



THE CITY OF SAN DIEGO

OFFICE OF THE INDEPENDENT BUDGET ANALYST REPORT

Date Issued: September 3, 2013

IBA Report Number: 13-35

Land Use and Housing Committee Meeting Date: September 11, 2013

Item Number: TBD

Response to Grand Jury Report: “San Diego - A Bicycle Friendly City; Many Opportunities for Improvement”

OVERVIEW

On May 14, 2013, the San Diego County Grand Jury filed a report with the San Diego Mayor and City Council entitled “San Diego – A Bicycle Friendly City; Many Opportunities for Improvement.” The goal of the report was to examine the extent to which the City is providing needed bikeway improvements, facilities, and new infrastructure as well as maintaining existing bike lanes and paths to support bicycle safety and accessibility.

The Grand Jury Report included 5 findings and 4 recommendations; all of these were directed to both the Mayor and City Council. The Mayor and City Council are required to provide comments to the Presiding Judge of the San Diego Superior Court on each of the findings and recommendations in the Grand Jury Report within 90 days; however, the City requested and was granted a 60-day extension. The response is due to the Presiding Judge on October 11, 2013.

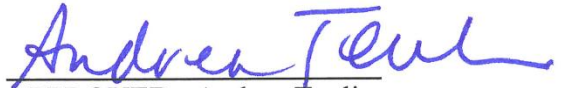
For each finding and recommendation directed to the City Council, the Council may (1) join the Mayor’s response; (2) respond with a modification to the Mayor’s response; or (3) respond independently of the Mayor. Our office obtained a copy of the Mayor’s draft response and has provided input and worked collaboratively with City staff. We have reached agreement on all responses. Therefore, the IBA is recommending that Interim Mayor Todd Gloria and the Council provide a joint response to this Grand Jury report. The full text of the joint response is included as Attachment 1 to this report.

In responding to each Grand Jury finding, the City is required to either (1) agree with the finding or (2) disagree wholly or partially with the finding. Responses to Grand Jury recommendations must indicate that the recommendation (1) has been implemented; (2) has not yet been implemented, but will be in the future; (3) requires further analysis; or (4) will not be

implemented because it is not warranted or is not reasonable. Explanations for responses are requested when applicable.



Erin Noel
Fiscal & Policy Analyst



APPROVED: Andrea Tevlin
Independent Budget Analyst

Attachments:

1. Recommended City Council Responses to Findings and Recommendations in San Diego County Grand Jury Report entitled “San Diego – A Bike Friendly City; Many Opportunities for Improvement”
2. Report to the City Council (13-042), City of San Diego Bike Program, May 13, 2013
3. San Diego County Grand Jury Report entitled “San Diego – A Bike Friendly City; Many Opportunities for Improvement”

**Proposed Interim Mayor and City Council Response to County Grand Jury Report:
San Diego – A Bicycle Friendly City, Many Opportunities for Improvement**

Finding 01: The City does not have a specific fund to finance the cost of bike lane installation, maintenance, and accessibility.

Response: The City disagrees with the finding.

The City allocates TransNet funds to the portion of its Capital Improvement Plan (CIP) identified as “Bike Facilities.” These funds can only be used for capital projects for new bike facilities and infrastructure that support bike safety and accessibility. New bike facilities include signing, striping, markings, bike detection and any traffic control devices that improve bicycle ridership. It also includes bike racks and corrals. From FY 2010 through FY 2013, the City allocated a total of \$517,000 toward new bike facilities. As the Bicycle Master Plan update neared completion in 2011, funding and staff resources were ramped up to prepare for plan implementation. Funding has significantly increased in FY 2014 to \$639,000 for bike infrastructure.

The City also conducts bike facility maintenance, including restriping, sign replacement (as striping and signs fade), street resurfacing, and street sweeping in bike lanes and bike paths. These activities are funded by the General Fund, Gas Tax, and TransNet. The funds are allocated through specific budget recommendations and actions of the Mayor and City Council via the adoption of the annual Budget Appropriation Ordinance. However, it is important to note that the City has tight financial constraints and competing priorities and these funding sources are also used for street maintenance and resurfacing, among other things.

Finding 02: Narrow bike lanes combined with high speed limits present a significant safety danger to cyclists.

Response: The City agrees with this finding.

This statement is correct in all circumstances nationwide, and the City is working to mitigate or eliminate that danger on San Diego roadways. The City’s standard bike lane width is a minimum of five or six feet when adjacent to curb and gutter. Standard bike lanes are constructed with all newly constructed roadways. The City’s standards for bike lanes are consistent with the American Association of State Highway and Transportation Officials’ (AASHTO) Guide for the Development of Bicycle Facilities (2012, Fourth Edition).

Although five- or six-foot wide bike lanes meet national and City standards, City staff recognize that there is ample need for bike lanes built in excess of that standard, and understand that finding opportunities for enhanced bike lanes and bike paths will improve the safety of bicyclists. As a result, the City is installing bike lanes that exceed typical standards—such as painting lanes green and/or installing buffers between the traffic lanes and bike lanes—in locations throughout the City. These locations include: Nimitz Boulevard, Montezuma Road, Kearney Villa Road, Aero Drive, Santo Road, Genesee Avenue, Mira Mesa Boulevard, Tierrasanta Boulevard, Morena Boulevard, and Lake Murray Boulevard. In addition, there are several other bike lanes planned for construction/improvements in FY 2014 as part of the City’s street resurfacing efforts, such as Balboa Avenue and Fairmount Avenue. The list of improved bicycle infrastructure will continue to grow as staff works with street resurfacing efforts in the City—such as the Street Preservation and Undergrounding Programs—to identify opportunities for creating new and safer bike lanes.

