



# City of Santa Barbara California

## PLANNING COMMISSION STAFF REPORT

**REPORT DATE:** April 28, 2016  
**AGENDA DATE:** May 5, 2016  
**PROJECT:** Draft 2016 Bicycle Master Plan Update  
**TO:** Planning Commission  
**FROM:** Robert J. Dayton, Principal Transportation Planner  
 Peter Brown, Mobility Coordinator, Public Works

### RECOMMENDATION

That the Commission receive a report and presentation of various Draft Bicycle Master Plan projects, provide the community more opportunity to comment, and forward any new recommendations to City Council for consideration in June.

### STATUS REPORT

On March 15, 2016, Council directed staff to return to the public for more input on the 2016 Draft Bicycle Master Plan (BMP) with particular focus on closing the East-West gap along Micheltorena Street. In February, following the recommendations of both the Planning Commission and the Transportation and Circulation Committee (TCC), Council had directed inclusion of the Micheltorena Street Green Lane Project. However, Council is interested in reviewing all possible alternatives with the community.

At the March 24, 2016, TCC meeting, the Committee requested that staff hold another meeting in the Micheltorena neighborhood to gather information regarding residents' concerns with project alternatives. Therefore, a Listening Workshop was held on April 12, 2016, which began with staff reviewing 11 possible East-West gap closure options for the first half of the meeting, and closed with roundtable discussions on the costs and benefits of each. The community also came up with several of their own iterations.

Additionally, since the last review by the advisory bodies, the BMP has been updated to include several maps and data points in order to become compliant with the requirements of the Streets and Highways Code Section 891.2 for Bicycle Transportation Plans. This compliance does not amount to substantial changes to the BMP, but rather includes things like maps of bike parking at schools, transit stops and commercial centers, estimations of bike commuters, and a summary of letters of support, etc.

### BACKGROUND

The revisions to the plan, consideration of all east-west gap closure options, and supporting documents required for Council, necessitated an additional noticed public hearing before the Planning Commission (PC) on May 5, 2016. Furthermore, taking the updated draft BMP to the TCC and PC allows an additional opportunity for community input and more detailed discussion of the Draft BMP projects.

The following projects have been removed from the BMP because they are either projects that are already underway and are undergoing a separate environmental review or, may require environmental impact reports and are beyond the scope of this BMP update:

- Project #5: Cacique Street Bike Boulevard (underway)
- Project #17: Las Positas Class I Multi-use Pathway (currently undergoing environmental review)
- Project # 34: Ortega Street / Hwy 101 Bridge Ramp Improvements (beyond scope)
- Project # 35: Anapamu / Hwy 101 Crossing Enhancements (beyond scope)

The Modoc Road to State Street Class I project through the Municipal Golf Course, along upper Las Positas Road, has also had its southern project limit changed from Modoc Road to Calle Real and is not envisioned to cross Hwy 101 at this time.

### **LISTENING WORKSHOP OUTCOMES**

Approximately 65 people attended the workshop held at the Trinity Episcopal Church at State and Micheltorena Streets on April 12, 2016. Staff opened the meeting with a review of 11 alternatives to be considered along the Micheltorena Street corridor. Options included creating one-way couplets that use either Sola or Arrellaga Streets, as well as Bike Boulevards on Micheltorena or Sola Streets, contra flow lanes with parking removals on one side of Castillo Street, and parking removals on either all four blocks of Micheltorena Street or just the 300 West block to connect the Bath/Castillo Streets Couplets.

In response to neighborhood concerns with existing and exacerbated parking supply issues, staff also discussed the potential to replace 77 of the 85 on-street parking spaces should the Council move forward with the Micheltorena Green Lane Project. Several meeting attendees requested that the 77 spaces be added regardless of the alternative chosen. If a different alternative is chosen by Council, the number of parking spaces that can be recovered from areas of red curb is closer to the 13-20 range. The reason why the 77 replacement spaces don't work with Sola Street Bike Boulevard options is because many of those spaces are gained by providing nose-in parking on Sola, which would preclude a Bike Boulevard installation on that street.

