



DEPARTMENT OF CITY PLANNING

RECOMMENDATION REPORT



CITY PLANNING COMMISSION

Date: November 4, 2010
Time: 8:30 am
Place: City Hall, Room 1010
200 North Spring Street
Los Angeles, CA 90012

Case No.: CPC-2009-871-GPA
CEQA No.: ENV-2009-2650-MND
Location: Citywide
Council No.: ALL
Plan Area: ALL
Applicant: City of Los Angeles

PUBLIC HEARING: September 25, September 29,
September 30, and October 2, 2010

REQUEST: Update of the City's Bicycle Plan

SUMMARY: A proposed General Plan Amendment updating the City's Bicycle Plan (Chapter IX of the Transportation Element of the General Plan)

RECOMMENDED ACTIONS:

1. **Adopt** the attached Staff Report as the Commission's report on the subject;
2. **Adopt** the attached findings;
3. **Approve and Recommend** that the Mayor approve and the City Council adopt by Resolution the attached Bicycle Plan amending the Transportation Element of the General Plan (Appendices A-C);
4. **Adopt the ENV-2009-2650-MND** (Appendix D) and the associated findings
5. **Instruct** the Director of Planning to make the necessary changes to the Transportation Element upon adoption by the City Council; and
6. **Direct** the Department of City Planning to file the Notice of Determination (NOD) after City Council approval of the project.

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ADVICE TO PUBLIC: *The exact time this report will be considered during the meeting is uncertain since there may be several other items on the agenda. Written communications may be mailed to the *Commission Secretariat, 200 North Spring Street, Room 272, Los Angeles, CA 90012* (Phone No. 213/978-1300). While all written communications are given to the Commission for consideration, the initial packets are sent to the week prior to the Commission's meeting date. If you challenge these agenda items in court, you may be limited to raising only those issues you or someone else raised at the public hearing agendized herein, or in written correspondence on these matters delivered to this agency at or prior to the public hearing. As a covered entity under Title II of the Americans with Disabilities Act, the City of Los Angeles does not discriminate on the basis of disability, and upon request, will provide reasonable accommodation to ensure equal access to this programs, services and activities. Sign language interpreters, assistive listening devices, or other auxiliary aids and/or other services may be provided upon request. To ensure availability of services, please make your request no later than three working days (72 hours) prior to the meeting by calling the Commission Secretariat at 213/978-1300.

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Attachments

- Appendix A. 2010 Bicycle Plan (with matrix of changes)**
- Appendix B. Maps and list of designated facilities (with matrix of changes)**
- Appendix C. Technical Design Handbook**
- Appendix D. ENV-2009-2650-MND**
- Appendix E. Council Motions Index**
- Appendix F. Draft Resolution**
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SUMMARY

Bicycle Plan Overview and Purpose

The 2010 Bicycle Plan is a comprehensive update of the City's existing Bicycle Plan, originally approved by the City Council in 1996 and last re-adopted in 2007. The 2010 Plan is a component of the Transportation Element and complements the City's commitment to transforming from an auto-centric model to a multi-modal system. The 2010 Plan serves as the City's blueprint for meeting the needs all of bicyclists and improving bicycling conditions in the City. The Plan recognizes the concerns that inhibit many bicyclists from riding today and incorporates strategies, programs and practices to encourage a growing number of bicyclists of all ages and levels of experience. The Plan establishes long range goals, objectives and policies at a citywide level and contains a broad range of programs that constitute the actionable steps the City intends to take in order to become a more bicycle-friendly Los Angeles.

The Plan establishes three main goals:

1. Increase the number and type of bicyclists who bicycle in the City
2. Make every street a safe place to ride a bicycle
3. Make the City of Los Angeles a bicycle-friendly community

The 2010 Bicycle Plan (Plan) is centered on a systematic approach to implementation and is intended to create a comprehensive system of bicycle facilities from today's patchwork of facilities. The Plan designates over 1,600 miles of bikeways and creates the blueprint for the development of both the Citywide and Neighborhood Bikeway Networks, (a pair of comprehensive and integrated pair of bicycle networks that will provide continuous bicycle access across the entire City). Additionally, the Plan establishes policies and programs to provide convenient and secure bicycle parking, to integrate bicycling into the transit system, to develop a comprehensive education program for bicyclists and motorists, to enforce roadway safety, to maintain bikeways, and to increase recreational bicycling opportunities.

