CITY OF BEVERLY HILLS
STAFF REPORT

Meeting Date: August 7, 2012

To: Honorable Mayor & City Council

From: Aaron Kunz, Deputy Director of Transportation
Martha Eros, Transportation Planner

Subject: REVIEW PROPOSED PILOT BICYCLE ROUTES – CONTINUED FROM JULY 3 and 24, 2012

Attachments:
1. 1977 Bicycle Master Plan
2. Existing Infrastructure of Proposed Pilot Bicycle Routes
3. Public Notice Mailing Matrix
4. July 3, 2012 Study Session Staff Report

INTRODUCTION

The Beverly Hills City Council continued the review and discussion of the proposed Pilot Bicycle Route program from the July 3 and 24, 2012, City Council meetings due to time constraints.

DISCUSSION

In response to inquiries made during the July 3rd meeting, additional information outlining street characteristics for the five proposed bikeways, public notice distributions, and a copy of the 1977 Bicycle Element included in the adopted 2010 General Plan are attached for City Council review.

STAFF RECOMMENDATION

Staff requests City Council direction on whether to:

(1) Implement one or more of the pilot bicycle lane/route projects outlined in this report

or

(2) Continue the discussion at a future formal City Council meeting and notice the affected streets within the project scope.

FOR David Gustavson
Approved By

ATTACHMENT 1

APPENDIX A

BICYCLE MASTER PLAN

Adopted as part of the Open Space Element on February 1, 1977, by Resolution Number 77-R-5588; relocated to the General Plan Appendices as a free-standing Master Plan on January 12, 2010 by Resolution Number 10-R-12725.

The Bicycle Master Plan is scheduled to be updated as part of Implementation Program 3.7.

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Overview.

The Open Space Element identifies and inventories the existing open space and recreational facilities in Beverly Hills and uses the level of existing demand for these facilities as a basis for program priorities and recommendations for changes. It also is used to determine the long-range open space needs of the community. The Element considers a wide range of types of open space in Beverly Hills. These include the following:

- Active and passive recreation areas.
- Formal and informal areas.
- Private and public recreation facilities.
- Actual and perceived open space.

Based on apparent demand, the additional recreational facilities required to meet only the needs of Beverly Hills citizens include a bikeway system which is the focus of this Sub-Element. If fully implemented, this system would connect the major commercial, recreational, educational and employment facilities in the City by the shortest safest possible routes. (The issue of route safety is

relative, considering that a bikeway system would have to be superimposed on a fully developed City whose circulation routes were designed primarily for automobiles and pedestrian.) These bikeway facilities would serve the interests of both children and adults, so that the system could serve as alternative transportation to parks, schools, shopping areas, etc.

Purposes of the Sub-Element

This document is a Sub-Element of the Open Space Element, of the nine State-required elements to be included in the General Plans of all jurisdictions in California. The Sub-Element is intended to fulfill the requirements for funding pursuant to SB 821, which states that the jurisdiction will have an adopted bikeways plan.

Objectives of the Sub-Element

- To reevaluate and build upon the city's adopted or informal policies and goals associated with bikeways as identified in the 1973 Citizens Committee Report.
- To recommend a bikeway plan which is responsive to the long-range needs of the residents, employees, employees and shoppers of Beverly Hills and vicinity.
- To recommend programs for acquisition, development, and use of bikeways to meet the city's needs.

As a relatively compact Community with a broad range of community facilities and services in relatively close proximity to a large proportion of the residents, Beverly Hills offers a unique opportunity to develop a bikeway system which can serve both transportation and recreation needs, that is, a system that is both suitable for Sunday afternoon family bicycle riding, as well as one that connects residential areas with parks, schools, shops, or places of employment, thus providing an alternative means of transportation to the bus or private auto.

Inventory (Existing Facilities, Plans).

Existing Facilities

Although many streets carry substantial bicycle traffic, there are now no formal public or private bikeways in Beverly Hills.

Existing Plans

The adopted 1965 General Plan proposed no bikeways. However, the 1973 adopted Citizens Committee Report, which is the basis for the revised General Plan, stated that bikeways should be developed for both transportation and recreational purposes. In 1974, an

Interim Open Space Element was adopted by the City which did not address the subject of bikeways.