The meeting was well-attended by local residents and business owners. Options 6A and 6B (Extended Sola Street Bike Boulevards) tended to be the most popular since they preserved a large number of parking spaces on Micheltorena Street. New community originated ideas included using Anapamu Street as a Bike Boulevard to take advantage of the existing traffic signals. Other community members would like to see a Micheltorena Street Bike Boulevard extended east of State Street or coupled with a Sola Street Bike Boulevard east of State Street; or a combination of 6A and 6B where one side of the 300 West block of Micheltorena Street and one side of Castillo Street contra-flow be combined to connect the existing bike lanes on Bath and Castillo Streets with the Micheltorena Bridge.

Overall, the workshop seemed successful as it continued a strong dialogue and many people came away better informed. That discussion provides a community-based evaluation of proposed gap closures and enables staff and the advisory bodies to narrow down potential alternatives that can be included in the plan and potentially funded. A key consideration element of the chosen alternative is that it be fundable. An Active Transportation Program grant application can be submitted in June and would be awarded in

the fall of 2016. This program is highly competitive and even the best possible gap closure project may not be awarded. In that case, the City may be forced to pursue a smaller scale project with existing grant funds.

## **DISCUSSION ON OTHER BMP PROJECTS**

Several other projects may warrant further discussion by the TCC, PC, staff and the public prior to Council adoption of the plan.

### *Cabrillo Boulevard Road Diet*

As noted in the project 2020 cut sheets, the Cabrillo Boulevard project would require a road diet in the westbound direction of Cabrillo Boulevard (from two to one travel lanes) in order to add bike lanes along Cabrillo Boulevard between Los Patos Way and Milpas Street. The Draft BMP also calls for improved green back sharrows in the east bound direction on Cabrillo from Castillo Street to Milpas Street, whereas from Milpas Street westbound to State Street, Class II lanes exist.

From a bicyclist user standpoint, Cabrillo Boulevard is an important route for many local and regional cyclists accessing the waterfront and coming to and leaving the City of Santa Barbara, especially on the weekends when ridership is highest. Cabrillo Boulevard is also the most heavily traveled bike route in the southeast part of town and safety improvements are needed since bike lanes do not exist. The benefits of new Class II bike lanes are to improve safety and provide dedicated space for bicyclist travel, since currently many cyclists use the substandard shoulder, and often spill into the auto travel lane.

On most days of the year, vehicle volumes on Cabrillo between Milpas Street and Los Patos Way average around 4,500 per day (Average Daily Traffic – ADT). During summer peak travel times, ADT's are observed between 8,000 and 11,000, with directional peak hour travel between 400-500 cars per hour (about 8 cars per minute in each direction). After running detailed traffic modeling analysis for the current and future years, no delay to auto travel is expected with this proposal. The main reason that no delay was discovered is that volumes are sufficiently low even during summer peaks and intersection storage capacity is a much greater predictor of delay than a roadway segments. No changes are proposed at intersections on Cabrillo Boulevard.

The Draft BMP proposal maintains two lanes in the eastbound direction and reduce from two to one lane in the westbound direction to create 6 foot wide bike lanes in both directions. The Union Pacific Railroad Bridge at Cabrillo Boulevard near US 101 is only one lane wide in each direction and would continue to feed westbound Cabrillo Boulevard traffic with the same volumes from Los Patos Way up to the Milpas Street intersection. Once drivers arrive at the Milpas intersection, Cabrillo would widen to two westbound lanes and continue all the way to SBCC at Loma Alta Drive and Shoreline Drive before returning to one lane up Shoreline Drive. The only change is that vehicles in the westbound direction between Los Patos Way and Milpas Street will not be allowed to pass other vehicles as they can today. Passing can occur at or after the Milpas Street intersection westbound. Due to US 101 freeway access and increasing volumes to the west, staff does not support any additional lane reductions on Cabrillo west of Milpas.

Another alternative would be to also reduce eastbound Cabrillo from two lanes to one lane. By doing this, on-street parking could be increased in the East Beach area. Reducing Cabrillo to one lane in the eastbound direction could also be done without increasing traffic congestion.