Implementation of the Plan depends on four factors: a commitment by key city agencies to implement the recommended strategies; significant and sustained funding for projects and staff, particularly by prioritizing bicycle projects in federal, state, and local transportation grant programs; political support; and a strong partnership with Los Angeles' bicycling community.

The 2010 Bicycle Plan has been created through a joint effort of the Department of City Planning, the Department of Transportation, Technical Advisory Committee, and the city's lead consultant team, Alta Planning+Design. The 2010 Bicycle Plan is the product of extensive public input, best practices from cities around the country, two series of citywide workshops, numerous meetings with bicycle advocacy groups, background research, and detailed field work. The efforts and energies from the bicycling community and public have been instrumental in making the 2010 Bicycle Plan a more robust and stronger document.

Highlights/New concepts

The Plan contains numerous innovations and new initiatives geared towards increasing the mileage of bicycle facilities and making bicycling a natural part of the landscape of the City. Highlights of the Plan include:

- the designation of 1,663 miles of bicycle facilities (bicycle paths, bicycle lanes, and bicycle routes/bicycle friendly streets) connecting all parts of the City (an increase of approximately 900 miles from the 1996 Bicycle Plan);
- the introduction and identification of Citywide and Neighborhood Bikeways Networks around which funding and construction efforts would be focused;
- the introduction of “bicycle-friendly streets” as the backbone to the Neighborhood Network geared toward bicyclists who are more comfortable on streets with less traffic volumes;
- the introduction of an on-going Five-Year Implementation Strategy to design and construct 200 miles of bikeways every five years;
- the adoption of a comprehensive Technical Design Handbook to guide the design of bicycle facilities;
- updated goals, objectives, policies, and programs to support the implementation of the Plan; and
- over 135 implementation programs in ten categories.

BACKGROUND

Bicycle Planning and Implementation

The City of Los Angeles adopted its first Bicycle Plan in 1977 which designated a 600-mile citywide system of bicycle paths, lanes, routes, and trails. That document started the development of bicycling infrastructure in Los Angeles. Between 1977 and 1996, approximately 271 miles of bicycle facilities were installed. This included 38 miles of bicycle paths (Class 1), 88 miles of bicycle lanes (Class 2), and 145 miles of bicycle routes (Class 3).

In 1996, the City adopted a new Bicycle Plan that designated 742 miles of bikeways and created policies for the implementation of bicycling as a transportation mode and recreational activity. The goal of the 1996 Bicycle Plan was to create "a transportation system which is accessible, safe, and convenient for bicycle travel, with an accompanying increase in bicycle mode split both in daily trips overall, and home-to-work trips."

Over the past 14 years the City installed an additional 124 miles of bikeway, for a total of 384 miles, and completed a host of bicycle related projects intended to further encourage bicycling as a transportation and recreational activity. These support projects included the development and distribution of a citywide bicycle map and a bicycle website (www.bicyclela.org), the installation of bicycle parking, and various bicycle educational activities.

Despite the accomplishments of the past years, there are numerous factors that have contributed to delays in implementing past bicycle plans. Limited staff and funding and the lack of political support along with cumbersome departmental coordination has left the City with piecemeal segments of disconnected paths, lanes, and routes, and unfulfilled policies and programs. Additionally, the California Environmental Quality Act (CEQA) has also been a hindrance to implementation. Traditionally, CEQA has placed a large emphasis on the mobility of automobiles. Bikeway projects that negatively impact automobile movement have been subject to lengthy and costly environmental review and documents. Typically, funding has not been available to conduct these studies which has, in-turn, inhibited the expedient development of bicycle projects.

However, within the last decade the planning/transportation climate and legislative landscape has changed significantly at the federal, state and local levels. Additionally, there has been a renewed emphasis on non-motorized forms of transportation and a general increase in environmental awareness. Legislation has been passed at the state level mandating the routine accommodation of all roadway users (AB 1358-Complete Streets Act) and mandating the development of a Sustainable Communities Strategy (SB 375) to reduce greenhouse gas emissions. The state has also amended the CEQA guidelines to broaden the scope of analysis that cities may consider when evaluating the effects of transportation modes.

At the local level, the City Council has introduced various motions to promote bicycling in the City and to increase the inventory of bicycle infrastructure in the City (Appendix E). Additionally, the Mayor and City Council have adopted a policy setting aside ten percent of Measure R Local Return Funds for bicycle and pedestrian projects. These shifts have increased awareness of the importance of bicycling and play a positive role in improving the rate at which bikeways and programs identified in the Plan can be implemented.

