



## Legislation Text

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**File #:** 14-0038, **Version:** 1

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**TO:**

Honorable Mayor and Members of the City Council

**THROUGH:**

John Jalili, Interim City Manager

**FROM:**

Richard Thompson, Director of Community Development

Jason Masters, Assistant Planner

Erik Zandvliet, T.E., Traffic Engineer

**SUBJECT:**

Consider Bikeways on Rosecrans Avenue West of Sepulveda Boulevard and Manhattan Avenue between 1<sup>st</sup> Street and 15<sup>th</sup> Street (Community Development Director Thompson).

**APPROVE, APPROPRIATE \$175,000 FROM THE CAPITAL IMPROVEMENTS PROJECT FUND**

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**RECOMMENDATION:**

Staff recommends that the City Council approve the following:

1. Installation of bike lanes on Rosecrans Avenue between Highland Avenue and Sepulveda Boulevard,
2. Installation of bike lanes on Manhattan Avenue between 1<sup>st</sup> Street and 8<sup>th</sup> Street, and Class III Bike Route signs and bike sharrows between 8<sup>th</sup> Street and 15<sup>th</sup> Street,
3. Development of a safety education and enforcement campaign for motorists and bicyclists in conjunction with the opening of the new bikeway,
4. Appropriation of \$150,000 from the Capital Improvements Project Fund (Non-Motorized Transportation Fund) for design and construction costs related to bike lanes on Rosecrans Avenue, and
5. Appropriation of \$25,000 from the Capital Improvements Project Fund (Non-Motorized Transportation Fund) for design and construction costs related to bike lanes and sharrows on Manhattan Avenue.

**FISCAL IMPLICATIONS:**

The estimated project cost for bike lanes on Rosecrans Avenue is \$35,000 for design, \$100,000 for construction and \$15,000 for construction management, for a total of \$150,000. The estimated project cost for bike lanes/sharrows on Manhattan Avenue is \$25,000 for installation of Class II Bike Lanes and Class III Bike Route signs and sharrows as recommended. The City has an undesignated Capital Improvements Project Fund (Non-Motorized Transportation Fund) of \$100,000 in Fiscal Year 2013-14 for future capital projects related to pedestrian and bicycle facilities to be constructed on a priority basis.

**BACKGROUND:**

Since 2005, the City of Manhattan Beach has established a network of existing and proposed bikeways on city streets. The first Citywide Bicycle Transportation Plan was adopted by the City Council on February 1, 2005 pursuant to their 2004-05 Work Plan (Attachment 1). The Plan consisted of 2.1 miles of existing bike path (Class I), 3.2 miles of proposed bike lanes (Class II), and 13.3 miles of proposed bike routes (Class III) for a total of 18.6 miles.

On November 15, 2011, the City Council adopted the South Bay Bicycle Master Plan (Attachment 2). This plan is the subregion's first multi-jurisdictional bike plan which serves as a guiding document for increasing the City's bike facilities as well as providing connectivity throughout the South Bay. The Master Plan proposes to increase the amount of bikeways to a total of 31 miles throughout the City.

On February 12, 2012, the City Council designated Pacific Avenue and Redondo Avenue as "Bicycle Friendly Streets". Bike route signs have been installed on both streets, effectively increasing the amount of bicycle facilities by 2.9 miles to a total of 6.1 miles (Attachment 3).

On November 5, 2013, the City Council discussed the background and evolution of the City's Bikeway Master Plan. After discussing the merits of bike routes, "Sharrow" enhanced markings, and bike lanes, the Council decided not to pursue additional bike treatments on Pacific Avenue for at least 24 months, but directed staff to move forward with consideration of bike lanes on Rosecrans Avenue between Highland Avenue and Sepulveda Boulevard as well as bike sharrows on Manhattan Avenue between 1<sup>st</sup> Street and 15<sup>th</sup> Street.

Pursuant to this direction, staff has prepared this report to consider the installation of bikeways on Rosecrans Avenue and Manhattan Avenue. Public notices have been mailed to all adjacent properties along Rosecrans Avenue and Manhattan Avenue as well as to the City of El Segundo, the South Bay Bicycle Coalition, Vitality City/Blue Zones Project, Chamber of Commerce, Downtown Manhattan Business and Professional Association and North Manhattan Beach Business Improvement District.