*Bike Boulevards: Alisos, Chino, and potentially Sola*

A Bike Boulevard is typically a low-speed residential street where those traveling along the street, including people driving and bicycling, are generally not required to stop at intersections, while cross traffic is required to stop and some measures are taken to slow vehicle travel speeds. In addition, bicycles share the full travel lane with vehicles. Diverters are installed at intersections periodically to keep vehicles from making end-to-end through trips, while allowing bicycles to travel freely along the Bike Boulevard. Full local vehicular access is preserved and diverters are typically only used where needed, about every 4 blocks and not at every intersection. Bike Boulevards also preserve on-street parking as cyclists ride in the travel lane and not in a designated bike lane where on-street parking is commonly located. Bicycle Boulevards are an important tool in the Draft BMP for improving bicycle safety, increasing bicycling, preserving parking and reducing speeding in residential neighborhoods.

Alisos and Chino Streets are designated as future Bike Boulevards in the Draft BMP. A Sola Street Bike Boulevard has been suggested as an alternative to Micheltorena Green Lanes. If implemented, people living on a bike boulevard will continue to have full access to come and go from their homes by automobile and no loss of on-street parking is anticipated. Most residents are unsure of how a Bike Boulevard works prior to installation, but many report greater livability, lower speeds/volumes, and safer streets after construction is completed. As part of the Eastside Transportation Management Plan, the Eastside neighborhood reached a majority consensus to consider a Bicycle Boulevard on Alisos Street.

On the Westside, a Chino Bike Boulevard was envisioned as an alternative to one way bike lane couplets on San Andres and Chino Streets. The consultants had originally proposed one-way couplets on San Andres and Chino, but Council directed staff in July of 2015 to instead consider the Bike Boulevard option. The Chino Bike Boulevard would extend from Mission Street to Carrillo Street and function as both a feeder to an East West connection on Micheltorena and as a link in the Westside Bike Route. Connecting two east-west arterials like Mission and Carrillo enhances the functionality of the Chino Bike Boulevard. The Chino Bike Boulevard location was chosen because it is the closest parallel route to San Andres and has low traffic volumes (1,400 ADT). Two or three diverters may be needed to install this bike boulevard with minimal to no parking removal. Bicycles and fire trucks would be able to drive through each diverter. Traffic speeds and volumes on Chino Street are expected to decrease slightly with the installation. Diverted traffic is most likely to be directed to San Andres where volumes are already higher and capacity exists.

Staff had an opportunity to attend the Westside Community Group on Monday evening on April 25, 2016 to present the Chino Bike Boulevard and answer community member questions. Staff will present the Planning Commission with a summary of the April 25<sup>th</sup> Westside meeting during the May 5<sup>th</sup> PC meeting.

### *Rancheria and the Westside Connections*

Most of the other Westside connections in the BMP involve creating shared lane Class III routes with green back sharrows on low volume residential streets in order to preserve on-street parking and provide direct connections up and down the Westside neighborhood. A Class I path is envisioned for Pershing Park to connect the Lower Westside to the Waterfront. If parking is removed on one side of the street for two blocks of Rancheria, safety improvements occur as bicyclists would get their own dedicated lane for this portion of the route.

### *Cota, Ortega and Haley Street bike lanes*

One of the reasons for the Cota Street green lane project is because no bike lanes exist in the westbound direction to compliment the eastbound Haley Street bike lanes. Benefits of the proposed Cota/Haley/Ortega bike lanes are realized by travelers with destinations on the Eastside and Downtown. These corridors rank high on injuries and collisions to bicyclists, so there are benefits to bike travelers in terms of public safety. The benefits of the Draft BMP proposal to the neighborhood are the proposed green lanes on Haley Street, new bike lanes on Ortega Street without parking removals, and the new Cota Street green lanes which are made feasible by parking removals on one side of Cota Street for four blocks. The City recently received a Measure A Grant to fund the Spine network green conflict striping areas, including State, Cota and Haley Streets.

The proposal also preserves parking on both sides of Cota Street between Nopal and Salisipuedes Streets, as well as using the side of the street between Salsipuedes and Garden Streets where resident and business destinations are fewest. As such, parking would remain on the side of the street where parking demand is highest, and removed from places where MTD offices or City offices exist, for example. At the request of a few residents of the Cota neighborhood, staff is also currently analyzing options to create a one-way street on Cota Street in order to preserve all of the on-street parking there, but is unsure if traffic diversions will work given the fact that nearby intersections like Haley and Garden Streets and Gutierrez and Garden Streets are operating at capacity during the peak hours. One-way circulation on Cota in the westbound direction has the potential to increase congestion and negatively affect US 101 access at the Garden/Haley and Garden/Gutierrez intersections.