2010 BICYCLE PLAN

Overview

The 2010 Bicycle Plan is organized into an executive summary, five chapters (Orientation, Bicyclists, Bikeways, Policies and Programs, and Implementation), a Technical Design Handbook, Maps, and appendices. In response to the growing demand for an improved bicycle experience, the Plan focuses on three main goals:

1. Increase the number and type of bicyclists who bicycle in the City
2. Make every street a safe place to ride a bicycle.
3. Make the City of Los Angeles a bicycle-friendly community

The three main goals are supported by ten objective areas centered around the traditional five "E's" of bicycle planning (Engineering, Education, Encouragement, Enforcement, and Evaluation & Planning). Over 48 policies and 135 programs stem from the ten objectives. The Plan includes programs aimed towards expanding and building out the Bikeways Network, increasing motorists/cyclist education, increasing the availability of funding opportunities, enhanced maintenance programs, and increasing bicycle parking requirements.

The 2010 Plan expands upon the 742 miles of bikeways designated in the 1996 Plan to establish a Citywide Bikeway System comprised of 1,663 miles of designated bikeways. Established within the Citywide Bikeway System are two new bikeway networks a Citywide Bikeways Network (CBN) and a Neighborhood Bikeways Network (NBN). The Networks will provide continuous, uninterrupted north/south and east/west access across the entire City. The vast majority of the 1663 mile system facilities will be located on one of the two proposed Networks (approximately 1344 miles). The remaining 319 miles are typically located on streets that are parallel to a bikeway included on a Network and therefore those particular miles were not prioritized.

Citywide Bikeway Network

The Citywide Bikeway Network (CBN) is a 673-mile interconnected system of city's major streets and bicycle paths. Approximately half of the CBN is in place today, however the existing segments are somewhat disconnected and do not create a comprehensive connected system. Over the next 25 years, the efforts to complete the remaining miles of the CBN will focus on filling the gaps in between the existing bikeways already in place on the CBN. The CBN will enable bicyclists to access employment centers, transit stations, educational, retail, entertainment, and other open space and recreational resources. It is expected that the portions of the CBN located on arterial streets will be utilized primarily by experienced riders who are comfortable riding in moderate to heavy traffic volumes.

Neighborhood Bikeway Network

The Neighborhood Bikeway Network (NBN) is a 671-mile system comprised primarily of Bicycle-Friendly Streets on Local and Collector Streets which are usually characterized by low-traffic volumes and speeds. The NBN is intended to provide a network that is generally parallel to the CBN where bicyclists of all experience levels may feel

comfortable riding. The NBN will enable all bicycle riders, including children, women, families, young adults, and seniors to access neighborhood facilities and parks and open space. The NBN will also provide low speed, less traffic, and a less threatening environment than bikeways on arterial roadways. Many of the streets are comfortable for bicycle riding today but may benefit from wayfinding and additional street calming measures such as roundabouts and traffic diverters.

Maps

The Plan contains three sets of maps each with a unique purpose. Together the maps tell the full story of bikeways which help further explain the Bicycle Plan and comprise the Bicycle Plan Citywide Bikeway System. A fourth map (*Bikeways Engineering Map*) was utilized as an information tool during the process to help the public understand the challenges of implementing (street width, roadway configuration, etc) for each designated street but will not be included in this Plan. The Engineering Map will be used internally by City staff to identify the engineering status of each designated facility. Below is a description and purpose of each map:

1. *Designated Bikeways Map* illustrates the vision for all existing, funded or future facilities throughout the City.
2. *Citywide and Neighborhood Networks Maps* illustrate the bicycle facilities on the Citywide and Neighborhood Bikeway Networks. Facilities on the networks will be prioritized for funding and implementation by the City.
3. *Existing and Funded Bikeways Map* displays the bikeways built to date, and those that have been funded and slated for design and construction.

Policies and Programs

The goals, objectives, policies and programs of the 2010 Bicycle Plan consist of new ideas and the addition of updated and strengthened policies and programs from the 1996 Plan. The 2010 Bicycle Plan includes a program to begin a continual five-year Implementation strategy with the goal of constructing 200 miles of facilities every five years. The policies provide a clear statement that will guide the specific courses of action. The corresponding programs include the descriptions, objectives, and a timetable for implementation by the applicable responsible City departments. The policies and programs range from complex implementation strategies to simple, but highly effective actions. Some of the programs included encouraging the City to partner with local organizations to organize Ciclovias (a series of local and citywide road closure events), such as the inaugural "CicLAvia" on October 10, 2010; installing a wayfinding program citywide, and creating a Citywide Safe Routes to School program.

