

# ENFORCEMENT

# 4



**Goal: Support enforcement best practices for bicyclist and pedestrian safety.**

Enforcement plays an important role in tandem with Education efforts to ensure that motorists, bicyclists and pedestrians interact with each other and the public right of way both safely and legally. This section presents recommendations as part of an ongoing effort to reduce the number of bicyclist and pedestrian related collisions and fatalities as well as support walking and biking as part of a healthy, active lifestyle enjoyed by Glendale residents and visitors alike.

Although enforcement alone cannot ensure the safe and legal behavior of cyclists, pedestrians, and motorists, it plays an important role. During Community meetings for the Safe and Healthy Streets Plan in the fall of 2009, residents frequently expressed concerns about aggressive drivers creating unsafe conditions for pedestrians and cyclists<sup>1</sup>. Motorists and media reports often express frustration with pedestrians and cyclists ignoring the rules of the road. All parties seem to want more and better enforcement. This plan seeks to encourage and support targeted enforcement, crash data analysis, routine training to ensure safety, the modification or elimination of municipal codes that hinder walking and biking, and potential resolutions to support safer conditions for bicyclists and pedestrians.

## **4.1 - Policy: Improve bicyclist and pedestrian safety through targeted enforcement.**

4.1a - Report all bicyclist, pedestrian and bike/ped-related automobile crashes resulting in injuries or worse, and report all lower severity crashes, whenever possible. Publish a regular report of bicyclist and pedestrian related crashes compiled from the Statewide Integrated Traffic Records System (SWITRS). Include potential improvement goals and strategies for the future.

Bicyclist and pedestrian crash data is a key component of identifying potentially unsafe behaviors of all road users that can lead to injuries among bicyclists and pedestrians. All crashes involving pedestrians and bicyclists should be documented so they can be reviewed on a regular basis. Reporting all pedestrian and bicyclist related crashes is important not only for improving safety in Glendale, but it will also allow state and federal agencies to review the data and adjust their efforts to improve pedestrian and bicyclist safety.

Compiling and publishing a regular report of crash data would help to clarify and reinforce Enforcement, Education, and Encouragement efforts to help improve bicyclist and pedestrian safety in Glendale. The Los Angeles County Department of Public Health's Injury and Violence Prevention Program can compile bicyclist and pedestrian collision data for the City of Glendale. The data would be compiled from the Statewide Integrated Traffic Records System (SWITRS) which collects its information from Police reports throughout the state. The crash data could be compiled for the City free of charge so that City staff resources and funds are not required. The review and release of the crash data could be accomplished collaboratively by the Glendale Police Department, Public Works Traffic & Transportation Division, the Pedestrian and Bicyclist

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<sup>1</sup> Safe and Healthy Streets Community Outreach Meetings 2009, Appendix

Technical Advisory Team and/or the Pedestrian and Bicyclist Coordinator. The data can also be shared with the TPC Pedestrian and Bicyclist Advisory Committee to help guide any recommendations it might make regarding Education, Encouragement, or Enforcement. The regular reports should include comparison with previous years' data and include specific goals for improvement.

As part of the Traffic & Transportation Division's development of the Citywide Traffic Safety Collision Analysis Program, City staff, in cooperation with the Cal Poly Pomona School of Civil Engineering, will develop a collision data base to analyze collision patterns in the City. This data will be used to assist in the development of mitigation strategies.

### 4.1b – Continue to place a high priority on enforcement of motorist, bicyclist, and pedestrian violations that most frequently cause injuries and fatalities among bicyclists and pedestrians.

Once crash data is compiled and the regular report is published, Glendale Police can focus enforcement efforts on problem locations (if any) and the most common violations that frequently cause injuries and fatalities among bicyclists and pedestrians. Glendale Police can also inform the public of problem locations and behaviors through the TPC Pedestrian and Bicyclist Advisory Committee, the City website, GTV6, the APB e-mail alerts, the Police Department newsletter, through local advocacy groups and bike clubs, and other public venues. By informing the Advisory Committee of the most common violations and the worst locations, Glendale Police can also work with the Advisory Committee to help develop additional strategies, such as targeted education campaigns, that will supplement enforcement efforts. If there are any physical hazards to be addressed, Public Works Traffic and Transportation can prioritize funds to redesign or mitigate those hazards.