**DISCUSSION:**

A "Bikeway" is defined as a facility that provides amenities for bicycle travel. There are three types:

**Class I Bikeway (Bike Path)** - A completely separated right of way for the exclusive use of bicycles with minimized crossflow, such as the pathway through the City west of The Strand. State guidelines

require a width of at least eight feet for two-way bicycle movement.

**Class II Bikeway (Bike Lane)** - A striped lane for one-way bike travel on a street or highway. The minimum width required is four feet where there are no curbs, five feet adjacent to a curb, and five feet adjacent to an eight foot wide curb parking lane.

**Class III Bikeway (Bike Route)** - A shared use unstriped lane with bicycle and motor vehicle traffic with design criteria and uniform symbols. No minimum widths are required, but routes should only be designated after considering factors such as surface condition, obstructions, curb parking, and connections to other bikeways.

**Bicycle Friendly Street** - Bicycle Friendly Streets are Class III Bikeways that have been enhanced with sharrows, traffic calming measures, and other enhancements to encourage bicycling without dedicating exclusive pavement for bicyclists. Such streets generally feature lower speed limits, connections to City and school destinations, and have fewer stops.

### **Mobility Element**

The City is currently preparing an update to its General Plan Circulation Element, known as the Mobility Plan. The Mobility Plan update will identify the goals and policies for a balanced, multi-modal transportation system serving all users, including motorists, pedestrians, bicyclists, seniors, persons with disabilities, and transit users. With regard to bicycle facilities, this update will incorporate the previously approved Bicycle Transportation Plans, and become the new framework for future bicycle related enhancements throughout the City.

The City held its first public workshop on Monday, February 4, 2013, and held a joint meeting with the Parking and Public Improvements Commission (PPIC) on November 12, 2013. The joint meeting reviewed the findings made by the study team and offered a first look at updates to certain Mobility Plan elements, such as bicycle infrastructure. The draft Mobility Plan is expected to be reviewed by the PPIC and Planning Commission in early 2014, and presented to the City Council in the spring for adoption.

### **Rosecrans Avenue Bike Lanes Between Highland Ave. and Rosecrans Ave.**

Rosecrans Avenue is an 84-foot wide east-west major arterial highway as designated in the General Plan. The 2005 Citywide Bikeway Plan and South Bay Bicycle Master Plan both show planned Class II Bike Lanes on Rosecrans Avenue between Highland Avenue and Sepulveda Boulevard. Bike lanes are consistent with current General Plan Goals and Policies as well as preliminary Mobility Plan objectives. The City Traffic Engineer has prepared a Bike Lane Concept Sketch which details the proposed bike lanes and possible connections to other facilities (Attachment 4). To the west of Highland Avenue, Rosecrans Avenue narrows to 40 feet wide. While this is not wide enough for bike lanes, it could be signed as a Class III Bike Route, with a connection to The Strand Bike Path via Manhattan Avenue and 36th Street.

Rosecrans Avenue has two to three lanes in the westbound direction and two lanes in the eastbound direction. It carries approximately 19,400 vehicles per day and has a posted speed limit of 35 mph (eastbound) and 45 mph (westbound). The adjacent land use is the Chevron refinery and retail commercial on the north side and is primarily residential on the south side with commercial businesses near Highland Avenue and Sepulveda Boulevard. The north half of the street from the curve east of Alma Avenue to Sepulveda Boulevard is in the City of El Segundo.

Field observations confirm that the south side of the street is wide enough for a five foot wide bike lane beside the curb parking lane if the eastbound lanes are restriped to 10 feet wide. The bike lane would also act as a buffer between eastbound traffic and drivers entering the street from residential driveways. Parking along the south side would not be affected by a bike lane, except near Highland Avenue. Optionally, the center median can be narrowed between Highland Avenue and Alma Avenue to provide a five foot wide bike lane without removing curb parking (Attachment 5).