As the largest and most centrally located city in the Southern California region, Los Angeles' 2010 Bicycle Plan recognizes the important role surrounding city and regional plans and agencies play in its implementation. Policies are included that support the integration of bicycle and transit and strategies to facilitate on-going collaboration among Los Angeles and its neighbors.

Five-Year Implementation Strategy

A key program within the 2010 Bicycle Plan is the development of a comprehensive implementation strategy that will identify funds to design and initiate the construction of 200 miles of bicycle facilities on the Citywide and Neighborhood networks every five years. Based upon the feedback from the workshops a robust and certain bikeways implementation strategy is a key component of this Plan. An initial draft of the Five-Year Implementation Strategy was developed with input from council offices, bicycle community groups, and the Bicycle Advisory Committee and was introduced to the public via a webinar on July 22, 2010. The first Five-Year Implementation Strategy will be presented to the City Council in conjunction with the adoption of the 2010 Plan.

Technical Design Handbook

The Technical Design Handbook (Handbook) has been developed to assist City staff, residents, and the general public in selecting and designing facilities for future bikeways that are safe and consistent with current standards and guidelines. The national Manual of Uniform Traffic Control Devices (MUTCD), Caltrans Highway Design Manual (HDM), California Manual of Uniform Traffic Control Devices (CAMUTCD) and the American Association of State Highway and Transportation Officials (AASHTO) Guide for the Development of Bicycle Facilities set forth the design standards for bicycle facilities in California. The Handbook also identifies a variety of innovative approaches that through approved experimentation may be tested and installed in a variety of roadway settings. These innovative techniques include protected bicycle lanes, colored bikeways and shared bus-bicycle lanes.

PUBLIC OUTREACH

The public participation process for the 2010 Bicycle Plan commenced in February 2008 and the formal adoption process began in September 2010. A total of nine citywide workshops (February 2008 and September-November 2009) and five public hearings (September-October 2010) were held over the two-and-a-half year process. A variety of avenues were utilized to engage and gather input from the public. A project website (www.labikeplan.org) was created which included a mapping and public survey tool. Comment cards were distributed in English and in Spanish to bicycle shops and libraries to reach people who did not have Internet access. The department also conducted its first ever web-based presentation and question/answer session (webinar) on July 22, 2010. Thousands of comments were received throughout the process.

Throughout the entire process, staff from both the Departments of City Planning and Transportation attended numerous meetings with the Bicycle Advisory Committee, neighborhood councils, community groups, Los Angeles County Bicycle Coalition, and other bicycle advocacy groups/individuals. Staff also presented information on the Plan at the 2010 Street Summit, 2010 California State University at Northridge Sustainability Day, and the Southern California Planning Congress.

The questions and concerns most often raised during these meetings and events included the rate which the Plan will be implemented, the interest in including innovative bicycle treatments ("bike boulevards", "cycle tracks", "bike boxes"), motorist/cyclist education, bicycle parking, and maintenance.

February 2008-May 2009

Four public workshops in February and March 2008 were held in the San Fernando Valley, Westside, Central/South Los Angeles and Harbor areas to kick-start the planning process. Approximately 170 people attended the four workshops. These initial workshops, led by the consultant Alta Planning+Design, along with staff from the Departments of City Planning and Transportation, provided early opportunities for the community to provide suggestions for the new Plan.

May 2009-January 2010

In May 2009, the first drafts of the maps were released to the public, followed in September 2009 with the release of the first complete draft of the Plan. Five public workshops (San Fernando Valley, Westside, Central/South Los Angeles, Harbor area, and Northeast LA) were held during October and November 2009. Over 150 people attended the five workshops. This first draft received a number of negative comments, especially in regards to the maps and the lack of a comprehensive network of bikeways, and a robust implementation strategy. A comprehensive list of public comments was compiled and made available via the project website.

January 2010-Present

In response to the numerous public comments, City staff took a fresh approach in shaping the Plan's current iteration. Among the major changes from the 2009 version to the 2010 version of the Bicycle Plan were:

- addition of an Executive Summary
- new "network" approach to improve connectivity (citywide and neighborhood)
- implementation strategies
- redefining and clarifying goals, objectives, policies, and programs
- additional sets of maps to better explain and distinguish facilities (bikeways that are designated existing and funded, and the networks)

The final draft of the 2010 Plan was released to the public on June 18, 2010 with the accompanying Mitigated Negative Declaration (MND) released September 2, 2010. An informational flyer spotlighting the highlights of the 2010 Bicycle Plan was created and distributed to bicycle shops and interested parties. A web-based presentation and question/answer session was conducted on July 22, 2010 via a webinar to answer questions about the 2010 Bicycle Plan and provide the community with the first look at a preliminary draft of the initial Five-Year Implementation Strategy.