### 4.1c - Create a simple pocket guide of bicycle/pedestrian laws for Glendale.

A pocket-sized, portable list of key laws related to bicyclists and pedestrians could serve as a helpful reference to ensure everyone is familiar with the rules of the road. The list would contain key vehicle codes for the state as well as important municipal codes. The "Bicycle Rules and Regulations" pocket guide for the City of Los Angeles could serve as a good example for a similar guide to be printed and distributed in the City of Glendale. This plan recommends separate pedestrian and bicyclist guides. Each guide should be made available in English, Spanish, Armenian, and Korean. Initially these pocket guides could be placed online for residents to view or print for their own use. Eventually, hard-

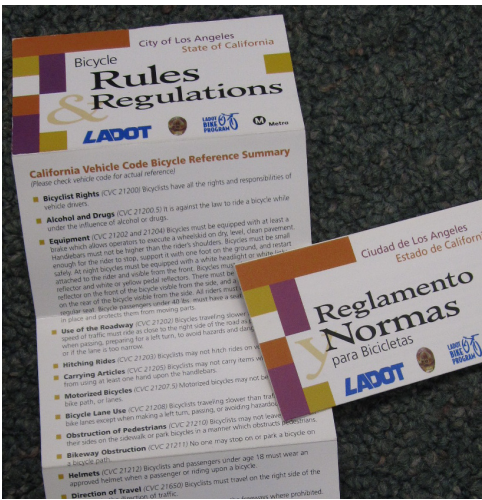


Figure 4-1. Pocket guide that includes California and City of Los Angeles bicycle laws

copy versions could be printed. Distribution of the guides could be accomplished through libraries, parks, bike shops, schools, the Police Department, the DMV, community groups, churches, etc. Cost would depend upon the quantity and format of the guides and funding could potentially come from private grants offered by Bikes Belong or similar advocacy groups as well as other funding sources listed in Chapter 8 of this plan.

#### 4.1d - Approve the bicycle law enforcement training program contained in the National Highway Traffic Safety Administration (NHTSA) CD-ROM “Enhancing Bicycle Safety: Law Enforcement’s Role” as part of Glendale Police Department’s ongoing voluntary training.

While cyclists in California have the same rights and responsibilities as motor vehicle drivers, the proper “bicycle driving” practices are not widely understood. There are some special conditions for bicyclists in the vehicle code that are important to know. Familiarity with bicycle related vehicle codes and safety standards, as well as the most common crash types involving cyclists and motor vehicles will help law enforcement officers to better identify dangerous or illegal behaviors of motorists and cyclists that ultimately put cyclists at greater risk. Topics covered by the NHTSA program include: Understanding Bicycle Crashes; Applying Traffic Laws to Cyclists; Specific Laws for Cyclists; Enforcement Techniques and; Crash Investigation and Reporting. The CD-ROM is available for free from NHTSA and is designed to be self-guided using a computer. Currently, the California Commission on Peace Officer Standards and Training (POST) does not offer or endorse training related to bicycling and the law. POST approval is necessary for training costs to be reimbursed by the State of California. Approval of this policy implies recognition of the NHTSA based training program as valid but voluntary.