Standards.

Physical Specifications for Design

Standards for the physical design of the bicycle routes as described in the California Vehicle Code serve as a guide in the development of a system and as an indicator of the types of commitment the City may be required to make in order to develop a safe and effective long-range bikeways system.

There are several types of bicycle routes distinguished in the Code:

- Bike lanes or routes that contain a preferential lane for bicyclists, but which can be shared in part or traversed by autos, specifically those parking or entering or exiting from driveways.

- Bikepaths or exclusive pathways for bicyclists only.

- Shared routes, which are used by bicyclists and motorists but which are marked by signs.

(Section 6.4., below, describes which types of routes might be appropriate and possible within Beverly Hills.)

The Code suggests the following types of design features:

· Routes should be composed of one-way couplets rather than two-directional, single pathways.

· A route should be eight feet wide with a two percent cross slope within a 14-foot graded area. Five feet is the minimum width for a one-way couplet.

· A five percent grade is the maximum recommended; one or two percent grades are optimal. A seven percent grade for a short distance may be tolerable.

In addition, although not stated in the Code, a route should have as few interruptions or stops as possible, since stop-and-go cycling is an inefficient use of the bicyclists' energy and tends to discourage use of a bikeway.

Demand

The demand for bikeways was discussed in the 1973 Citizens Committee Report, which proposed bikeways not only for recreational uses but as an alternative to the use of the private auto. An important segment of the demand was quantified by a recent Bicycle Usage Survey of students for school trips, conducted by the

City Department of Traffic & Parking (See Map 2.), which indicated that there were approximately 850 daily bike trips for this purpose.

A committee was established to determine route feasibility in Beverly Hills but to date formal recommendations have not been made. However, it has been informally suggested that Elevado Avenue, Beverly Gardens, and Gregory Way become bike paths. (Each of these routes has been recommended in this Sub-Element.)

Recommendations: Development of a Bikeway System.

A 22.0 mile bikeway system is proposed, as shown on Map 3. This route connects schools, parks and other public or semi-public facilities with residential neighborhoods. It also unites commercial areas and places of employment, including the Business Triangle.

If the City were in its infant stages, exclusive bike routes could be developed to the standards of the California Vehicle Code, and movement would be safe and expeditious. However, this system has to be developed within the constraints of a fully developed City which was planned for pedestrian and automotive travel, and made no provision for a third form of transportation whose requirements were different from the other two. Consequently, if the City is to have a comprehensive bikeways program, it will only be with certain compromises and trade-offs. Even in that form it will be a difficult program to implement.

The proposed system is designed to use the lease hilly routes. In some cases, the slope approaches the five percent recommended in the Code. Obviously, it is impossible to develop a comprehensive system which does not, in part, exceed the recommended slope, given the hilly topography of Beverly Hills.

The 22.0 mile system is designed to use the safest routes possible and, wherever possible, uses streets which carry the fewest automobiles. Despite this, some portions of the route are along heavily travelled roadways. Given the location of key destinations within Beverly Hills, it is not possible to develop a system that does not, at least in part, utilize heavily travelled roadways. This will inevitably increase the hazards associated with a bikeway system.

Of the three types of bikeways identified in Section 3., above, the predominant type of system likely to be employed in Beverly Hills would be of the "bike lane" variety, or the route type that contains a preferential lane for bicyclists but which can be shared in part of traversed by vehicles, especially those parking or entering and exiting from driveways. Certain limited portions of the system may

be "bike paths" which are exclusive pathway only for bicyclists. The sections which could be so characterized include the following:

- Beverly Gardens (except for those blocks developed with churches, whereupon the route could continue along the grass parkway, and which could connect into the Santa Monica Boulevard routes proposed by the City and county of Los Angeles);

- Burton Way median strip (which would connect into the San Vicente/Burton Way route proposed by the city of Los Angeles; and

- Other relatively limited areas, sections through Roxbury, La Cienega and Coldwater Canyon Parks, and the City Hall grounds.