PUBLIC HEARINGS AND COMMUNICATIONS

Public Hearings

Four open house/public hearings and one webinar public hearing were held during September and October 2010 to provide the public opportunities to review the Plan and provide testimony. Comments were accepted via email, fax, and postal mail until October 8, 2010. Approximately 108 people attended the five open house/public hearings and 30 people provided public testimony. A total of 27 written comments were received at the public hearings. Two of the hearings were conducted during the weekday and two were held on a Saturday. The webinar was the first webinar style public hearing ever conducted by the Department. The hearings were conducted at:

1. Hollywood Municipal Building (September 25, 2010)
2. Webinar (September 29, 2010)
3. West Los Angeles/Felicia Mahood Senior Center (September 29, 2010)
4. South LA Constituent Service Center (September 30, 2010)
5. Van Nuys, Braude Constituent Service Center (October 2, 2010)

Hundreds of comments were received via the project website, email, letters or fax between the June 18, 2010 release of the Plan and the close of the public comment period on October 8, 2010. Three additional communications were received after that date. During the comment period letters were submitted by the following organizations and agencies:

- Bicycle Advisory Committee
- California Public Utilities Commission
- Councilman Paul Krekorian (CD 2)
- ITERIS
- Los Angeles Conservancy
- Los Angeles County Bicycle Coalition
- Los Angeles Equine Advisory Committee
- Mid-City West Community Council
- Pacoima Beautiful
- Sierra Club

Issues

The comments received during public testimony fell into five major categories: 1) the need for additional bikeways; 2) requests for additional policies and programs; 3) a desire for faster implementation of the plan; 4) concern over mountain bicycling in City parks; and 5) other topics ranging from motorist/cyclist training to the Plan's relationship with the state's Complete Streets Act to the inclusion of a bill of rights and a "backbone" network.

1. Bicycle Facilities/Maps

A significant number of people testified at the public hearings (and throughout the process) regarding the streets designated on the maps and the corresponding facility

list. The comments ranged from specific streets that the public wanted added or removed, mapping errors, and the addition of neighborhood “bicycle loops” and more mobility hubs. Additional comments encouraged the Plan to focus on providing connectivity to major destinations and completing the installation of bikeways on streets that had received two bikeway treatments on two unconnected segments.

Proposed Changes

The Department has reviewed each of the recommendations and in most cases accepted the suggestions and made corresponding changes to the maps and facilities lists. Among the significant changes is the addition of Hollywood Boulevard from Sunset Blvd west to La Brea Ave in the Citywide Network, the addition of Sherman Way to the Citywide Network in the San Fernando Valley, and the subtraction of segments from the maps identified as problem areas such as the tunnels under the 170 Freeway in Valley Village. Wilshire Blvd. and Pico Blvd. have been identified as east/west connections connecting the downtown area with the ocean. Completing existing gaps is an important component of the Plan. As an example, Motor Avenue has unconnected bikeway facilities at its north and south ends. The Plan proposed to close this gap with a proposed bicycle lane.

Staff concurred with the idea to establish a program to encourage “bicycle loops” via wayfinding to connect communities to nearby assets. A program has been added to Chapter 4 which encourages neighborhood councils and other community organizations to identify “bicycle loops” in their neighborhoods. Additionally, Multi-Mobility hubs have been added to California State University Northridge and the Metro bus transfer station in the Mid-City area.

The Bikeways Engineering Map released with the Plan was intended to convey information about the status of each designated bikeway and any intersection challenges. The map included information on all un-built bicycle facilities and classified them as either Proposed or Potential. Future iterations of the map will replace the term Proposed with Future or Potential with Further Study and the labeling errors from the first draft will be corrected. The revised map will be utilized by City staff to track the status of each designated facility. The map is not a part of the formal adoption of the 2010 Bicycle Plan.

Based upon the public comments, the mileage of the Plan has grown 1.8% from the 1633 miles proposed in June 2010 final draft to 1663 miles. The complete list of changes is located in Appendix B.