Figure 4–2. Voluntary training program on CD-ROM

#### 4.1e – Adopt the National Highway Traffic Safety Administration (NHTSA) videos “Enforcing Laws for Pedestrians” and “Enforcing Laws for Bicyclists”

Glendale Police have a daily roll call line-up that allows for brief training sessions (no more than 15 minutes). The NHTSA videos “Enforcing Laws for Pedestrian Safety” and “Enforcing Laws for Bicycle Safety” were designed specifically for roll call and can help provide ongoing refresher information regarding the enforcement of the law for bicyclists and pedestrians. The videos are available on DVD free of charge and are completely self-contained. The Safe and Healthy Streets Plan recommends the adoption and use of these

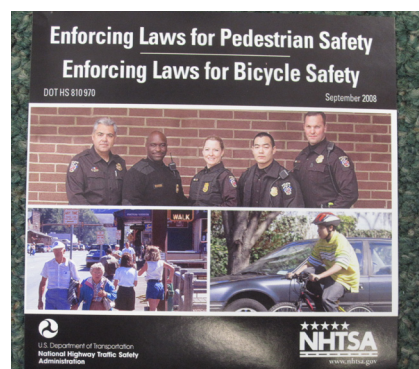


Figure 4–3. NHTSA videos can be incorporated into training sessions

videos as part of Glendale Police’s ongoing training program. Additionally, Glendale Police have training days for its officers (roughly 3 or 4 per year). This policy recommends that the police department consider incorporating these videos, combined with additional, Glendale specific information, to create a bicyclist and pedestrian enforcement module for these training days on an as needed basis. The creation of this module would be a voluntary, collaborative effort of at least one Glendale Police officer, the Pedestrian and Bicyclist Technical Advisory Team, and the Pedestrian and Bicyclist Coordinator. Updates to the content of the module could incorporate information gathered from regular reviews of SWITRS crash data and community feedback provided through the TPC Pedestrian and Bicyclist Advisory Committee.

### 4.1f - Produce bicycle/pedestrian information/education videos for Police officers and for the public.

Video instruction, particularly online or via computer programs or CD/DVD, provides the ability to reach a larger audience and to reach those we wish to instruct at a time and place that is convenient for the individual. There are numerous examples of such videos that the City of Glendale could use as examples for creating its own. Videos that are targeted for law enforcement officers, such as the cycling videos produced in Chicago and San Francisco would clarify vehicle code violations commonly committed by motorists that endanger cyclists, as well as violations made by cyclists that endanger themselves. Videos targeted at the public could educate motorists, pedestrians, and cyclists about the most common vehicle code violations they can avoid to stay safe, avoid collisions, and avoid being issued a citation. These videos could be shown regularly on GTV6, made available on the City’s website, incorporated into traffic safety schools and driver training programs, and potentially shown to students in cooperation with GUSD. The videos could be produced by GTV6 or with assistance from local production facilities such as KABC. Creating the videos proposed by this plan would require considerable resources and funding to accomplish and should be considered secondary to efforts such as pocket guides (Policy 4.1c), maps with safety information (Policy 2.3a), website pages with pedestrian and bicyclist information (Policy 2.3b), and education classes and campaigns.



Figure 4–4. Chicago Police Department training video

#### 4.1g – Establish a distribution program for bicycle lights and helmets.

In the state of California, a white headlight is required for bicyclists riding at night and helmets are required for cyclists under the age of 18. Riding without a headlight is a common cause of crashes and riding without a helmet can lead to severe head injuries resulting from crashes. As a possible alternative to issuing citations to cyclists for violations involving lights and helmets, this plan recommends establishing bike light and helmet distribution programs to help ensure the use of these life-saving devices. Distribution of lights and helmets could be accomplished through the Police



Figure 4-5. Helmet fitting and distribution at R.D. White Elementary

Department and Fire Department, as part of Encouragement events like organized rides or Bike to Work Day, and as part of Education classes or bike safety checks. Similar to the City's child safety seat program, funding for bicycle light and helmet distribution could be the result of collaboration with community groups such as Kiwanis and Rotary, local advocacy groups and bike clubs, or with public and private grants as outlined in Chapter 8 of this plan.