Finding 03: Without an identified source of funds, improvements for the biking community will remain static.

Response: The City disagrees with this finding.

As stated in the Response to Finding 01 the City has dedicated funding sources for making bikeway improvements and adding bicycle infrastructure, such as TransNet, and has efforts underway for enhancing bicycle infrastructure.

Improvements to bicycle infrastructure in FY 2013 included:

1. Striping, signing, and markings for safer bikeways as roads are resurfaced;
2. Green bike lanes in bicyclist/motorist conflict areas;
3. Plans for pedestrian hybrid beacons at path/street crossings and innovative bicycle detection equipment at signalized intersections;
4. Bicycle infrastructure including racks and corrals; and
5. Public outreach and encouragement for bicycling as an alternative mode of transportation.

For FY 2014, the City budgeted \$639,000 to implement the above improvements for the bicycling community. The City's Transportation & Storm Water (TSW) Department presented a report to the City's Land Use & Housing Committee on June 19, 2013 that outlines the City's Bike Program and how the five improvements listed above will enhance and expand the bicycling conditions throughout the City. This report is included as Attachment 2. Walk San Diego provided its support of the TSW's efforts to enhance bicycling and walking safety in a letter to the Land Use & Housing Committee on June 19, 2013.

The City's commitment to improving bicycle infrastructure and safety is also reflected in the new Bikeshare Program. Bikesharing was recommended for regional implementation in the 2010 SANDAG Regional Bicycle Plan. The City Council approved a 10-year partnership with DecoBike on July 9, 2013, to install between 180 and 220 bike-sharing stations throughout the city. This includes a capital investment of about \$7.2 million which will be paid entirely by the company; revenue will be generated through daily rentals or monthly and yearly memberships. Implementation of the program will begin in January 2014 and be rolled out during the year.

The BikeShare Program is a self-service kiosk rental system where individuals can rent and return a bicycle anywhere within a network of stations. DecoBike is currently conducting stakeholder and community outreach as part of the site selection process, including obtaining public input on BikeShare locations via a website (www.decobikesandiego.com/). The goal is to locate stations in close proximity for quick trips where users live, work, visit and go to school.

Finding 04: The City has failed to properly construct and maintain bike paths and lanes necessary to provide safe travel conditions.

Response: The City disagrees with this finding.

The City strives to enhance bicycle infrastructure and safety as noted in the City's Response to Finding 03, but it is important to understand that the City has tight financial constraints and competing needs and priorities. The City recently updated its Bicycle Master Plan¹ which was approved by the Planning Commission on July 25, 2013, and is going to the City Council for

¹ The updated plan can be found at:

www.sandiego.gov/planning/programs/transportation/mobility/pdf/sdbmpu_final_draft_july_2013.pdf.

approval in September 2013. The updated plan identifies and prioritizes needed bicycle infrastructure in the City.

The updated master plan shows that the city has 72 miles of off-street paved bike paths (Class 1 Bikeway) and 309 miles of Bike Lanes (Class 2 Bikeway). All newly constructed bike paths and lanes are built to current standards or better. The City has made recent improvements to bike lanes on Nimitz Boulevard, Montezuma Road, Kearney Villa Road, Aero Drive, Santo Road, Genesee Avenue, Mira Mesa Boulevard, Tierrasanta Boulevard, Morena Boulevard, and Lake Murray Boulevard. There are several other bike lanes that will be constructed/improved in FY 2014 as part of the City's street resurfacing efforts, such as Balboa Avenue and Fairmount Avenue. In addition, as noted in the Response to Finding 03, Attachment 2 identifies some of the improvements being implemented throughout the City that enhance the accessibility, safety, and enjoyment of cycling.

The City also conducts maintenance for bike facilities which includes restriping, sign replacement (as striping and signs fade), street resurfacing and street sweeping in bike lanes and bike paths. As indicated in the City's Response to Finding 01, TSW funds the maintenance of bike facilities through a number of sources including the City's General Fund, Gas Tax, and TransNet.

Finding 04 [sic: Finding 05]: Many bicyclists are violating the California Vehicle Code without being cited. One example is lack of understanding of the laws as they apply to Class 3 (sharrow) bike lanes.

Response: The City agrees with this finding.

The City agrees that nationwide there are cyclists that violate traffic laws. The City works closely with bicycle advocacy groups including the San Diego Bicycle Coalition and Walk San Diego, to educate cyclists through blogs, public notices, and the media. Class 3 bike lanes or sharrows are relatively new to the San Diego region; however, they have been used in many other cities for years. Sharrows are state-approved traffic control devices that are placed in the roadway travel lane indicating that motorists should share the lane with bicyclists. Sharrows are typically accompanied with "Share the Road" signs to emphasize the meaning and intent of the sharrows. Sharrows have been well received, and the City has received numerous requests to install additional sharrows throughout the City.

RECOMMENDATIONS

The 2012-2013 San Diego Grand Jury recommends that the Mayor and City Council of San Diego:

Recommendation 13-57: Improve bicycle safety and operational convenience by more frequent sweeping of bicycle lanes and paths.

City's Response: The recommendation requires further analysis.