2. Bicycle Plan Goals, Objectives, Policies and Programs

Some of the testimony at the public hearings and comments submitted to the Department also centered on the goals, objective, policies, and programs highlighted in Chapters 3 and 4 of the Plan. Comments ranged from suggestions on new policy topics to wordsmithing suggestions that would strengthen or clarify specific policies and programs. Suggested policies and programs included requiring the City to address the needs of cyclists in every transportation project, enhancing programs related to

motorist/cyclists education, strengthening enforcement of traffic laws, installing traffic calming measures, strengthening policies on the expenditure plan, and establishing stronger bicycle parking requirements. Other comments suggested a more active role for the Bicycle Advisory Committee (B.A.C.) in the implementation of the Plan. The Los Angeles Police Department and Los Angeles World Airports provided modified text to clarify their roles and responsibilities.

Proposed Change

In considering the testimony received at the public hearing and from subsequent communications, the Department evaluated the received recommendations and where appropriate, added new policies and programs to address the concerns. A Citywide Safe Routes to School Program has been added and other programs have been modified to increase the role of the Bicycle Advisory Committee in the City and Regional Bicycle Plan Implementation Teams. Policy language is included to require bicycle parking for multi-family developments while comments on specific street locations will be transmitted to the Department of Transportation for resolution.

The Plan recognizes that enforcement and education are important policy issues. The Plan includes policies related to the enforcement of existing laws, the development of educational materials for cyclists and motorist, and training for transit operators within the City.

Additionally, the wording of some proposed policies and programs has been modified where needed to clarify their intent. A full list of changes in policies and programs are located in Appendix A.

3. Implementation

The past challenges and frustrations to fully implement the current Bicycle Plan have been prevalent in the public dialogue. While many of the commenters recognized and appreciated the City's effort to establish a concrete strategy for identifying and implementing bikeways, they expressed concern that the 25-year build-out of the two networks was "too slow". Some expressed a desire for the City to construct between 50-200 miles of bikeways per year instead of the 40 miles per year (200 miles in five years) proposed in the draft Plan. It was also requested that whatever number of miles the City commits to it should be a minimum and not a maximum. In addition, the public emphasized the need to ensure that the implementation of bikeways and support facilities was distributed equitably and that a minimum number of treatments be established for Bicycle Friendly Streets. Further comments were made regarding specific streets and their maintenance (appropriate signage, potholes, poor lighting, faded paint, etc).

Proposed Changes:

The Department proposes that the Five-Year Implementation Strategy be renamed the Five-Year Funding Strategy and that it include "at least" 200 miles every five years. While staff is sympathetic to the concerns that 200 miles is not sufficient, the completion of additional mileage is not feasible without increases in both outside funding and staff

levels and therefore recommends retaining the program at 200 miles every five-years. Staff also has amended the Bicycle Friendly Streets to include at least two of the improvements identified in Section 4 of the Technical Design Handbook.

Although the Plan does not specifically address existing roadway conditions, comments related to specific streets will be transmitted to the Department of Transportation for resolution. However, the Plan does include policies and programs that prioritize street maintenance for bikeways and provide enhanced signage in order to provide a safe and comfortable experience for bicyclists.

4. Mountain Bikes/Off Road

The appropriateness of including policies about mountain or off-road bicycling within the Bicycle Plan, which is a Chapter of the Transportation Element, has been long disputed by some constituents. The concerns stem back to the adoption of the existing Bicycle Plan in 1996 which included specific policies to study the feasibility of developing mountain bicycle trails within Griffith and Ernest Debs Parks as well as a more general reference to the need for access to additional mountain bicycle trails elsewhere within the City park system.

Despite mediated meetings with stakeholders (mountain bicyclists, hikers, and equestrians) during the development of this Plan, to discuss options and potential solutions, no consensus was reached. Mountain bicyclists continue to advocate for increased access to off-road park facilities, and hikers, environmentalists, and the equestrian community continue to articulate concerns about risk of accidents on shared use facilities and the potential for environmental damage to ecosystems.

In testimony and written materials submitted at the public hearings, several persons expressed concern about the impact of allowing bicycles on equestrian trails. Additionally, some commenters took exception to the "tone" of the text and the policies relating to off-road bicycling and multi-use trails. The language and policies as originally written gave some members of the public the impression that mountain bicycling would be allowed in City parks and that the Plan was undermining the Department of Recreation and Parks' authority over bicycles in City parks.

Although the organizations and members of the public who have spoken and written against allowing bicycle on trails have been more vocal in their opposition, a fair number of comments supported expanding the use of mountain bicycles on trails.