## 4.2 - Policy: Modify or eliminate existing ordinances or requirements that hinder bicycling and walking.

### 4.2a - Modify Glendale Municipal Code 10.64.025 regarding bicycle riding on sidewalks.

The California Vehicle Code is commonly referenced to prohibit bicycling on sidewalks. The vehicle code does not regulate sidewalk riding at all. In fact, the vehicle code only states that each jurisdiction can decide if it wishes to allow or prohibit sidewalk riding. California Vehicle Code 21206 states "This chapter does not prevent local authorities, by ordinance, from regulating the registration of bicycles and the parking and operation of bicycles on pedestrian or bicycle facilities, provided such regulation is not in conflict with the provisions of this code." Some cities, such as Santa Monica, ban sidewalk riding completely. Other jurisdictions, such as the City of Los Angeles, allow it as long as cyclists don't ride in a manner that endangers pedestrians, who always have the right of way on sidewalks in California.

The City of Glendale's Municipal Code 10.64.025 currently prohibits sidewalk riding in business districts. "No person shall ride or operate a bicycle upon any public sidewalk in any business district within the city except where such sidewalk is officially designated as part of an established bicycle route." The existing law lends itself to confusion, as there are no specific boundaries in Glendale that outline where a business district begins or ends and most people are not familiar with the default definition of a business district as defined by the vehicle code.

It also fails to address the needs of inexperienced or young riders who may wish to ride to a business destination.

California Vehicle Code Section 240 determines if a roadway is in a business or residential district. CVC Section 240 part C reads, "All churches, apartments, hotels, multiple dwelling houses, clubs, and public buildings, other than schools, shall be deemed to be business structures." This determination means that neighborhoods with multi-family dwellings are considered business districts. This makes the current Glendale Municipal Code even more problematic since it opens sidewalk riders to citation and potential legal problems when riding in such areas.

If we wish to encourage cycling among the City's next generation and those who are new to bicycling or hesitant to ride in the street, a careful revision of the City's sidewalk riding municipal code is important. A revised code should provide clarity, and balance the concerns for the safety of pedestrians as well as address valid reasons why some in our community might choose to ride on the sidewalk. Education regarding the specific risks that come with sidewalk riding should also be emphasized in the education and safety materials and classes in chapter 2 of this plan. The Safe and Healthy Streets Plan recommends a revised municipal code with the following considerations:

- Emphasize that pedestrians have the right of way on sidewalks and that bicyclists must always yield to pedestrians.
- Potentially include specific streets or business districts where pedestrian volumes are high and sidewalk riding should be banned. Propose signage for these locations to clearly indicate that sidewalk riding is not allowed.
- Clarify the definition of a business district based on zoning codes instead of the vehicle code (if this is not in conflict with the vehicle code).
- Include a provision that explicitly allows for sidewalk riding in areas that are residential in character.
- Emphasize that sidewalk riding must always be done at a slow speed.
- Consider including language that would require bicyclists on the sidewalk to ride in the same direction as the adjacent vehicle lane to help prevent crashes at driveways and intersections. (See West Hollywood municipal code 15.53.010).
- Include a reference to CA Vehicle code 21804 that bicyclists on the sidewalk must stop and yield to traffic before entering the roadway or crossing the street.
- Consider banning sidewalk riding completely.

### City of West Hollywood Municipal Code 15.53.010

"It is unlawful for any person to ride or operate a bicycle on or over any sidewalk or part of a sidewalk in the city when there is a designated bicycle lane in the adjoining street. Where there is no designated bicycle lane in the street, bicycle riders riding or operating a bicycle on the sidewalk shall travel in the same direction as traffic in the adjoining lane of traffic, shall yield to pedestrians and shall not ride in a wanton or reckless manner as to endanger any person or property."

## 4.2b - Eliminate mandatory bicycle licensing requirements, Glendale Municipal Code 10.60.010-100.

More accurately described as bicycle registration requirements (cyclists are not required to have a license to ride a bike), such programs were originally implemented to aid in the recovery of stolen bicycles. These programs have proven to be largely ineffective and have typically been ignored for years. Many jurisdictions, including Los Angeles, Seattle, New York City, Portland, and Tucson have recently repealed city ordinances requiring bicycle registration. Commonly cited reasons for repealing such laws include:

- Administrative costs are too high
- Can deter some people from cycling
- Ineffective for theft recovery
- Create potential for Police harassment of cyclists

Although voluntary, paid bicycle registration services exist, Glendale Police can reference the serial number stamped on all bicycles to help recover a stolen bike if the original owner records that number and provides it when reporting the bicycle stolen. If the bike is recovered, Glendale Police can use a law enforcement data communication system called the Justice Data Interface Controller (JDIC) to identify the bicycle based on the serial number. The Glendale Police already utilize the JDIC on a regular basis. Using it to recover stolen bicycles would not represent significant additional expense, but does require bicycle owners to record the serial number on their bikes.