(If the Traffic Segregation Plan to reduce unnecessary through traffic were implemented, it would open additional opportunities to develop a bikeway system unimpeded by stop signs. Hence, bike traffic could flow efficiently and safely throughout the City, which would also increase the extent to which it would be used. Furthermore, implementation of a traffic segregation program may make it possible to close some of the cross-streets along Burton Way and Santa Monica Boulevard (Beverly Gardens), thus further extending the opportunities for unimpeded bicycle flow.)

South of Santa Monica Boulevard, most of the streets proposed for bikeways are narrower than the streets in the north (the average width is about 30 feet as opposed to 60 feet) and, therefore, on-street paths would necessitate removal of parking on both sides of the street. Parking is already a problem in many of these areas and removal of on-street parking may be an unacceptable trade-off. A compromise solution might be to develop two one-way couplets on adjacent parallel streets. In this way parking would be removed from one side of each of two street and therefore no one street would be severely impacted. For east-west routes south of Santa Monica Boulevard, removal of parking may be a more feasible solution as there is relatively little on-street parking now available.

North of Santa Monica Boulevard, most streets are 60 feet wide and, as has been done in many areas, bike paths could be developed immediately alongside vehicular parking lanes (between parked cars and moving lanes), without requiring the removal of curb parking. Two one-way bike lanes could, therefore, be developed, one on either side of the street. With the bikeways and curb parking, there would still be adequate space for moving vehicles because of the street widths. This type of bike path will probably improve safety and it will not lessen the number of travel lanes nor affect parking.

As the system traverses the Business Triangle, the alignment would be along one side of the mid-block alley and/or on the left hand side of the one-way streets. Parking and loading in the alleys is limited to one side, therefore facilitating the development of one two-way bikeway on one side of the alleyway. The alley is adequately wide to accommodate this, although the bikeway would have to be narrower than desirable.

This route alignment is a compromise. It is not attractive and it may be less safe. However, a bikeway on any north-south Triangle street would necessitate the removal of a parking or traffic-carrying lane or a portion of a sidewalk, and these are all unfeasible alternatives.

There is a study underway to remove parking from the left hand (driver's) side of one-way streets in the Business Triangle to facilitate the movement of traffic. If implemented, there would be adequate width to accommodate a one-way bikeway in the remaining space that would flow with vehicular traffic and not intrude upon the improved vehicular traffic lanes. Until such a proposal is implemented, it would not be appropriate to develop on east-west streets through the business Triangle as it would interfere with vehicular traffic. (Sidewalks are too congested to use safely.)

In addition, the Beverly Hills system as proposed would connect into the systems proposed by the adjoining jurisdictions of the city and County of Los Angeles. This would provide continuity to the recreational and transportation bicycle activities throughout the Central West Los Angeles area. The City of Los Angeles has proposed bike routes in the median strip of San Vicente Boulevard/Burton Way, east of Beverly Hills and in the median strip of Santa Monica Boulevard, west of the city; Los Angeles County has proposed a route in the median strip of Santa Monica Boulevard, east of Beverly Hills.

The Sub-Element suggests that the city of Los Angeles consider linking up their proposed San Vicente bikeway with the Charleville bikeway via Hayes and Foster Drives in the Carthay Circle District. This would benefit both jurisdictions by making connections which allow riders to move easily in and out of either city without using the very crowded Wilshire – San Vicente Boulevard intersection.