Proposed Changes:

The Department has reviewed the text relating to mountain bicycling and has made adjustments to clarify the intent of Objective 3.3 (see Appendix A). The City will continue to gather data on the issue and will not look to repeal the Department of Recreation and Parks' authority over bicycles within City parks. Furthermore, none of the policies or programs within Objective 3.3 call for the expansion of bicycle mountain access beyond where it is permitted today (Mandeville Canyon Park). Additionally, the policies

contained in the 1996 Bicycle Plan explicitly state that the City will embark on allowing access in certain City parks have not been carried over into this Plan.

5. Other issues

Several public comments encouraged the 2010 Bicycle Plan to include policies and programs that align with the State's Complete Streets Act that goes into effect on January 1, 2011. Another comment requested that the principles contained in the "Cyclists Bill of Rights" be included in the Plan along with a "backbone" network that has been proposed by some bicycle advocates.

Complete Streets

The Complete Streets Act requires jurisdictions to plan for all roadway users (bicyclists, motorists, pedestrians, etc) upon any substantial revision of its circulation element. For the City, the Transportation Element of the General Plan is the equivalent of a circulation element and the Bicycle Plan is but one chapter of the Transportation Element. While the development of the 2010 Bicycle Plan, as a single chapter, does not represent a substantial revision of the Transportation Element, many of the goals of the Complete Streets Act are already incorporated in the current version of the Transportation Element and will be further implemented through the 2010 Bicycle Plan. The Plan includes policies and programs that increase the accommodation of bicyclists on City Streets, increase bicycle parking (on and off-street), and improve street lighting and road maintenance procedures to ensure that roadways are regularly maintained in good condition to provide a safe and comfortable ride for cyclists. Additionally the Departments of City Planning and Transportation have recently completed a Street Classification study which sets the stage for the City to begin a discussion with the community and other City departments about expanding the currently limited array of street-cross sections to include cross-sections that prioritize pedestrian, bicycle and transit users in addition to the automobile. Collectively, these strategies support the goals of the Complete Streets Act.

Bill of Rights

The "Cyclists' Bill of Rights" is a statement developed by a segment of the bicycle community and contains twelve principles. The principles are primarily related to routine accommodations in all roadway projects (including mass transit), full support of law enforcement and the judicial system, the right to be actively engaged as a constituent group, safe and secure parking opportunities, to be free from unreasonable search and seizure and the right to peaceably assemble in public spaces.

There are multiple references in the 2010 Bicycle Plan that support the tenets of the Cyclists' Bill of Rights. The goals of the Plan focus on increasing the number and type of cyclists within the city, making the City a bicycle-friendly community and making every street a safe place to ride. There are policies and programs that establish two new Networks to improve connectivity throughout the City (Policies 1.12), increase bicycle parking on private developments and public facilities (Policies 1.2.1-1.2.7), increase Bicycle Safety Public Service Announcements (Program 2.1.5A), develop and conduct training for bus, ambulance, taxi, and truck drivers in the City (Program 2.1.5C), and

continue peace offer training on cyclists rights and responsibilities (Program 2.2.2A). Additionally, the Technical Design Handbook includes many design standards to accommodate cyclists on all facility types.

On December 16, 2008 the City Council adopted a report to "Affirm and Support efforts to promote improved conditions for cyclists, and encourage appreciation for the "Cyclists' Bill of Rights."", and directed various City departments (including LAPD, Transportation and City Planning) to report with recommendations on how to incorporate the principles of the Cyclists' Bill of Rights into the 2010 Bicycle Plan. Staff concludes that while the majority of the principles of the "Cyclists' Bill of Rights" are enshrined in the Plan, those that are not are guaranteed by the U.S. Constitution; therefore it is redundant and not necessary to state the "Cyclists' Bill of Rights" verbatim.

Backbone Network

The Backbone Bikeway Network (Backbone) is a system of bikeways proposed in the Spring 2010 by a group of bicycle advocates as an alternative plan to the City's September 2009 draft of the 2010 Bicycle Plan. The Backbone proposed a system of bikeways located primarily on arterial streets that connect various parts of Los Angeles (and other cities) at three to five-mile intervals. The Backbone advocates have requested that the City prioritize the development of the Backbone Network over any other bikeway improvements.

The network suggested by the Backbone provided valuable input to staff and all of the streets identified in the Backbone are included in the Citywide Bikeway System. Many of the Backbone streets such as Sherman Way, Manchester Ave., and San Fernando Road, have recently been added to the Citywide Bikeway Network.

While staff agrees that the suggestions offered by the Backbone are valuable and have helped inform the development of the Citywide Bikeway System and the two Networks, the Backbone alone does not provide bikeway facilities that meet the needs of all of the City's riders, whereas the Citywide and Neighborhood Networks are geared toward accommodating riders of all types.

