



THE CITY OF SAN DIEGO

## REPORT TO THE PLANNING COMMISSION

**DATE ISSUED:** July 11, 2013

**REPORT NO.** PC-13-065

**ATTENTION:** Planning Commission, Agenda of July 25, 2013

**SUBJECT:** BICYCLE MASTER PLAN UPDATE - PROJECT NO. 290781  
PROCESS 5

**APPLICANT:** City of San Diego

### SUMMARY

**Issue(s):** Should the Planning Commission recommend that the City Council adopt the Bicycle Master Plan Update (Plan), and certify the Environmental Impact Report No. 290781, and adopt the Findings, Mitigation, Monitoring and Reporting Program and the Statement of Overriding Considerations?

### **Staff Recommendation(s):**

1. **Recommend** the City Council **Certify** the Environmental Impact Report No. 290781, and **Adopt** the Findings, Mitigation, Monitoring and Reporting Program and the Statement of Overriding Considerations; and
2. **Recommend** the City Council **Adopt** the Bicycle Master Plan Update.

**Community Planning Group Recommendation(s):** At the May 28, 2013 meeting, the Community Planners Committee voted 13-11-2 to recommend approval of the Bicycle Master Plan Update with recommendations that: the document should be a living document, it should be updated regularly, the prioritized projects should be bundled in some manner, and community planning groups should be allowed to prioritize the projects. See also the "Public Outreach" section of the report.

**Environmental Review:** Program Environmental Impact Report (PEIR) No. 290781 has been prepared for the project in accordance with State of California

Environmental Quality Act (CEQA) Guidelines. Implementation of the Mitigation Monitoring and Reporting Program would reduce the environmental effects of the project; however, the potential exists for significant, unavoidable transportation/circulation impacts to occur. Draft Findings and Statement of Overriding Consideration have been provided for impacts that are considered significant and unavoidable.

**Fiscal Impact Statement:** No impacts related to the adoption of the Bicycle Master Plan Update. Funding sources will be identified and costs associated with projects proposed in the Bicycle Master Plan will be further defined at implementation.

## **BACKGROUND**

The Bicycle Master Plan Update (Plan) work program began in September 2008 after the City of San Diego was awarded a \$150,000 grant from the San Diego Association of Governments (SANDAG). The public outreach portion of the Plan update was conducted from May 2008 to June 2009. The first draft of the Plan was available in May 2010. Public comments and a second round of workshops took place in summer 2010. The final draft of the Bicycle Master Plan was completed in June 2011. The Plan was not adopted by City Council after the final draft was completed because it was determined that an environmental document was required. In 2010, a second SANDAG grant was obtained to complete the environmental document in compliance with the California Environmental Quality Act (CEQA). The environmental analysis for the Plan began in May of 2012 and concluded in June 2013. Edits made to the final draft plan are documented in Attachment 1.

## **DISCUSSION**

The purpose of the Plan is to maximize funding sources for the implementation of projects identified in the Plan, define high priority projects, identify needed facilities and services, improve safety and encourage cycling, and enhance the quality of life in San Diego. The Bicycle Master Plan Update builds upon the foundation established by the 2002 Bicycle Master Plan while providing meaningful updates to reflect the goals as stated in the Mobility Element of the City of San Diego General Plan, and the new bicycling initiatives currently underway. The Plan serves as a policy document to guide the development and maintenance of San Diego's bicycle network, including roadways, support facilities, and non-infrastructure programs over the next 20 years. The goals and objectives for the Bicycle Master Plan Update are derived from the General Plan and are to create: 1) a city where bicycling is a viable travel choice particularly for trips of less than five miles, 2) a safe and comprehensive local and regional bikeway network, and 3) improve environmental quality, public health, recreation, and mobility benefits through increased bicycling.