The Transportation Engineering Operations (TEO) Division of TSW will assess the extent to which more frequent sweeping of bikeways is needed to improve safety. Based on this analysis, TEO will provide recommended routes to TSW's Storm Water Division, which is responsible for

street sweeping 29 miles of bike paths annually.² Storm Water staff will assess whether there will be an additional cost above the City's budgeted miles and make recommendations to the Mayor and City Council during the FY 2015 budget process.

Service Requests for sweeping can be made online at www.sandiego.gov/stormwater/services/servicerequest.shtml or by calling (619) 235-1000.

Information on street sweeping routes and frequencies can be found online at www.sandiego.gov/stormwater/services/sweepschedules.shtml.

Recommendation 13-58: Develop and implement a plan, no later than June 30, 2014, to install more Class I Bike Lanes next to thoroughfares that provide a direct route into and out of the city.

City's Response: The recommendation has been implemented.

The City is not certain if Recommendation 13-58 is in reference to bike paths or bike lanes and would like to clarify that Class 1 is a bike path & Class 2 is a bike lane. The City's Bicycle Master Plan (Final Draft, July 8, 2013)³ identifies a network of existing and proposed bikeway facilities throughout the City including Class 1 (bike paths) and Class 2 (bike lanes). Note that the Citywide network of facilities is illustrated in the updated plan in Figure 6-1 (Proposed Bicycle Network with Classifications – North) and Figure 6-2 (Proposed Bicycle Network with Classifications – South). In addition, Table 6-1 (Recommended San Diego Bicycle Network) tabulates the total mileage of all existing and proposed bikeways.

In an effort to promote cycling, TSW staff have also taken the initiative to work with the City's street resurfacing efforts—such as the Street Preservation and Undergrounding Programs—to make striping modifications and add bike lanes or redesign existing lanes to improve safety. The modified traffic striping includes narrower travel lane widths, wider bike lanes (Class 2 Bikeway), and/or a separation of space between the bike lane and adjacent travel lane known as a “buffer”. In the past six months, approximately 20 miles of roadways have been redesigned with modified traffic striping along major roadways including Nimitz Boulevard, Montezuma Road, Kearney Villa Road, Aero Drive, Santo Road, Genesee Avenue, Mira Mesa Boulevard, Tierrasanta Boulevard, Morena Boulevard, and Lake Murray Boulevard that promote safer bicycling. New bikeways that have recently been constructed and others that are currently in the design and planning phases of development are identified in the updated master plan³ in Table 3-4 (List of Existing On-Going Bikeway Projects).

Recommendation 13-59: Update the City's Transportation Plan, by the next budget cycle, to remove the Class 3 (sharrow) bike lanes in downtown San Diego and, as practical, replace them with dedicated bicycle/pedestrian only thoroughfares.

City's Response: Recommendation will not be implemented because it is not warranted.

Class 3 bikeways or sharrows are a recognized and useful tool that allows motorists and bicyclists to safely share the road, particularly in cases where the road is too narrow and it is not

² Note that the street sweeping function underwent Managed Competition in 2012, and the City employees (the Most Efficient Government Operation or “MEGO”) won the competition. The MEGO is responsible for sweeping approximately 29 miles of bike paths annually on an as-needed basis.

³ The updated plan can be found at:

www.sandiego.gov/planning/programs/transportation/mobility/pdf/sdbmpu_final_draft_july_2013.pdf.

feasible to install separate bike lanes. Sharrows improve bicycle safety by recommending where it is generally safest to ride—toward the middle of the lane and away from vehicles to avoid being struck by suddenly opened car doors. The update to the Bicycle Master Plan⁴—the City’s transportation plan for bicycle infrastructure, which has been vetted and is going to Council for approval in September 2013, fully assessed the City’s needed bicycle infrastructure, including Downtown. The updated plan proposes bikeways throughout the City, including sharrows (Class 3 bikeways).

While additional updates to the Bicycle Master Plan are not warranted or feasible before the next budget cycle, a Downtown mobility study is planned to be completed in the next 18 months, which could recommend additional bikeway facilities including replacing Class 3 (sharrow) bikeways with Class 2 or Class 1 bikeways.

Recommendation 13-60: Identify a funding source to finance the cost of bike lane installation, maintenance, and accessibility by the end of the next budget cycle.

City’s Response: The recommendation has been implemented.

As noted in the City’s response to Finding 01, the City currently has several funding sources, including TransNet, Gas Tax, and the General Fund to finance the cost of bike lane installation facilities in FY 2014. However, it is important to note that the City has tight financial constraints and competing priorities and these funding sources are also used for street maintenance and resurfacing, among other things. The identification of new resources in the future could enable the City to do more bicycle infrastructure projects and maintenance of bike lanes and paths.

⁴ The updated plan can be found at:
www.sandiego.gov/planning/programs/transportation/mobility/pdf/sdbmpu_final_draft_july_2013.pdf.



THE CITY OF SAN DIEGO
REPORT TO THE CITY COUNCIL

DATE ISSUED: May 13, 2013

REPORT NO: 13-042

ATTENTION:

SUBJECT: City of San Diego Bike Program

REQUESTED ACTION: Information only

STAFF RECOMMENDATION: None, Information only

SUMMARY:

The Transportation & Storm Water Department (T&SW) is actively engaged in new programs that will expand and enhance bicycling options and conditions throughout the City. Through the Transportation Engineering Operations Division (TEO) the department is implementing a Bike Program that will:

- Improve safety for bicyclists and motorists alike,
- Identify projects and facilities that can improve bicycling options in the City,
- Evaluate bicycling conditions in advance of and following the implementation of projects within the public right of way, and
- Coordinate public education, outreach and community participation in encouraging bicycling as an alternative mode of transportation.