CONCLUSION/RECOMMENDATION

With the revisions recommended by Department of City Planning, in the attached appendices, the 2010 Bicycle Plan would accomplish many important objectives consistent with the public welfare and that will further numerous goals, objectives, and policies of the City's General Plan.

The 2010 Bicycle Plan will designate over 1600 miles of bicycle facilities (connecting all parts of the City), introduce a five-year implementation strategy to design and construct 200 miles of bikeways every five years, include the adoption of a Technical Design Handbook to guide the design of bicycle facilities, and establishes goals, objectives, policies, and programs to support the implementation of the 2010 Bicycle Plan.

The proposed General Plan Amendment would springboard the City of Los Angeles into the forefront of bicycle planning and establish the steps needed to ensure that Los Angeles become a world-class city for bicycling.

The Hearing Officer therefore recommends approval of the requested General Plan Amendment with the modifications recommended in this report.

FINDINGS

City Charter Findings

1. In accordance with Charter Section 556, the proposed general plan amendment is in substantial conformance with the purposes, intent and provisions of the General Plan. The proposed general plan amendment will positively contribute to the improvement and expansion of bicycle facilities throughout the City and complements the City's commitment to transform from an auto-centric based city to a multi-modal city that includes bicyclists;
2. In accordance with Charter Section 558 (b)(2), the proposed resolution (Appendix F) will be in conformity with the public necessity, convenience, and general welfare in that it will contribute toward enhancing the City's bicycling infrastructure which in turn provides the City and region with a viable alternate form of transportation. Since the original adoption of the existing Bicycle Plan in 1996, the planning and transportation climate and legislative landscape have changed significantly at the state and local levels. Legislation has been passed at the state level mandating the routine accommodation of a variety of roadway users on city streets (complete streets). Additionally, various motions have been introduced by the City Council to promote bicycling in the City and increase the inventory of bicycle infrastructure. These shifts have increased the importance of bicycling in the City and the 2010 Bicycle Plan responds to those needs; and
3. **Transportation Element.** The Bicycle Plan is a component of the Transportation Element. The Transportation Element of the City's General Plan was adopted by the City Council in 1999. The purpose of the Transportation Element is to guide to the further development of a citywide system that provides for the efficient movement of people and goods utilizing various transportation modes. Policy 1.1 of the Transportation Element gives direction to establish accessibility measures to be used in evaluating the transportation needs of City's communities. The Transportation Element places primary emphasis on maximizing the efficiency of existing and proposed transportation infrastructure through advanced transportation technology, reducing the number of vehicle trips, and focusing future growth in proximity to public transit. The Transportation Element provides goals, objectives, standards, policies, and programs to continually meet the changing mobility and air quality challenges faced by the City.

The Transportation Element establishes three main goals:

Goal A: Ensure adequate accessibility to work opportunities and essential services, and acceptable levels of mobility for all of those who live, work, travel, or move goods in Los Angeles.

Goal B: A street system maintained in a good to excellent condition adequate to facilitate the movement of those reliant on the system (vehicles, bicycles, rail, etc)

Goal C: An integrated system of pedestrian priority street segments, bikeways, and scenic highways which strengthens the City's image while also providing multi-modal access to employment opportunities, essential services, and open space.

The 2010 Bicycle Plan supports and reinforces the three major goals of the Transportation Element. Increasing bicycling facilities within Los Angeles would provide an additional viable mode of transportation and recreation for commuters and non-commuters alike and create a comprehensive, integrated transportation system that will provide further access to employment opportunities, services, and recreational spaces. The goals, objectives, policies and programs in the 2010 Bicycle Plan support the development of bicycling facilities, encourage priority maintenance for streets with bicycle facilities, and supports educational activities.

CEQA Findings

4. A Mitigated Negative Declaration (ENV-2009-2650-MND) was prepared for the proposed project. Based upon the comments received during the process, the On the basis of the whole of the record before the lead agency including any comments received, the lead agency finds that, with imposition of the mitigation measures described in the MND, there is no substantial evidence that the proposed project will have a significant effect on the environment. The attached Mitigated Negative Declaration reflects the lead agency's independent judgment and analysis. The records upon which this decision is based are with the Environmental Review Section of the Planning Department in Room 721, 200 North Spring Street.

The number of miles of designated facilities stated in the MND was 1633 miles. Based upon the comments received during the process, the number of miles has increased by 1.8% to 1663 miles. This is not a substantial revision and therefore re-circulation of the MND is not required.