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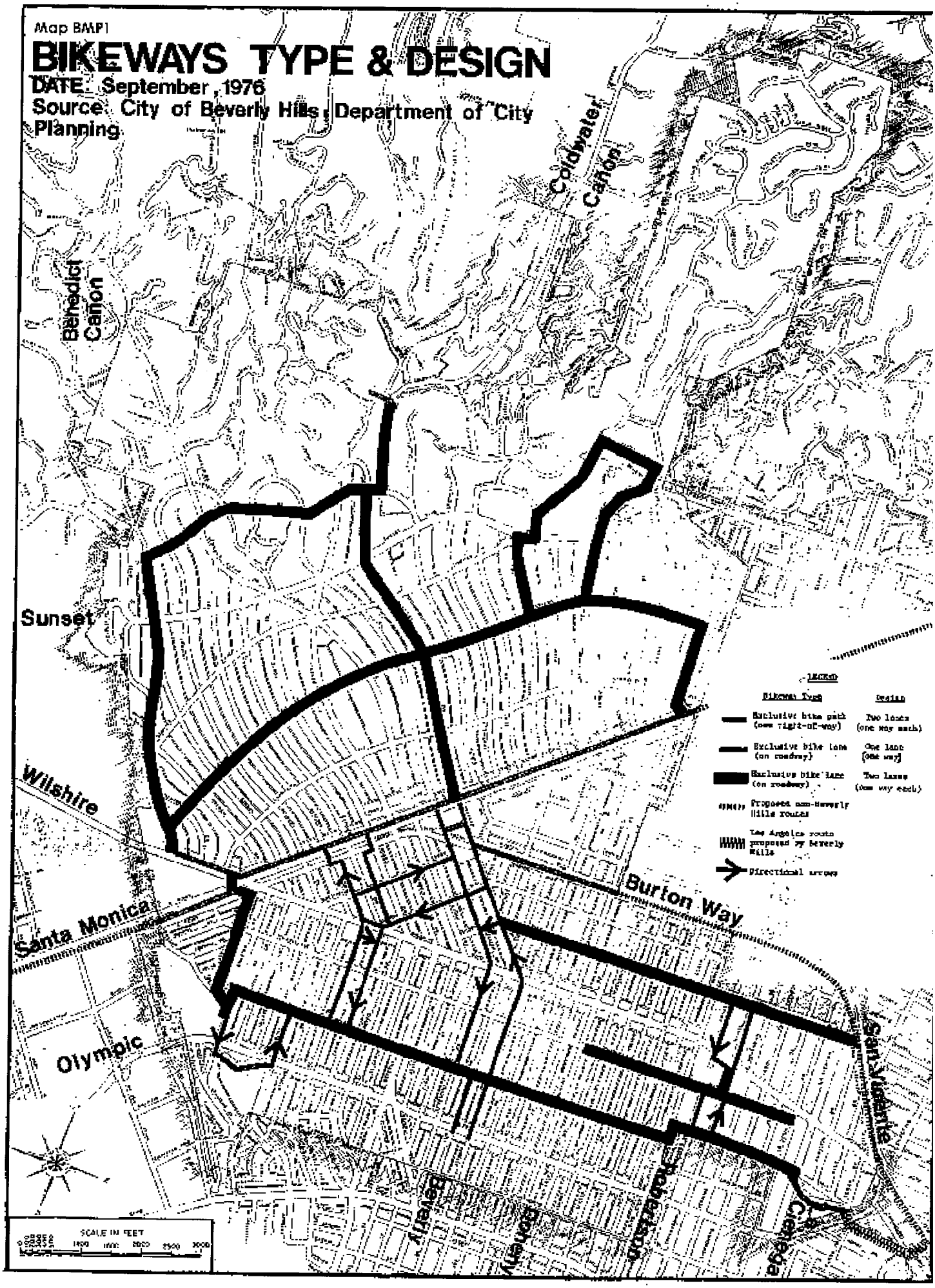
Map BMP1