All of these efforts are being conducted under the comprehensive San Diego Bicycle Master Plan now being updated and scheduled for consideration and adoption by Council in June, 2013.

BACKGROUND:

Prior to 2002, planning for bicycle infrastructure was incorporated into the development of local community plans. In 2002, bicycle planning guidance and the components of a comprehensive bicycle program were consolidated into one document as the San Diego Bicycle Master Plan (BMP). The BMP was created to integrate and expand the bicycle infrastructure created over many years.

In 2011, the City completed a comprehensive update of the Bicycle Master Plan. In accordance with the California Environmental Quality Act (CEQA), the BMP update is currently moving through a Program Environmental Impact Report (PEIR) process. TEO anticipates that the City Council will be presented with the updated BMP and associated PEIR in early June. We expect that Council will adopt the updated BMP and certify the PEIR in advance of the new fiscal year.

Prior to 2012, the coordination of bicycling programming and infrastructure development in the City was traditionally the responsibility of a part-time "Bicycle Coordinator." In the latter part of 2012, the TEO Division reorganized to form a new Multi-Modal Section that included a specific focus on the City's Bike Program.

The creation of the Multi-Modal Section has allowed TEO to streamline the design and creation of bicycle infrastructure while also implementing other components of the BMP at a faster rate. Beginning in January of 2013, TEO added an additional position specifically assigned to research the best practices in bicycle policy, bicycle planning, as well as to conduct public outreach and promotion of bicycling efforts. This position, a Bicycle Program Manager, is included in the Mayor's FY14 budget for the T&SW Department.

DISCUSSION:

The TEO Division seeks to to implement the City's Bike Program and BMP through:

1. Improved striping, signing, and markings,
2. Newly designed green bike lanes,
3. Pedestrian hybrid beacon and detection equipment,
4. Bike infrastructure, and
5. Public outreach and encouragement for bicycling as an alternative mode of transportation

Striping, Signing, and Markings

The striping, signing, and markings on roadways provide regulatory, warning, and guidance information for all modes of travel, including bicycling. Bicycling facilities in the BMP are classified into four types or categories;

- Class I Bikeways are *bike paths, also known as shared-use paths and multi-use paths that are separated from the roadway and allowed use is by pedestrians and bicyclists only.*
- Class II Bikeways are *bike lanes within the roadway controlled by striping, signage, and markings for exclusive use by bicyclists.*
- Class III Bikeways are *bike routes on roadways intended for shared use with motor vehicles. Bike routes are generally on roadways that do not have enough width to accommodate bike lanes but are the preferred route for bicyclists where there are no bike lanes.*
- Shared Roadways are *all other roadways that do not have a bikeway designation and do not prohibit bicyclists.*

As one of its high priorities, the Multi-Modal Section in the TEO Division is currently reviewing opportunities for creating new bike lanes and improving existing bike lanes with striping, signing, and markings. The Section is exploring where these changes can be made with minimal or no impact to adjacent businesses and property owners (i.e. minimal or no loss of parking).

Priority for reviewing opportunities to create new or to improve existing bike lanes is given to streets that are planned to be resurfaced as part of the City's Pavement Maintenance Program, the Public Works Water and Sewer Projects, and streets included in the Utilities Undergrounding

Program. Other streets will be considered but only after these priority streets are addressed. Over the next three years the City is planning to resurface approximately 300 miles of its streets. This resurfacing effort will provide opportunities for restriping consistent with the BMP guidance and with TEO's effort to improve bicycle safety. Each street section scheduled for resurfacing will be carefully scrutinized by TEO staff for enhanced bike lane markings.

In order to create new bike lanes or to improve existing bike lanes that provide a better bicycling experience, the Multi-Modal Section is reviewing striping conditions on roadways to assess if motor vehicle travel lane widths can be reduced, giving the extra width to new or wider bike lanes. Reducing lane widths is often referred to as "lane diets". These "lane diets" allow the installation of buffer zones created with striping and serve as a visual message to motorists to steer away from the bike lane facility. This helps to create a space between a bicyclist and motor vehicles. The buffers created by striping improve bicycle safety without limiting or prohibiting access by motorists to abutting vehicle lanes.

In addition to assessing streets for additional bike safety striping options, the Multi-Modal Section is increasing the use of shared lane markings known as "sharrows." Sharrows are typically used on bike routes and other shared use lanes where the roadway width does not allow for the accommodation of separate bike lanes. The sharrows are placed in the travel lane intended to be shared by motorists and bicyclists. Sharrow markings emphasize to motorists that bicyclists may be encountered and they provide way-finding for bicyclists. This will also help motorists understand that the street is a bike route to be shared with bicyclists.

Green Bike Lanes

Green bike lanes are another element of the City's plan to enhance bicycle safety. The lanes, painted a vibrant green color, help alert bicyclists and motorists to areas where potential conflicts between bikes and motor vehicles may occur. Current studies show that using green pavement markings in these conflict zones increases awareness of traffic patterns and conditions for motorists and bicyclists. While green bike lanes are still considered experimental by the Federal Highway Administration (FHWA), they have been successfully deployed under interim approval in Los Angeles, New York, Portland, San Francisco, Chicago and Washington D.C. The City of San Diego, under the same interim approval, will be using green lanes as part of its safety enhancement effort.