A bike lane on the north side of the street would require the removal of the third curbside westbound lane, and conversion to a bike lane with a three foot wide painted buffer between the bike lane and vehicle lane. The Traffic Engineer confirmed that existing and future traffic volumes can easily be accommodated in two westbound lanes, and the elimination of the third merge lane would remove an existing vehicle conflict point. However, due to physical constraints, the center median just west of Sepulveda Boulevard would have to be removed and changed to a painted yellow centerline to provide sufficient road width for a bike lane, or the City of El Segundo would have to acquire additional land from Chevron immediately north of the existing curb (Attachment 5).

In the future, a bike lane along Rosecrans Avenue could connect to a bikeway along Veterans Parkway and under the Sepulveda Bridge via Pine Avenue or another north-south street. At the west end, a bikeway could connect to The Strand Bike Path by continuing west on Rosecrans

Avenue, then south on Manhattan Avenue and west on 36<sup>th</sup> Street down to the beach access driveway (Attachment 4).

### **Manhattan Avenue Bike Lanes**

Manhattan Avenue is a 50-foot wide north-south collector street as designated in the General Plan. It has one lane in each direction, carries approximately 9,000 vehicles per day and has a posted speed limit of 25 mph. The adjacent land use is residential between 1<sup>st</sup> Street and 8<sup>th</sup> Street, and retail commercial between 8<sup>th</sup> Street and 15<sup>th</sup> Street. Manhattan Avenue terminates at 15<sup>th</sup> Street and extends south into the City of Hermosa Beach. Parking is allowed on both sides of the street.

The 2005 Citywide Bikeway Plan shows planned Class II Bike Lanes on Manhattan Avenue between 1<sup>st</sup> Street and 8<sup>th</sup> Street and Class III Bike Route between 9<sup>th</sup> Street and 15<sup>th</sup> Street, while the South Bay Bicycle Master Plan shows a planned Class III Bike Route only. Bike routes and lanes are consistent with current General Plan Policies and Goals as well as preliminary Mobility Plan objectives. The City Traffic Engineer has prepared a Bikeway Concept Sketch which details the proposed bike lane, bike routes and sharrows lanes and possible connections to other bike facilities (Attachment 6).

There is parallel curb parking on both sides of Manhattan Avenue between 1<sup>st</sup> Street and 8<sup>th</sup> Street, which allows sufficient width for painted bike lanes. Bike lanes would provide a designated area for bicyclists outside of the travel lanes, so motorists would not be impeded by slow bikes. Additionally, a bike lane would define the curb parking area so that residents would clearly know how far parked cars can extend into the street. This would address an ongoing problem caused by residents who park their vehicles partly in their driveways and overhang too far into the street. Bike lanes would also provide a buffer between parked cars and traffic. This street section could alternately be signed with "BIKE ROUTE" signs and marked with sharrows.

North of 8<sup>th</sup> Street, there is angled parking on one or both sides of Manhattan Avenue. Bike lanes are not recommended behind angled parking due to the restricted sight distance of motorists backing into the street, and the legal requirement for bicyclists to stay in a bike lane. A Class III Bike Route and sharrows are more appropriate in this street segment. Bicyclists riding in the travel lane would not be expected to delay motorists because of the low speeds in the downtown area.

Field observations confirm that Manhattan Avenue is wide enough for sharrows or five foot wide bike

lanes south of 8<sup>th</sup> Street. Bike lanes would have the added benefit of acting as a buffer between the travel lanes and drivers entering the street from residential driveways. Parking would not be affected by either sharrows or a bike lane. It should be noted that there are an extensive number of existing pavement markings that should be removed to emphasize sharrows and highlight the crosswalk markings (Attachment 7).

In the future, a bikeway along Manhattan Avenue could connect to The Strand Bike Path by continuing south on Manhattan Avenue and west on 35<sup>th</sup> Street in Hermosa Beach. The north end could also connect with planned bikeways on Highland Avenue and along Valley Drive/Ardmore Avenue via 15<sup>th</sup> Street (Attachment 6).

### **Public Education and Enforcement**

It is important that the development of additional bike facilities be accompanied by a public education campaign to encourage safe and legal use of the bikeways. This includes the need to educate adults, children, motorists, bicyclists, residents, and others to respect the rules of the road and keep the street safe for all users. Therefore, staff intends to develop multi-media educational materials to be published in conjunction with the rollout of each new bike facility. This outreach will be conducted with the help of the Vitality City/Blue Zones committee and South Bay Bicycle Coalition. Also, enforcement will be needed to reinforce the rules-of-the-road for both motorists and bicyclists.