## **CONCLUSION AND NEXT STEPS**

Staff will be presenting the above projects in more detail at the meeting. The Planning Commission will receive a similar presentation to what was discussed at the TCC meeting on April 28, 2016. Staff will then return to City Council on June 14, 2016, to receive direction on the Draft BMP before returning to Council at a final meeting for adoption of the document. Information related to the Draft BMP is kept current on the website: [www.santabarbaraca.gov/bmp](http://www.santabarbaraca.gov/bmp).

## **RECOMMENDATION**

That the Commission receive a report and presentation of various Draft Bicycle Master Plan projects, provide the community more opportunity to comment, and forward any new recommendations to City Council for consideration in June.

Exhibits:

- A. East-West Alternative Matrix
- B. Notes from Listening Workshop

# East-West Crosstown Bike Lane Alternatives Matrix 4-12-2016

Alternative	Rough Cost Estimate	Features Included	Grant Funding Possibility (*timing)	Parking Removal	Vehicle Circulation Benefit (++)	Bicycle Circulation Benefit (++)
Option 1a - Micheltorena Bike Lane Concept With No Intersection Widening	\$250,000 - \$350,000	Green bike lanes, minor traffic signal modifications for left turn prohibitions.	Use of existing Measure A Grant (2016)	-85 spaces (+77 added nearby)	+	++
Option 1b - Micheltorena Bike Lane Concept With Three Intersection Widening (San Andres, Bath, State)	\$1.5 - \$2 million	Intersection widening (three), green bike lanes, minor traffic signal modifications for left turn prohibitions.	Competitive for Caltrans Active Transportation Program "ATP" (2019)	-85 spaces (+77 added nearby)	+	++
Option 1c - Micheltorena Bike Lane Concept With Six Intersection Widening	\$3 - \$3.5 million	Intersection widening (six), green bike lanes.	ATP Competitive (2019)	-85 spaces (+77 added nearby)	+	++
Option 2 - Micheltorena/Arrellaga One Way Couplet	\$1 - \$1.5 million	Three new traffic signals, signage, paint, lane reconfiguration	Low probability (unknown)	-25 spaces near new signals and on east side of Castillo	-	+
Option 3 - Micheltorena/Sola One Way Couplet	\$1 - \$1.5 million	Three new traffic signals, signage, paint, lane reconfiguration	Low probability (unknown)	-25 spaces near new signals and on east side of Castillo	-	+
Option 4 - Micheltorena Bike Boulevard - No Through Traffic on Micheltorena	\$1.5 - \$2 million	Three new traffic signals, signage, paint, lane reconfiguration	Medium probability (2019)	-35 spaces near new signals and on east side of Castillo	-	+

Alternative	Rough Cost Estimate	Features Included	Grant Funding Possibility (*timing)	Parking Removal	Vehicle Circulation Benefit	Bicycle Circulation Benefit
Option 5a - Sola Street Bike Boulevard To State Street - Via <u>Contra Flow</u> Lane on Castillo	\$1.5 - \$2 million	Intersection widening (one), minor signal modifications, new traffic signals (two), traffic diverter.	Low probability (unknown)	-35 spaces near new signals and on east side of Castillo	++	+
Option 5b - Sola Street Bike Boulevard To State Street - Via Bath/Micheltoarena	\$1.5 - \$2 million	Intersection widening (one), minor signal modifications for left turn prohibition (at Castillo), new traffic signals (two), traffic diverter.	Low probability (unknown)	-15 spaces on north side of Mich between Bath and Castillo	+-	+
Option 6a - Sola Street Bike Boulevard To Laguna Street - Via <u>Contra Flow</u> Lane on Castillo	\$2 - \$2.5 million	Intersection widening (one), minor signal modifications, new traffic signals (four), traffic diverters (two).	ATP Competitive (2019)	-35 spaces near new signals and on east side of Castillo	++	++
Option 6b - Sola Street Bike Boulevard To Laguna Street - Via Bath/Micheltoarena	\$2 - \$2.5 million	Intersection widening (one), minor signal modifications, new traffic signals (four), traffic diverters (two).	ATP Competitive (2019)	-15 spaces on north side of Mich between Bath and Castillo	+	++
Option 7 – Connection to Bath/Castillo Couplet Only	\$50,000	Green lanes on Micheltoarena between Bath and San Andres	Use of existing Measure A Grant (2016)	-25 spaces on both sides of Mich between Bath and Castillo	+	+-

\*Timing assumes Council directs staff to apply for ATP Grants in June of 2016, and that SB competes successfully for uncertain grants.