BIKEWAYS TYPE & DESIGN

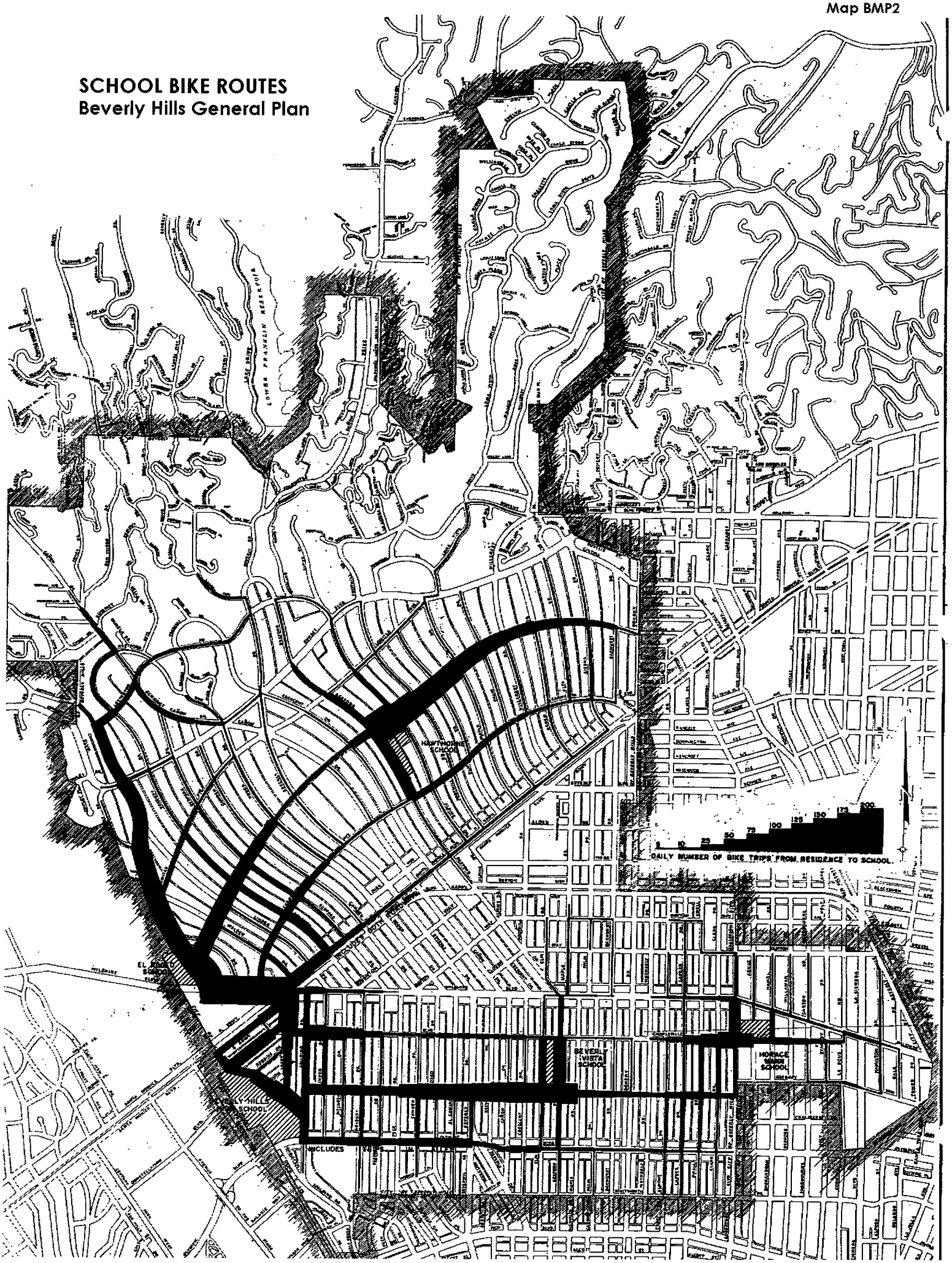
DATE: September, 1976

Source: City of Beverly Hills, Department of City Planning



Map BMP2

SCHOOL BIKE ROUTES
Beverly Hills General Plan



ATTACHMENT 2

PROPOSED PILOT BICYCLE ROUTE
EXISTING INFRASTRUCTURE

PROPOSED	SEGMENT	TYPE	STREET LENGTH		STREET WIDTH	INTER-SECTIONS	STOP CONTROLLED	SIGNALS
			MILES	FEET				
BURTON WAY	Rexford-Doheny	Lane	0.54	2,861.80	35.5'	7	4	3
	Doheny-Robertson (eastbound)	Lane	0.34	1,812.04	34.5'	6	4	2
	Median	n/a	0.86	4,564.24	58'-75' (a)	7	2	5
CRESCENT/REEVES	Sunset-N.SMB	Lane	0.86	4,517.44	50'	5	4	1
	N.SMB-Wilshire	Route	0.53	2,775.98	56'	5	1	4
	Wilshire-Charleville	Route	0.15	784.98	30'	2	1	1
	Charleville-Reeves	Route	0.12	647.12	35'	2	2	0
	Reeves-Olympic	Route	0.37	1,938.67	30'	3	3	0
CARMELITA	Wilshire-Doheny	Route	1.71	9,029.58	42'	21	21	0
CHARLEVILLE	S.SMB-Le Doux Road	Route	2.00	10,584.26	35'	34	30	4
BEVERLY DRIVE	Sunset-SMB	Lane	0.85	4,476.78	60'	6	4	2
	SMB-Wilshire	Route	0.41	2,172.67	60'	6 (b)	0	6
	Wilshire-Olympic (c)	Route	0.51	2,668.03	60'	5	0	5

(a) Median width variance includes left-turn lane/pocket

(b) Midblock crosswalk signalized.

(c) Street width increases to 70' where diaganol parking is provided.

ATTACHMENT 3

CITY OF BEVERLY HILLS
STAFF REPORT

Meeting Date: July 3, 2012

To: Honorable Mayor & City Council

From: Aaron Kunz, Deputy Director of Transportation
Martha Eros, Transportation Planner

Subject: REVIEW PROPOSED PILOT BICYCLE ROUTES

Attachments:
1. Pilot Projects reviewed by the Traffic & Parking Commission (Prepared by Fehr & Peers Transportation Consultants)
2. Public Notice and Press Release
3. Traffic & Parking Commission Minutes - May 9, 2012
4. Public Comment and Correspondence

INTRODUCTION

Staff proposes that the City Council proceed with one or more of the pilot projects outlined in this report based on input provided to the Traffic and Parking Commission. If the City Council wishes to receive public input directly before proceeding with any of the pilot projects, staff will schedule a discussion at a future public meeting.

DISCUSSION

Facilitating the use of bicycles as an alternative to automobiles is an integral part of urban transportation planning and development of Complete Streets in Los Angeles County and other major US Cities. The City of Beverly Hills City Council prioritized bicycle planning as goal during FY12/13 budget priority exercise.