At the time of the writing of the Plan, San Diego's bicycle network consisted of approximately 72 miles of off-street paved Bike Paths (Class I), 309 miles of Bike Lanes (Class II) and 113 miles of Bike Routes (Class III), and 16 miles of freeway shoulder open to bicycling. The Plan seeks to add additional facilities to enhance the City's bicycling network by creating important connections and provides program recommendations to promote bicycling in San Diego. The Bicycle Master Plan recommends an additional 595 miles of bicycle facilities to the current 510 miles of existing facilities. The total mileage after implementation of the recommend facilities is 1,090, due to the exclusion of 16 miles of freeway shoulder facilities that will no longer be needed once the network is complete.

Though San Diego has over 500 miles of bicycle facilities, many facilities provide routes for experienced cyclists who are comfortable riding on streets with relatively high traffic volumes and moderately high vehicular traffic speeds. The BMP recognizes that attracting more bicyclists requires an interconnected network that provides bicycle access within and between neighborhoods to meet the needs of all levels of cyclists. To address this need and create an interconnected network the Bicycle Plan Update utilizes the 2010 SANDAG (San Diego Association of Governments) Regional Bicycle Plan, the 2002 San Diego Bicycle Master Plan, and the San Diego Downtown Community Plan (2006). Together, the existing and planned networks were synthesized with bicycling demand driven factors and public input to create a foundation for the development of the recommended bicycle network. SANDAG's Regional Bicycle Plan lays out a recommended network for the entire San Diego region focusing on inter-community connections. The City's Bicycle Master Plan incorporates additional data to refine the network for the City of San Diego, includes important intra-community connections and recommends supporting infrastructure and programs specifically for the City's bicycle program.

The Plan identifies high priority projects based on a two phase planning prioritization process. The first phase scored demand-driven factors including bicycle demands, network gaps, public input gathered, overlapped with the proposed regional bicycle network and bicycle crash data. Data for these factors was entered into a Geographic Information System (GIS) along with respective priority points. The second phase of the prioritization process focused on implementation oriented factors such as project readiness, public right-of-way impacts, project costs, parking impacts, and other considerations. A total of forty (40) bicycle projects were identified. The projects identified include a total of over 63 miles of bicycle facilities. Each of the 40 bicycle projects included additional planning level preliminary design work in order to have a better understanding of the implementation costs. Though these projects were identified as priority projects, it is important to note the priority for the City of San Diego is to develop a safe, city-wide network for all levels of bicycle users. All bikeway and related infrastructure projects will be considered for implementation, not just the high priority projects. Other factors will also affect implementation of projects including changing bicycle patterns, implementation opportunities and constraints, the development of other transportation system facilities, updated collision data, bike counts, population density, community input, and funding availability.

The Bicycle Master Plan estimates that the cost of completing the proposed bicycle network totals \$312 million. \$248 million is estimated to be needed for Bike Path projects, \$3 million for Cycle Track projects, \$56 million for Bike Lane and Bike Route Projects, and \$4.9 million for Bicycle Boulevard projects. These figures are estimates developed by averaging the costs by facility type associated with the high priority projects. More information will be needed to have a better understanding of the implementation costs for the entire proposed bicycle network identified in the Bicycle Master Plan. The majority of the proposed bikeways were not closely evaluated to understand the cost, design, and any implementation hurdles. Further analysis will be obtained at the time of implementation to determine the actual costs related to each of the proposed bikeways.

The Bicycle Master Plan also recognizes that bike parking and end-of-trip facilities are essential components of the bicycle system. Bike facilities include bike parking racks, showers, changing rooms, and storage for bicycling clothes such as lockers for commuters. The Plan recommends additional high volume bicycle parking where demand is high. Bicycle parking facilities include on-street bike parking corrals-bike racks installed in the street and protected from motor vehicles with removable curbs and bollards, bike oasis areas- attractive covered bike parking installed on curb extensions, and bike stations-one stop bicycle service stations including facilities such as parking, storage facilities, a small store for bicycle related items, and repair facilities.