The Multi-Modal Section has been researching green paint material alternatives and identifying appropriate locations that can be evaluated for their effectiveness. Six test site locations will receive green bike lane treatments at their conflict zones: Nimitz Boulevard at Lowell Street, Harbor Drive at Park Boulevard, 54th Street at University Avenue, Genesee Avenue at Balboa Avenue, Palm Avenue at Dennery Road, and Montezuma Road at Collwood Boulevard. In addition to safety evaluations, each of the six test site locations will be tested for material durability and motor vehicle tire wear patterns.

Pedestrian Hybrid Beacon and Detection Equipment

Improving pedestrian and bike crossings and detection of bicyclists is part of the Multi-Modal Section improvement effort as well. A new type of pedestrian and bike crossing signal will be

constructed at three San Diego River Multi-Use Path street crossings; one on Mission Center Road, and two on Camino del Este. This device is called a pedestrian hybrid beacon, also known as a High intensity Activated crossWalK or "HAWK".

The HAWK provides controlled street crossings for pedestrians and bicyclists while minimizing delay to motorists. All three of the HAWK locations were chosen to provide safe bicycle /pedestrian crossings for the San Diego River path system and are being installed with funds acquired through competitive grants; Mission Center Road is funded by an Active Transportation Grant through SANDAG and the two on Camino del Este are being funded through federal High Priority Demonstration (HPLU) funds.

Bicycle detection is another area that will improve bikeway facility conditions. Although bike detection is required for all new and modified traffic signals, some bicyclists can go undetected by standard "loop detectors" because their bikes do not have enough metal components to trigger the sensors underlying the detector system.

A new type of bicycle detection called the "Intersector", uses microwave technology that can distinguish bicycles from motor vehicles, thus allowing the traffic signal to be actuated and the signal green time to be extended for slower moving bicyclists approaching an intersection. Eight test sites have been proposed for the Intersector detectors and TEO will study their effectiveness. The test site locations are Sorrento Valley Boulevard and Vista Sorrento Parkway, Regents Road and Genessee Avenue, Regents Road and La Jolla Boulevard, Pacific Highway and Sea World Drive, Park Boulevard and El Cajon Boulevard, University Avenue and 58th Street, Park Boulevard and Robinson Street, and Ash Street and Pacific Highway.

Bike Infrastructure

Improving the safety of bicyclists is the most important aspect of the Bike Program and is a central feature of the BMP and its PEIR. While the majority of safety enhancements will be within roadways, there are also other projects planned to help bicyclists better use and enjoy City streets and sidewalks. These include the proposed installation of more bike racks, bike corrals, and bike stations throughout San Diego.

Bike racks are usually installed in the public right-of-way at locations requested by citizens and Business Improvement Districts. Each location requested is evaluated for physical conditions, such as sidewalk width and utility conflicts, as well as abutting property owner/business owner approval for installation. In the last twelve months, the City evaluated and installed 150 bike racks at various locations. One hundred bicycle shaped bike racks are currently being ordered for new installations in the coming year. In addition, the Multi-Modal Section is working with Civic San Diego for 200 new bike rack installations in the downtown area.

Bike corrals are created as a grouping of bike racks in one location. They are typically installed within the street next to the curb at a destination point with a high expectation for bike use, such as cafes and business districts. Like bike rack requests, bike corrals have to be evaluated and supported by the abutting property owner/business owner. In addition, the installation of bike corrals typically requires the removal of one or more motor vehicle parking spaces, which in turn requires support by the Business Improvement District (BID). The BID also purchases the racks

for the corrals and provides maintenance and cleaning. Currently, there are four existing corral locations. In addition, two other locations are in-progress of being installed, and two that are pending work orders. The existing corrals are located at 2223 El Cajon Boulevard, 3900 5th Street, 3882 Richmond Street, and 3794 30th Avenue. The locations that are in progress/ pending will be located at 4026 30th Street, 3417 30th Street, 1030 Garnet Avenue and 4343 Ocean Boulevard.

Bike sharing is yet another opportunity to enhance and expand the City's bicycle infrastructure as a means of promoting bicycling. The intent of a bike sharing program is to allow members an active transportation mode choice for short trips. Bike sharing stations will be conveniently located throughout the City, creating a network for those who do not have a bike and for visitors wanting to bike ride. Locations for bike sharing stations will be determined when a program vendor is selected. This program will only be successful with close coordination between the City, the vendor and community being served.

Public Outreach and Encouragement

Public outreach and encouragement are non-structural enhancement efforts supporting the Bike Program and BMP. The TEO Division intends to step-up these efforts through planned events such as Ride Along with the Mayor, Bike to Work Day, and CicloSDias.

As envisioned, CicloSDias will be an open street event designed to connect local communities and encourage non-motorized mobility. CicloSDias, like CicLAvia in the City of Los Angeles, is modeled after the original event held in Bogota, Columbia more than 30 years ago. For CicloSDias, sections of streets will be closed to car traffic along a route from 30th Street in Logan Heights, through South Park and North Park, to Cherokee Point Elementary School in City Heights. Activities along the route will promote physical activity, music and fun. CicloSDias will be held on August 11th from 10 a.m. to 4 p.m. Three CicloSDias' Minis will be held prior to the main event on May 19th in Balboa Park, June 16th in Presidio Park, and July 21st in Golden Hill Park.

FISCAL CONSIDERATIONS:

This is for information only. There are no fiscal considerations related to this report.