This plan recommends a voluntary registration program in which a registration form (PDF format) is made available on the City and Police websites that can be downloaded and printed by bicycle owners. The registration form would ask for basic information such as name, address, etc. as well as the serial number and description of the bicycle. Bicycle owners would keep the form along with a photo of the bicycle. In the event of theft, the owner would then take the form and photo to the Police department when filing a Police report. The Glendale Police could then utilize the information and the JDIC to help with potential recovery of the stolen bike. The registration form could also be made available through local bike shops, libraries, parks, schools, during Encouragement events such as organized rides or Bike to Work Day, in partnership with local advocacy groups and bike clubs, and should also be offered as part of Education materials and classes in chapter 2 of this plan.

Educating cyclists about locating their serial numbers and using the registration form to record those numbers can be accomplished as part of bicycle safety and maintenance classes, on the City website, GTV6, through local bike shops, libraries, parks, schools, and on the Glendale bicycle map. Additional education and information regarding theft prevention should be coupled with registration efforts.



## 4.3 - Policy: Add ordinances or resolutions that improve safety for bicyclists and pedestrians.

### 4.3a - Pass a resolution supporting change of state law regarding speed surveys and 85th percentile.

The speed of a motor vehicle is a key factor in collisions involving pedestrians or bicyclists. As the speed of the motor vehicle increases, the likelihood of death for the pedestrian or cyclist also increases.<sup>1</sup> To counteract this reality, every reasonable effort should be made to keep motor vehicle speeds down wherever pedestrians or bicyclists are likely to be present.

Currently, speed limits are often set in California by doing a speed survey on a particular street and using the 85th percentile to set the limit. This means that the speed limit will be set at or close to the speed that 85% of motorists are driving during the survey. In many cases, this means the speed limit goes up. If left in place, the current system will eventually lead to higher and higher speed limits. Given that speed is often a key factor in motor vehicle crashes, the natural goal should be to keep speed limits down, or at least prevent them from going up. The rules for setting speed limits are regulated by the State of California, so the City of Glendale has little control over the current system. A resolution from The City of Glendale in favor of changing the current state system to one that allows more local control or doesn't rely on the 85th percentile would make a strong statement for our community and could also help any future efforts to change the system at the state level.

### 4.3b - Pass a resolution adopting provisions of AB 321- lowering speed limits near schools.

Signed into law in October 2007, AB 321 would allow the City of Glendale, through resolution or ordinance, to extend the school zone (25 mph speed limit) from a distance of 500 feet to 1000 feet from a school, as well as set a 15 mph speed limit within 500 feet of a school. The school has to be located in a residential area on a 2 lane road with an existing speed limit of 30 mph or less. Residential streets in Glendale have a default speed limit of 25 mph unless posted otherwise so it is likely that many schools located in residential neighborhoods would meet the criteria of AB 321.

The City of Glendale and the Glendale Unified School District have been working together to submit Safe Routes to School applications to fund



Figure 4-6. Adopt lower speed limits near schools.

<sup>1</sup> "Pedestrian Facility Users Guide – Providing Safety and Mobility" FHWA RD-01-102, March 2002

capital improvement projects that will support and encourage students to walk or bike to school. To complement the SRTS efforts and provide enhanced safety through reduced speeds around schools, the Safe and Healthy Streets Plan recommends the City of Glendale pass a resolution adopting the provisions of California Assembly Bill 321 and identify which schools in Glendale meet the criteria of AB 321.

# SafeRoutes

National Center for Safe Routes to School