### **Construction Costs**

The estimated cost to install east and west-bound bike lanes on Rosecrans Avenue is \$150,000. This amount includes engineering design, restriping, modification of the center median and relocation of existing median street lighting.

The estimated cost to install Class III Bike Route signs and sharrows on Manhattan Avenue is \$10,000 for Class III Bike Route signs. The estimated cost for Class II Bike Lanes south of 8<sup>th</sup> Street and sharrows north of 8<sup>th</sup> Street is \$25,000. Engineering design for proposed signs and striping could be performed by staff.

Both projects could be funded through the City's Capital Improvements Project Fund (Non-Motorized Transportation Fund), which currently has \$100,000 in undesignated reserves.

Tonight's meeting was noticed by way of a mailed postcard notice to all adjacent residents and property owners along Rosecrans Avenue and Manhattan Avenue (Attachment 9). The City also worked with Vitality City/Blue Zones Project and the South Bay Bicycle Coalition on additional outreach efforts through email notification. The City Police and Fire Departments have no objection to the proposed bike lanes and/or sharrows on Rosecrans Avenue or Manhattan Avenue.

City staff spoke with the City of El Segundo Public Works Director regarding the proposed bike lanes on Rosecrans Avenue. While the Public Works Director supports bike way installations on both sides of Rosecrans Ave as designated in the approved South Bay Bicycle Master Plan, she indicated that formal approval would need to come from the El Segundo City Council. The City's current focus is on installing bikeways that connect its employment centers east of Sepulveda Boulevard with four Metro Greenline stations. Additional bikeway installations would come at a later date when funding becomes available. If this project is approved by the Manhattan Beach City Council, we will work with El Segundo's staff to obtain necessary approvals for Manhattan Beach to complete any work within El Segundo's city limits. The proposed work in El Segundo would include striping modifications in the westbound direction, proper bike lane signage, and removal of the raised center median just west of Sepulveda Boulevard.

### **Public Comments**

Staff has received over ten letters both in support and opposition of the two proposed bikeways. Safety was the primary theme of those opposed to the bike projects with residents citing concerns of vehicles backing into bikes out of parking spaces and the dangers of passing bicyclists on narrow and busy streets. There was concern with both bicyclists and drivers not adhering to the law, such as speeding and not obeying stop signs which has been an ongoing enforcement issue. There was also concern about bicyclists creating dangerous situations by not yielding to pedestrians. Finally, residents were curious about affects the projects would have on existing parking.

Some residents were in support of the bike lanes only for the north (west bound) lane on Rosecrans Avenue, while others requested that the City also consider installing additional bikeways on Highland Avenue.

### **CONCLUSION:**

In conclusion, staff recommends that the City Council approve the following:

1. Installation of bike lanes on Rosecrans Avenue between Highland Avenue and Sepulveda Boulevard,
2. Installation of bike lanes on Manhattan Avenue between 1<sup>st</sup> Street and 8<sup>th</sup> Street, and Class III

- Bike Route signs and bike sharrows between 8<sup>th</sup> Street and 15<sup>th</sup> Street,
3. Development of a safety education and enforcement campaign for motorists and bicyclists in conjunction with the opening of the new bikeway,
  4. Appropriation of \$150,000 from the Capital Improvements Project Fund (Non-Motorized Transportation Fund) for design and construction costs related to bike lanes on Rosecrans Avenue, and
  5. Appropriation of \$25,000 from the Capital Improvements Project Fund (Non-Motorized Transportation Fund) for design and construction costs related to bike lanes and sharrows on Manhattan Avenue.

**Attachments:**

1. 2005 Citywide Bikeway Plan
2. 2011 South Bay Bicycle Master Plan
3. Current Bikeway Facilities
4. Rosecrans Avenue Bikeway Connections
5. Rosecrans Avenue Bike Lane Detail Sketch
6. Manhattan Avenue Bike Lane Concept Sketch
7. Manhattan Avenue Bike Lane/Sharrows Photo Simulation
8. Site Photos
9. Public Comments
10. Public Notice