The City of Beverly Hills has not previously engaged in significant bicycle planning efforts. Staff is pursuing bicycle planning with three initiatives as a first step towards developing a comprehensive bicycle master plan:

1. Pilot Bicycle Lane/Routes: Currently, the City does not have any dedicated bicycle lanes or routes. The focus of this report is to provide the results of the public outreach process and analysis of potential pilot bicycle lane/route projects.

2. Development/expansion of bicycle rack program. The City placed bicycle racks, as part of the Business Triangle Urban Design Project, on North Rodeo, Camden and Beverly Drives and Brighton and Dayton Ways. A limited number of bicycle racks are placed in other areas of the City. Staff will bring forward a proposal to expand the number of bicycle racks in the City to develop an integrated bicycle program, including the development of standards at a forthcoming meeting.

3. The City Council has previously provided direction that bicycle lanes in each direction on North Santa Monica Boulevard (NSMB) be addressed as part of the Santa Monica Boulevard Reconstruction Project planning process. The reconstruction of Boulevard is scheduled to begin in early 2015, with the planning process during 2013/14.

Pilot Bicycle Lane/Route Proposals

With minimal opportunities and/or community interest in expanding roadways or removing on-street parking in Beverly Hills (as is the case in most areas of Westside of Los Angeles County), the Beverly Hills pilot bicycle lane/route proposals would consist of two types of bicycle facilities: Class II Bicycle Lanes and Class III Bicycle Routes/Sharrows.

The Manual of Uniform Traffic Control Devises defines bicycle facilities as follows[1]:

Class I - Bike Path:	Completely separated right-of-way for exclusive use of bicycles or pedestrians.
Class II - Bike Lane:	Striped lane in roadway designated for bicycle uses, with though travel by motor vehicles or pedestrians prohibited.
Class III - Bike Route:	Shared roadway with pedestrians and motorized vehicles; a designated preferred route typically identified with a *sharrow*[2] markings and signage.