PREVIOUS COUNCIL and/or COMMITTEE ACTION: None

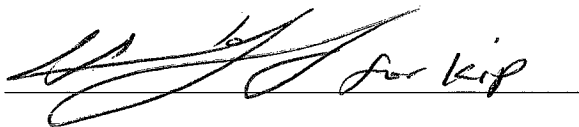
COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:

Fronting property owners and business owners are notified of proposed bike rack locations fronting their property. The BID's request bike corrals and work closely with the districts to identify bike rack locations. Locations of the bike sharing stations will be a collaborative effort between advocacy groups, Community Planning Groups and the Multimodal Section of the TEO Division. The vendor will be responsible for the public outreach for the bike sharing program.

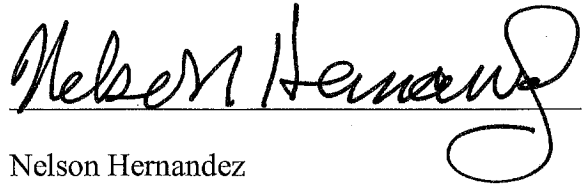
As noted in this report, TEO now has a dedicated staff member working on community participation and education. In addition, the Division also works closely with other Divisions to determine what promotional and outreach resources need to be retained.

KEY STAKEHOLDERS AND PROJECTED IMPACTS:

The stakeholders are cyclists, pedestrians, business owners, and residents throughout the City.

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Garth K. Sturdevan
Transportation & Storm Water Director

A handwritten signature in black ink, appearing to read "Nelson Hernandez", written over a horizontal line.

Nelson Hernandez
Assistant Chief Operating Officer

SAN DIEGO - A BICYCLE FRIENDLY CITY

MANY OPPORTUNITIES FOR IMPROVEMENT

SUMMARY

The designated bicycle paths and lanes in the City of San Diego (City) are often substandard because of their location and relative lack of maintenance. On many streets, the poorly designated bicycle lanes have large gaps. The gaps and lack of maintenance often force cyclists into traffic lanes. Poorly marked bicycle lanes cause accidents. The 2012-2013 San Diego County Grand Jury (Grand Jury) has found that many cyclists are not aware of traffic laws governing bicycle operation. In addition, such traffic laws are often poorly enforced.

The Grand Jury recommends

- Establishing a dedicated office responsible for the City's conformance to the San Diego Regional Bicycle Plan
- Improving maintenance of bicycle paths and lanes
- Improving enforcement by City Police of the California Vehicle Code relating to bicycles.

INTRODUCTION

The City is committed to becoming bicycle friendly. Articles in various publications¹ specified deteriorating conditions of the bike lanes on Kearny Villa Road, Montezuma Road and Navajo Road. Grand Jury members have observed these conditions along with other sites. These articles allege a lack of proper maintenance of the bike lanes. The Grand Jury reviewed the articles and initiated a study to investigate and document the lack of maintenance and the problem with designated bike lanes having large gaps in the bike lane markings.

PROCEDURE

The Grand Jury has reviewed the San Diego Regional Bicycle Plan (RBP)² developed by the San Diego County Association of Governments (SANDAG). The City adopted the RBP to provide a regional strategy for making the bicycle a useful form of transportation for everyday travel. It was developed to support implementation of both the Regional Comprehensive Plan (RCP)³ and Regional Transportation Plan (RTP)⁴. The RCP calls for more transportation options and a balanced regional transportation system that provides a blueprint for managing our region's growth while preserving natural resources and limiting urban sprawl. The RTP calls for a multimodal regional transportation system that includes a regional bicycle network. The RTP provides that network, as well as the programs that are necessary to support it.

¹ See Resources 1-3.

² http://www.sandag.org/uploads/projectid/projectid_353_10862.pdf

³ <http://www.sandag.org/index.asp?projectid=1&fuseaction=projects.detail>

⁴ <http://www.sandag.org/index.asp?projectid=349&fuseaction=projects.detail>

The Grand Jury inspected and photographed various bicycle paths and lanes. They studied documentation of bicycle accidents in the City, and ~~was~~ provided personal eyewitness reports of cyclists violating traffic laws. The Grand Jury conducted interviews with staff from SANDAG, City Transportation, and City Police Traffic Division. These employees are responsible for bicycle issues, bicycle paths and lanes. They determine current bicycle policies, procedures, and traffic law enforcement pertaining to bicycles.

DISCUSSION

Fatal bicycle/auto incidents account for 1.9% of all traffic accidents and incapacitating injuries to bicyclists account for 13.5% for known (i.e. reported) traffic accidents.⁵ It is understood that fatalities in bicycle/automobile incidents vs. automobile-only incidents are a reliable comparison, but the level of seriousness or incapacitation pertaining to injuries to bicyclists may be definitional. Both these percentages may be elevated because of under-reporting in less serious or non-injury accidents.

A nationwide study of relevant statistics⁶ in reported bicycle/auto incidents includes:

- A dedicated bicycle lane was not present on the cyclist's side of the roadway in 97.2 % of all accidents.
- A bicyclist was in a bicycle lane in only 2.2% of all accidents.
- A bicyclist was in a through traffic lane when the accident occurred in 68.2% of all accidents.
- Crashes in a bicycle lane tended to produce fewer fatal/incapacitating accidents.
- A bicyclist involved in an accident while using a sidewalk comprised 15.9% of all traffic accidents.
- Nearly all bicycle/automobile accidents involve only one automobile (98.38%), but there are also a small number of accidents involving a bicyclist and two automobiles (1.55%).