**Public Listening Workshop – Bicycle Master Plan  
April 12, 2016**

1B – Cont

- Area in front of Upham – Used for taxis.
- Replacement parking seems illusionary

Option 2

- Better option
- Gives bicyclists a route to Westside
- Bike community supports connection to Olive over Laguna
- Support most buildable as far as cost

Option 3

- Why not connect to Eastside?

\*Option 4 – (Preferred with extension)\*

- This will cause problem for businesses
- Calms Mich to be more of a neighborhood street
- Why not continue to Eastside/Laguna?
- Doesn't make sense to have a bridge and re-route cars.
- Good idea for neighborhood
  - Distribute traffic
  - This option seems workable

Option 5a

- Preferable to putting in bike lanes

Option 5b

- Preference over 5a because loss parking lost

Option 6a

- Why not just have people go around Bath to get on freeway northbound. Some questions about how the Contra flow lane works.
- Strong support of connection to Westside
- 4 combined w/6a \* Some like the idea of a Bike Blvd on Mich, then bikers can use State, then they can continue to Sola Bike Bl to Eastside.
- If grant money an issue, add connection to schools/Eastside
- How many people from Westside work Downtown/Eastside?

Option 6b

- Would this option increase car traffic on Mich? (No)
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Would like accurate count of # of bicyclists on Mich between State and Chapala

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Option 3

- Some are concerned regarding putting cyclists onto Arrellaga b/c of high volume + 101/Fwy congestion.

Option 6a

- Why not extend bike path to Olive Street? (*The route can continue to Salsipuedes, but the Bike BI diverters can only go to Garden/Laguna due to the fire station access*).

Option 6a & 6b are preferred

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Excellent idea to have Sola go to Laguna.

6b – Good – minimize loss of parking

All agree that more parking is needed in the area.

+77 spaces (for Mich plan) Do It Now regardless of any BMP plan. (*This option is only possible to replace parking if Council decides to do the Mich Green Lane project since it involves bus stop changes, nose-in parking on two blocks of Sola, and removes/restricts left-turn movements. A smaller number 13-20?, may be replaced if a bike route is put on Sola*).

- Whole premise based on lie – other
- East West connectors are not needed
- Why only focus on Mich? (*Because of the existing bike lanes, rideable gradient over the bridge, and direct connection to the Westside*).
- Evaluate other (e) (w) connectors

Focus on Bath and Castillo.

Anything on Mich a big nightmare.

- Sola Bike BI to SBHS good idea

- Do where you want, but keep parking
- Parking problematic already, recent Arlington development project will make parking worse.
  
- Post all alternatives on BMP site. (*done*)

Sola Street – is it cheaper to put roundabouts –  
Intersection not big enough – no room

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How is new Arlington development parked?  
Pressured parking situation worsened by new developments and those not parking on their personal properties.

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6a all in support  
Gets bikes away from cars  
Good for H.S. and safe routes to school

Opens up opportunity for East side bike lane options

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Sola has low traffic volumes, good for bike boulevards  
Concerned with so many stoplights  
Stoplights timed so traffic will flow  
If doesn't work community will voice opposition

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6b Most reasonable plan most supported option  
If Mich has parking removed – cars will drive faster b/c more open – so it may be dangerous to peds and cyclists.

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Council NEEDS to understand cyclists need to follow rules of road.

**WE NEED ENFORCEMENT OF CYCLISTS NOT JUST CARS!**

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Cyclists should hold some financial responsibilities – not just auto license fees  
Register bicyclists – like other cities do

Cyclists need to take care/caution for safety

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6b is great – will get most support.  
Want option with fewest spaces removed!!!

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If parking taken off Mich – how will service trucks and HC parkers get to where they need to be?

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Has City done EIR on options?

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Not very much traffic on Sola so just keep it that way – slower/less traveled

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As I drive – I am nervous around bikes

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State and Micheltorena in most dangerous intersections for cyclists.

