoids the high noise levels of the freeway and frequent stoppages for road crossings. Green spots will increase use for all ages and use types (foot, stroller, and bike).
- Put a rail/trail surface in ASAP and enhancements later (people here need to be shown the value of a residential bike trail like the SLC Jordan River Parkway Trail). Create destinations of Jordan River and Bonneville Shoreline.
- Make it a focal point for community use
- It needs to meet the needs of a diverse group of trail users. It must reconnect communities that were fractured by roads & tracks. It must encourage people to get out and walk around their neighborhoods
- Establish the right-of-way. Gain community support for each section.
- Connecting to Jordan River from Parley's X-ing. Many neighborhood access points. Pedestrian and bike accommodations
- The trail must address the long-term plans that all three municipalities have made. TRAX lines should be considered as a very important part of the trail development
- Getting one section done well – to the top of expectations, then moving on with this support base to other sections.
- Come up with a workable solution for all residents rather than feeling like it's being forced upon us.
- Put in on Robert & Morris Ave.
- Stay out of South Salt Lake! Stop spending Fed tax dollars on special interest groups.
- I don't care if it is successful or not
- Bridges & tunnels. Agreement of which trail design to use.
- Easy access. Access to natural areas, connect communities, and involve local businesses.

- To be useful to bicycle commuters during “rush hour” and yet still desirable to families (mid-day) and couples (evenings) to use by foot. Direct yet linked!
- \$ Goal is to make trail user friendly for local people/residents without destroying values of adjoining property owners
- Education of public along the corridor so there will be a demand to proceed.

3. *There are four overall trail concept philosophies depicted by the alternative maps on display. After reviewing these maps let us know what you liked or disliked about the different alternatives.*

Like – Parkway (green spot) & neighborhood access.

Dislike – Possibility of loss of trail to UTA TRAX. Calling a city street a bike lane doesn't make it worth anything. Most are busier than parallel roads

Like – Destination Nodes (Simple direct access E & W and to other transit destinations) liked aspects of cultural points & neighborhood network

Dislike – High speed commuter option

Like – The Trail Parkway is what is most appealing to me as a resident. We need more park like recreation possibilities

Dislike – Trail Bahn has no use. I commute on bike and a 9 mile stretch doesn't give me any time even if it's on bike bahn

Like – Bike & ped access. Neighborhood connections & park connections

Dislike – Hi-speed bike only

Like – Basic alignment, with loops into neighborhoods; linking the greenways; identifying trail w/common signage and supplemental signage & monuments celebrating local points of culture/interest; indicators for destination nodes; grade separated trail and crossings where feasible; options for crossings –

progressive nature of implementing them;
alternative terminus at Glendale park

Like – I like the emphasis of using the Parley's trail to access neighborhood trails. I like pedestrian access under 13th E.

Like – I like the integrated neighborhood network idea. The trail should stimulate all pedestrian traffic in my area.

Dislike – I don't like the possibility that TRAX may not be incorporated into the initial plan for a trail

Like – Landscaping, natural features, highlighting culture, lots of connections into neighborhoods

Dislike – Treating the trail as a single purpose highway for bikes

Dislike – All that go down 2400 S. to State

Like – None

Like – Any that don't run the trail down 2400 South

Like – Barriers between highway & lightrail, rest stops, markers & plaques, new business opps, walkable, bike bridge

Dislike – None

Like – Neighborhood links- side trails off main

Like – Exposing & highlighting "rest stops" in trail parkway plan. Lots of linkages, yet maintaining commuter capability

Dislike – "Spot focus", except where area has value by itself, like Hidden Hollow does. Get commuter capability in first, even if it is dirt, but retain access. Add "stroll zones" later

Like – Concepts that encourage users to enjoy in smaller segments & areas such as nature park/5th park/Tanner Park/TRAX trail, etc.

Dislike – Dislike cheaper – commuter bahn concept – although \$ attractive this will produce the less used and less appreciated product/result

Like – Accessibility, coordinating green spaces

4. *Did you prefer one of the alternative concepts? Which one? Why?*

- Parkway
- Destination Nodes. Integration with the community & cultural destinations
- Trail parkway – it has the potential to be a ‘gem’ for the community and while the neighborhood network & destination node alternatives are also key, they can be incorporated into the trail parkway. I believe by making a ‘Gem’, the outlying area’s (& city’s) will then step up with \$ to enhance & support the gem. Go for the max – Trail Parkway with lots of trailheads.
- Combo of parkway and neighborhood network allows bike & ped local & long range use and opens up access to green area.
- My favorite is the neighborhood network, I see that as the optimal, most highly accessible multi-use alternative. The destination model is a good first step, which could transition to the neighborhood network. The neighborhood network will draw the greatest number of users, justifying the effort & expense of developing the trail, and creating the political will to continue development of other, connecting urban trails.
- Destination nodes – I think we should go for a general concept & put in green space & neighborhood access later as the idea evolves with neighborhoods
- Neighborhood Network! This trail will be most effective if it provides access in many forms & simplifies pedestrian traffic throughout the corridor.

- Parkway & Neighborhood
- None – I would like to see it on Robert and Morris
- Any that don't run the trail down 2400 South
- Trail Parkway – very few cons if any
- Trail Parkway plan – still direct enough for commuters & folks headed for Bonneville or Jordan trails, but has access & “rest stops”
- Parkway trail – prefer the slower, casual, more natural alternative – preserve
- Trail Parkway – promotes neighborliness

**5. After reviewing all of the display materials –
What ideas, concepts or thoughts did you like
or dislike?**

- Like the buffering from freeway and street intersections. Dislike – if simply a narrow, noisy path little better than simply flowing across E.W. via meander on existing streets – peaceful is nice!
- Liked: the planning was showing land uses along trail alignment, views, etc. Disliked: lack of emphasis on access to Jordan River Parkway destination. Lack of integration of alternatives, need more pictures of landscaping, potential using native plants, low maintenance.
- Input device not quantifiable, need scales to prioritize values & concerns
- Connecting East to West
- Overall, the idea of connecting Shoreline to Jordan River Parkway is great! Communicating with community members will be the most crucial part of implementing any plan that is made. Also this trail must not jeopardize the future possibility of a TRAX spur into the area. It must incorporate TRAX & new land uses as well!
- Make it multi-purpose and full of interesting elements – I doubt anyone will ride back and forth for the whole length just for fun. People will probably do one or another and want to enjoy the things they pass by.
- Have you thought about running the South side of I-15?
- I would like to see quality of life for all people – not just a few.
- Any that don't run the trail down 2400 south

- Liked walkable community, safety, business access, school access, easy access to festivities
- Stay away from busy roads – include buffer zones w/trees & plants – links w/natural areas – areas of interest, local businesses
- Liked concept of getting a useable trail in NOW! For commuters and adding links & amenities as funding and popularity increases. We need to use every available funding measure (RDA) and develop more means to fund, on all Gov't levels
- 1300 East tunnel/bridge needs to be open. Light, safe & clean. Plan & willingness to keep SH park as is. No interference w/park
- Access for walkers, bikers, etc. promoting safe neighborhoods