A City Traffic Division official stated the following:

- The city uses the amount of vehicular traffic and not the speed limit of the road to determine what type of bicycle lane is installed.
- There were only 52 citations issued to bicyclists in the first eight months of 2012.
- There are too many bicyclists violating the California Vehicle Code, either due to lack of education or knowing the laws, but simply ignoring them.
- Patrol officers are unable to prevent these violations from happening due to difficulties in apprehending the violators.
- Patrol officers have received training on all the rules and exceptions of the California Vehicle Code applicable to bicycles.

Montezuma Road is a four-lane road where automobile speeds reach over 50 miles per hour.⁷ San Diego bicycle advocates and the College Area Community Council feel that

⁵ SDPD Bike Collisions in San Diego Report Nov2009-Nov2012.

⁶ Texas Department of Public Safety (TxDPS)...University of Texas Study (Nationwide).

this road is an ideal road for “cycle tracks.”⁸ In the last 13 years there have been 49 bicyclists hit by cars on Montezuma Road. One of them was killed earlier this year. They stated that the higher the speed limits for autos, the higher the auto-bicycle accident rate.⁹

SANDAG has established a countywide bicycle plan to develop and improve bicycle paths and lanes through the year 2050. This plan includes provisions for bicycle paths on roads with high speed limits. The City Council has also initiated a ten-year plan for development and improvement of bicycle lanes and paths throughout the City that follows the SANDAG RTP. Even though this plan has been adopted by the City Council, we understand that bicycle paths will not be installed on high-speed roads as proposed in the plan due to their cost.

BICYCLE LANE DEFINITIONS-- CALIFORNIA

The Streets and Highway Code Section 890.4¹⁰ defines a "Bikeway" as a facility that is provided primarily for bicycle travel.

(1) Class I Bikeway (Bike Path). Provides a completely separated right of way for the exclusive use of bicycles and pedestrians with cross flow by motorists minimized.

Generally, bike paths should be used to serve corridors not served by streets and highways or where wide rights of way exist, permitting such facilities to be constructed away from the influence of parallel streets. Bike paths should offer opportunities not provided by the road system. They can either provide a recreational opportunity, or, in some instances, can serve as direct high-speed commuter routes if cross flow by motor vehicles and pedestrian conflicts can be minimized. The most common applications are along rivers, oceanfronts, canals, utility rights-of-way, abandoned railroad rights-of-way, within college campuses, or within and between parks. There may also be situations where such facilities can be provided as part of planned developments. Another common application of Class I facilities is to close gaps to bicycle travel caused by construction of freeways or because of the existence of natural barriers (rivers, mountains, etc.)

(2) Class II Bikeway (Bike Lane). Provides a striped lane for one-way bike travel on a street or highway.

Bike lanes are established along streets in corridors where there is significant bicycle demand, and where there are distinct needs that can be served by them. The purpose should be to improve conditions for bicyclists in the corridors. Bike lanes are intended to delineate the right of way assigned to bicyclists and motorists and to provide for movements that are more predictable by each. However, a more important reason for constructing bike lanes is to better accommodate bicyclists through corridors where insufficient room exists for safe bicycling on existing streets. This can be accomplished

⁷ <http://bikesd.org/2012/11/city-to-present-bicycle-recommendations-to-further-improve-safety-on-montezuma-road-on-1114/>

⁸ Cycle-tracks refer to a six-inch high berm between a bicycle lane and an automobile lane.

⁹ <http://www.collegearea.org/cacc/>

¹⁰ <http://www.leginfo.ca.gov/cgi-bin/displaycode?section=shc&group=00001-01000&file=890-894.2>

by reducing the number of lanes, reducing lane width, or prohibiting parking on given streets in order to delineate bike lanes. Other things such as improvements to the surface, augmented sweeping programs, special signal facilities, etc., can be done on streets with bike lanes to improve the situation for bicyclists that might not be possible on all streets. Generally, pavement markings alone will not measurably enhance bicycling.

(3) Class III Bikeway (Bike Route). Provides for shared use with pedestrian or motor vehicle traffic.

Bike routes are shared use and serve to:

- (a) Provide continuity to other bikeway classifications (usually Class II bikeways); or
- (b) Designate preferred routes through high demand corridors.

As with bike lanes, designation of bike routes should indicate to bicyclists that there are particular advantages to using these routes as compared with alternative routes. This means that responsible agencies have taken actions to assure that these routes are suitable as shared routes and will be maintained in a manner consistent with the needs of bicyclists. Normally, bike routes are shared with motor vehicles. The City has marked many streets (usually one way) with the sharrow symbol.¹¹ The use of sidewalks as Class III bikeways is strongly discouraged.

It is emphasized that the designation of bikeways as Class I, II and III should not be construed as a hierarchy of bikeways; that one class is better than the other. Each class of bikeway has its appropriate application.

OVERRIDING CONCERNS

In selecting the proper bike path, an overriding concern is to assure that the proposed bike path will not encourage or require bicyclists or motorists to operate in a manner that is inconsistent with the rules of the road.

If bicycle travel is to be controlled by delineation, special efforts should be made to assure that high levels of service are provided with these lanes. The lanes must be clearly painted and they should extend the entire length of the bike lane. If a berm were used to separate the bike lane from the rest of the roadway, it would be advisable to paint the berm to enhance visibility for motorists.

An important consideration in selecting the type of bike path is continuity. Alternating segments of Class I and Class II (or Class III) bikeways along a route are generally incompatible, as street crossings by bicyclists are required when the route changes character. Class 3 (sharrow) bike lanes in downtown San Diego are detrimental to cyclist safety and are generally ignored by the cyclists. In addition, wrong-way bicycle travel will occur on the street beyond the ends of bike paths because of the inconvenience of having to cross the street.¹²

¹¹ A "sharrow" is a shared lane pavement marking. This pavement marking includes a bicycle symbol and two white chevrons.