Recommended bike related programs to promote and enhance the bike program include education, enforcement, and encouragement programs. Education classes are intended to inform bicyclists and motorists. Such classes include bicycle safety classes, developing bicycle user maps and offering traffic ticket diversion classes. Recommendations for enforcement efforts relay on City of San Diego Police Department to perform enforcement of vehicle laws related to bicycling as well as regularly training traffic officers on bicycle safety issues. Encouragement program recommendations include a bicycle friendly business program to recognize employers who foster a more bicycle friendly climate for employees and customers, bicycle friendly communities programs to recognize communities that encourage bicycle ridership, CicloSDias events to encourage San Diegans to enjoy the streets without vehicles, and a bike commuter challenge program that engages workplaces and employees in a friendly competition to see who can document the most bicycling or walking trips.

## **Public Outreach**

The Plan update included an extensive community outreach strategy. Outreach for the plan included convening a Project Working Group (PWG) comprised of community members and stakeholders. The PWG met throughout the process to advise the City on the Plan's development. The Plan update overlapped with SANDAG's Regional Bicycle Plan process and benefited from outreach related to the Regional Bicycle Plan. Survey data collected by SANDAG was also used in San Diego's Bicycle Plan update.

Additionally, the project team attended bicycle organization meetings and community planning group meetings in Barrio Logan, Kearny Mesa, Otay Mesa/Nestor, San Ysidro, and Southeastern San Diego.

The project team used surveys to collect input at public meetings and electronically via the City's Mobility Planning webpage. A total of 574 surveys were collected by the City and combined with data collected from 985 surveys from SANDAG's planning process. The bicycle survey consisted of questions about bicyclist's behaviors, preferences, and deficiencies in the bicycling environment. Public workshops were held in June 2009 and May 2010, approximately 225 people attended the public workshops.

CPC voted to recommend approval of the BMP at their meeting of May 28, 2013, on a split vote. In summary, CPC members that supported the plan generally believed it was needed to advance the City's bicycle program and enhance the City's ability to apply for bicycle grants. Concerns of those opposed focused on the affects that bicycle projects have on motorists, the lack of high priority projects south of Interstate 8, and the overall level of community planning group involvement in bicycle planning. In order to better address CPC's concerns, staff has made additional edits to the Plan including:

- Efforts will be made to update the Plan regularly (page 7);
- Valuable network connections in communities with high transit ridership such as San Ysidro and the Mid-City Communities are a priority for the City (page 95); and
- Community planning group input will be a factor affecting implementation of projects identified in the Plan (page 125).

### **Environmental Analysis:**

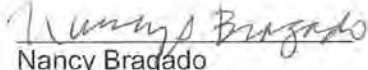
The City has prepared a Program Environmental Impact Report (PEIR) in accordance with the California Environmental Quality Act (CEQA) to inform public agency decision-makers and the public of the significant environmental effects that could result if the Bicycle Master Plan is approved and implemented, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project. As further described in the PEIR, the City has determined that the potential exists for significant, unavoidable transportation/circulation impacts to occur. Implementation of the Mitigation Monitoring and Reporting Program would reduce the environmental effects of the project. Draft Findings and Statement of Overriding Consideration have been provided for impacts that are considered significant and unavoidable.

### **Conclusion:**

The San Diego Bicycle Master Plan is a policy document to guide the development and maintenance of San Diego's bicycle network. The Plan provides recommendations to implement bicycle projects, for supporting infrastructure, and educational programs with the goal of creating a city where bicycling is a viable travel choice. The Plan provides

recommendations for developing a safe and comprehensive local bikeway network with regional connections, and a strategy to maintain and improve the network in order to increase the number of bicycle transit trips within the City.

Respectfully submitted,

  
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Attachments:

1. Edits to the Plan
2. Draft City of San Diego Bicycle Master Plan
3. Draft Program Environmental Impact Report
4. Planning Commission Resolution to recommend adoption of the Bicycle Master Plan, certification of the EIR, adoption of the Findings, the Mitigation, Monitoring and Reporting Program and the Statement of Overriding Considerations
5. Draft City Council Environmental Resolution to Certify the EIR and adopt the Findings, the Mitigation, Monitoring and Reporting Program and the Statement of Overriding Considerations
6. Draft City Council Resolution to adopt the City of San Diego Bicycle Master Plan