The first step in developing recommendations for pilot bicycle lane/route projects involved seven roundtable discussions between the TPC Bicycle Ad Hoc Committee (Commissioners I. Friedman, Grushcow and Levine), City staff, representatives of bicycling organizations (e.g., Los Angeles County Bicycle Coalition and Better Bikes of Beverly Hills), and active cyclists to identify corridors based on accessibility to merchants, schools, parks and connectivity to bike networks in West Hollywood and Los Angeles. Additionally, staff from the individual cities of the Westside Cities Council of Governments met with representatives of the bicycle community and conducted a similar exercise on a subregional level.

Second, *Fehr & Peers Transportation Consultants* evaluated each corridor including street conditions and neighborhood characteristics and developed graphical presentations of each

[1] MUTCD, Chapter 9A. General, Part 9 Traffic Controls for Bicycle Facilities, Section 9A.03 Definitions. http://www.dot.ca.gov/hq/traffops/signtech/mutcdsupp/pdf/camutcd/CAMUTCD-Part9.pdf

[2] *Sharrow:* A marking placed in the center of a travel lane includes lane markings within the existing roadway and signage, without a lane for exclusive bicycle use.

corridor with recommendations of the type of facility applicable for each street. Attachment 1 provides a summary of the five corridors reviewed.

Third, the TPC held three evening community meetings in April and May 2012, (two meetings conducted by the ad-hoc Committee and one by the full TPC) to present the proposed corridors and receive community feedback. Staff sent two separate mailers to approximately 3,085 addresses for each street included in the pilot bicycle project. The first a post card announcing the community meeting schedule, the second a special notice (with special labels on the envelopes) for the May 9th Special Traffic & Parking Commission public notice (Attachment 2).

A total of 48 people attended the community meetings, with 27 people speaking during public comment at one of the three public meetings. Two individuals attended multiple meetings and provided public comment at each. A total of 14 individuals spoke in favor of one or more of the proposed bicycle routes, and 11 residents spoke in opposition to bikeways in the City. Those in favor spoke of the need for Beverly Hills to implement bicycle facilities similar to neighboring jurisdictions. Those opposed cited safety concerns of sharing the road with bicycles, cyclists do not obey stop signs, and limited cycling activity in the city. A summary of public input is included as Attachment 3.

Public Comment	Support	Oppose	Total
Resident	7	11	18
Non-Resident	7	0	7
	56%	44%	25

Staff also received three letters from residents and two from non-residents supporting one or more of the proposed routes in the City. Six resident letters, including one letter signed by 24 Beverly Hills households, oppose bikeways. Three of the individuals that submitted written letters also provided public comment at one or more of the community outreach meetings.

Correspondence	Support	Oppose	Total
Resident	3	6	9
Non-Resident	2	0	2
	45%	55%	11

The Traffic & Parking Commission developed a recommendation at the May 9th special meeting. Two of the five Commissioners recommended that the City Council test all five pilot bicycle lane/route projects, however, the majority wished to vote on each route individually. Per discussion with the ad-hoc Committee, staff agreed not to prioritize or recommend against any of the five (or portion thereof) of the five bicycle route/lane project in order to receive unbiased input.

Attachment 5 provides minutes of the Traffic & Parking Commission's recommendations. Below, staff has prioritized the five pilot bicycle route/lane projects. Of the pilot bicycle route/lane projects reviewed, staff does not support bicycle routes on Beverly Drive or Reeves Drive at this time due to the high volume of traffic and potential conflicts with vehicles.

Burton Way

Staff supports a Class II bicycle lane on Burton Way between Crescent Drive and Robertson Boulevard that would connect to future bikeways on San Vicente and Burton Way in the City of Los Angeles. The Traffic & Parking Commission voted 5/0 in favor.

Burton Way is approximately 35-feet wide in each direction and has on-street parking on each side of the street. A Class II bicycle lane on Burton Way would connect to a regional bicycle network and provide access to merchants on North Crescent Drive and the business triangle.