¹² <http://www.leginfo.ca.gov/cgi-bin/displaycode?section=shc&group=00001-01000&file=890-894.2>

A City Transportation Department official responsible for bicycle paths and lanes told the Grand Jury that the City Streets Division is responsible for maintaining and sweeping bicycle paths and lanes. This Department typically performs this operation as part of a regularly scheduled street sweeping. As a result, these bicycle paths and lanes could often go two months or more without being swept. Sweeping and routine maintenance of bicycle paths and lanes are necessary for bicycle (and bicyclist) safety.

The City currently does not issue bicycle licenses. Unfortunately, the City does not have a specific fund to finance the cost of bike lane installation, maintenance, accessibility, or funds to publicize their usefulness and safety.

RESOURCES

The following resources were used in compiling this report:

- SDBikeCommuter.com
- Voiceofsandiego.org article dated 10/3/2011
- Texas Department of Public Safety (TxDPS)...University of Texas Nationwide Study
- Bike Collisions in the City of San Diego (11/2009-11/2012) Report of SDPD.
- San Diego Regional Bicycle Plan (RCP & RTP)
- City of San Diego 10 year Bicycle Plan

FACTS AND FINDINGS

Fact: Photos taken on Mission Gorge Road show the Class II bike lane is too narrow and a roadway speed limit of 55 MPH.

Fact: The higher the speed limits for autos, the higher the auto-bicycle accident rate.

Finding 01: The City does not have a specific fund to finance the cost of bike lane installation, maintenance, and accessibility.

Finding 02: Narrow bike lanes combined with high speed limits present a significant safety danger to cyclists.

Fact: The City does not have a bicycle-licensing program or specific funding to initiate one.

Finding 03: Without an identified source of funds, improvements for the biking community will remain static.

Fact: Photos taken of the Kearny Villa Road bike lanes show detrimental conditions and a lack of maintenance for safe bicycle travel.

Fact: Class 3 (sharrow) bike lanes in downtown San Diego are detrimental to cyclist safety and are generally ignored by the cyclists and motorists.

Finding 04: The City has failed to properly construct and maintain bike paths and lanes necessary to provide safe travel conditions.

Fact: The California Vehicle Code Driver's Handbook contains specific laws pertaining to bicycle riders.

Fact: Bicycle riders on public roads have the same rights and responsibilities as motorists and are subject to the same rules and regulations.

Fact: There are too many bicyclists violating the California Vehicle Code due to lack of education or lack of enforcement.

Finding 04: Many bicyclists are violating the California Vehicle Code without being cited. One example is lack of understanding of the laws as they apply to Class 3 (sharrow) bike lanes.

RECOMMENDATIONS

The 2012-2013 San Diego County Grand Jury recommends the San Diego Mayor and San Diego City Council:

- 13-57: Improve bicycle safety and operational convenience by more frequent sweeping of bicycle lanes and paths.**
- 13-58: Develop and implement a plan, no later than June 30, 2014, to install more Class I Bike Lanes next to thoroughfares that provide a direct route into and out of the city.**
- 13-59: Update the City's Transportation Plan, by the next budget cycle, to remove the Class 3 (sharrow) bike lanes in downtown San Diego and, as practical, replace them with dedicated bicycle/pedestrian only thoroughfares.**
- 13-60: Identify a funding source to finance the cost of bike lane installation, maintenance, and accessibility by the end of the next budget cycle.**

REQUIREMENTS AND INSTRUCTIONS

The California Penal Code §933(c) requires any public agency which the Grand Jury has reviewed, and about which it has issued a final report, to comment to the Presiding Judge of the Superior Court on the findings and recommendations pertaining to matters under the control of the agency. Such comment shall be made *no later than 90 days* after the Grand Jury publishes its report (filed with the Clerk of the Court); except that in the case of a report containing findings and recommendations pertaining to a department or agency headed by an elected County official (e.g. District Attorney, Sheriff, etc.), such comment shall be made *within 60 days* to the Presiding Judge with an information copy sent to the Board of Supervisors.

Furthermore, California Penal Code §933.05(a), (b), (c), details, as follows, the manner in which such comment(s) are to be made:

- (a) As to each grand jury finding, the responding person or entity shall indicate one of the following:
 - (1) The respondent agrees with the finding

- (2) The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefor.
- (b) As to each grand jury recommendation, the responding person or entity shall report one of the following actions:
- (1) The recommendation has been implemented, with a summary regarding the implemented action.
 - (2) The recommendation has not yet been implemented, but will be implemented in the future, with a time frame for implementation.
 - (3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a time frame for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This time frame shall not exceed six months from the date of publication of the grand jury report.
 - (4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefor.
- (c) If a finding or recommendation of the grand jury addresses budgetary or personnel matters of a county agency or department headed by an elected officer, both the agency or department head and the Board of Supervisors shall respond if requested by the grand jury, but the response of the Board of Supervisors shall address only those budgetary or personnel matters over which it has some decision making authority. The response of the elected agency or department head shall address all aspects of the findings or recommendations affecting his or her agency or department.

Comments to the Presiding Judge of the Superior Court in compliance with the Penal Code §933.05 are required from the:

<u>Responding Agency</u>	<u>Recommendations</u>	<u>Date</u>
Mayor, City of San Diego	13-57 through 13-60	8/12/13
City Council, City of San Diego	13-57 through 13-60	8/12/13