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6a is a good alternative to 6b

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DON'T RUSH ISSUE TO MEET GRANT DEADLINE

Don't erratically take out parking to get grant funding.

Can Option 7 serve as interim to implementing 6b?

6+ People at table ... wanted to not just think about personal neighborhood but City as a whole.

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Jackie Fortini – sets up crowd funding

City might not be able to do but bike coalition may be able to.

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No matter where you put bike lanes, they should should always be on quiet streets.

Why does the Bike Boulevard connect to Laguna when the bicycling community identified Olive as a preferred Bike Boulevard to construct in the future? (*The bike community did not identify Olive as the preferred Bike BI, and Olive is not a candidate for a Bike BI due to higher volumes than Laguna, as well as the inability to divert traffic to both sides of the grid*)

Laguna is hilly and further from Santa Barbara High School

- Against the removal of any parking
- 6b New Traffic lights on De La Vina/Chapala would help pedestrians crossing one-ways
- 6b Safer for bikes, 1/10 traffic, wider, Micheltorena too much traffic
  - Extends to Eastside, people don't currently continue on Michelorena
- 6b What's with the current flow--- down Castillo and across as see fit
- 6b Loves it, only portions are wider - some are also narrow

- 6b Like the new lights across Sola
- 6b Bigger/safer for cyclists
- 6b Likes there's no parking removal on Micheltorena for businesses
- 6b Do without new signals – yield to cyclists signs
- 6b What are the parking solutions to replace 300 block loss of parking
- 6b Good for relations with international students
- We Like both 6a and 6b, got 3 votes
- Interested in parking solutions to add 10 street spaces
- Against any disruption to parking
- 6a/6b Why stop at Laguna, not Olive? *(the bike route can continue to the High School but not with diversions due to fire access, stencils, signage and sharrows will mark the route east of Laguna)*
- 6a/6b Safety of contra-flow? Data?
- 6a/6b Nose in parking on Sola?
- 6a/6b Why not Anapamu as crosstown bike boulevard? *(Volumes are too high, and diverters cannot be built on a bus route street).*
- 6a/6b (✓✓✓) – Best options for community vote
  - 6b (✓) – “ “ “ “
- Parking desperately needed on 100 W. Micheltorena
  - has 52 professional offices/health care providers
  - not storing cars → coming and going for appointments
  - generate need for 389 car spaces due to turnover
- Arrellaga not sufficient
- Removing Micheltorena parking creates congestion in surrounding areas → Arrellaga/Sola
- More driving → ripple effect of congestion
- Increases to more air pollution/emissions

6a/6b therefore best option

## Peter Browns Table

- Bike licensing? Insurance requirement?
- RV parking not adequate
- Mailing notifications of public involvement not effective.
- 6a general interest
- San Andreas/Mich Intersection – not widened in #1a, #7  
is widened 1b, 1c, 2, 3, 4, 5a, 5b, 6a, 6b
- Enforcement of bicyclist behavior
- Anapamu already designated, but not bike friendly due to helix bridge
- Bike Boulevard Anapamu – 6c already has signals. (*Volumes are too high, and diverters cannot be built on a bus route street*).
  
- Connection to bike route on Chino?  
Bike Boulevard on Chino?

6c Pedestrian connection + +

### What is a Bike Boulevard?

- Shared lanes bikes and cars
- Low volume residential streets
- No “end to end” car movements
- End to end movements are made more efficient for bikes, less stopping.
- Diverters restricting through car traffic.
- + 77 parking spaces only refers to Micheltorena since many of the spaces involve bus stop changes and nose in parking on Sola, which precludes a bike boulevard on that street.
  - Sola bike blvd. may have some parking added, but closer to 13-20 spaces.
    - (options)
  
- Safe routes to schools big bonus points with funding.
- Option 7 – phase I of 6c
  - Cost saving no traffic light added.
  - Use Bath/Castillo couplet
  - How to reduce Anapamu volumes?

### Conclusions

Community Votes for various options:

6a – 0

6b – 7 \*Positive feedback\*

Bus routes impacts on Anapamu?

Diverters bus friendly?

6c – 6

7 – 7

No grant money needed

Parking loss: Castillo vs. Micheltorena, which is preferred?

Parking gain: Consider adding 18 spaces in 2016.

On Valerio  
Arrellaga  
Victoria