Crescent Drive

Staff supports a Class II bicycle lane on Crescent Drive between Sunset and Santa Monica Boulevards and a Class III bicycle route/sharrow between Santa Monica and Wilshire Boulevards. The Traffic & Parking Commission voted in favor of the overall, inclusive Crescent/Reeves bikeway with a vote of 3/2.

Staff recommends a Class III bicycle route/sharrow on the 100 block of South Crescent Drive only if a route on Charleville Boulevard is selected to provide connectivity to city facilities, including schools, parks and the adjacent Wilshire business corridor. Staff does not support a bikeway on South Reeves Drive due to high traffic circulation from South Beverly Drive, the parking density and narrow street conditions on the 300 block of Reeves, and connectivity constraints at Olympic Boulevard.

Crescent Drive is approximately 50-feet wide between Sunset and North Santa Monica boulevards and 56-feet wide south to Wilshire Boulevard. On-street parking is available on both sides of the street. North Crescent Boulevard would provide access to Crescent Drive merchants north of Wilshire Boulevard, City Hall, Public Library and the future Annenberg Cultural Center.

The 100 block of South Crescent Drive has on-street parking on the west side of the block and has two speed humps. A Class III bike route would connect to Charleville Boulevard which would provide access to Beverly Vista Elementary School and adjacent synagogue/church. *If the Charleville Boulevard route is not selected, staff recommends terminating the Crescent Drive route at Wilshire as limited connectivity would be provided.*

Carmelita Avenue

Staff supports a Class III bicycle route/sharrow on Carmelita Avenue between Wilshire Boulevard and Doheny Drive. The Traffic & Parking Commission voted 3/2 in favor of this route.

Carmelita Avenue is approximately 42-feet wide and has 21 all-way stops within the city limits. The route would provide adjacent access to the North Santa Monica Boulevard transit corridor and connect to existing bikeways in West Hollywood and West Los Angeles at the east/west city limits. Carmelita Avenue could be considered as an interim route until the reconstruction of North Santa Monica Boulevard is completed.

Charleville Boulevard

Staff supports a Class III bicycle route/sharrow on Charleville Boulevard between South Santa Monica and La Cienega Boulevard. The Commission voted 2/3 against a proposed bikeway

due to the high volume of traffic and parking density along the Charleville corridor, and backed-up traffic due to perceived travel conflicts between motorists and cyclists on the narrow street.

Sharrows and signage would alert both cyclists and motorists of a shared road with access to local schools (Horace Mann, Beverly Vista, and Good Sheppard), synagogues and parks. Charleville Boulevard would also provide access to the east Wilshire Boulevard business corridor and to merchants on South Robertson Boulevard. Charleville Boulevard is approximately 35-feet wide and is currently a self-selected route by cyclists. Charleville Boulevard is a mixed single and multiple-family area with permit parking and all-way stops.

Beverly Drive

Staff does not support a bikeway on Beverly Drive. The Traffic & Parking Commission voted 2/3 against a proposed bikeway on Beverly Drive.

Beverly Drive is approximately 60-feet wide between Sunset and Olympic boulevards. A bikeway on Beverly Drive would provide access to businesses and restaurants in the business triangle and on South Beverly Drive. Staff does not recommend a bikeway in this corridor due to the high traffic volume between North Santa Monica and Olympic boulevards and the diagonal parking in the South Beverly Drive, and the challenging nature of the traffic circle near the northern terminus at Will Rogers Park.

FISCAL IMPACT

The design and installation costs to implement the routes recommended by the Traffic & Parking Commission are approximately $135,000. The cost of the proposed routes recommended by staff, which includes Charleville Boulevard, is approximately $170,000. AB-2766 Air Quality Management District (AQMD) funds for FY12-13 are budgeted for this use. Consultant fees for bicycle planning are estimated at $20,000. The consultant fees will be paid with Proposition A Local Return Funds.

STAFF RECOMMENDATION

Staff requests City Council direction on whether to:

(1) Implement one or more of the pilot bicycle lane/route projects outlined in this report

or

(2) Continue the discussion at a future formal City Council meeting and notice the affected streets within the project scope.

David Gustavson
Approved By

Exhibit 1 – Proposed Pilot Bicycle Route Map