



Agenda Item No. 14.

Staff Report

Date: August 9, 2018

To: Mayor P. Beach Kuhl and Council Members

From: Richard Simonitch, Public Works Director/Town Engineer

Subject: Discussion and Town Council consideration of the 2018 Update to the 2010 Town of Ross Bicycle and Pedestrian Master Plan

Recommendation:

Town Council review and discuss the 2018 Update to the 2010 Town of Ross Bicycle and Pedestrian Master Plan (BPMP) and provide staff with comments and direction for adopting the plan at a future meeting.

Background and discussion:

The original Town of Ross BPMP was adopted by Town Council resolution on July 15, 2010. On February 14, 2014 the Town adopted Resolution 1809 which set a goal to increase bicycle and pedestrian trips by 20% and directed staff to consider “complete streets” transportation elements in development and capital improvement projects. The Town’s adopted BPMP provides staff with guidelines and policies which facilitate the establishment of a town-wide system of bikeways, pedestrian paths, and support facilities that are designed to increase the use of bicycling and walking as a means to travel to work, school, parks and the downtown.

When adopted, the 2018 update will be included as an appendix to the 2010 BPMP. The 2018 update discusses progress made toward the goals established in the 2010 BPMP and reevaluates the list of programs developed to enhance bicyclist, pedestrian and motorist education and safety, and to manage the orderly flow of bicycle traffic throughout Town. As such, the Town’s BPMP will continue to promote the implementation of “complete streets” elements and help to achieve the Town of Ross General Plan goal to provide safe, connected and well-maintained streets and bicycle routes.

Fiscal, resource and timeline impacts:

There is no financial impact to the Town. The Consultant costs for developing the 2018 BPMP update are reimbursed under a \$15,000 Federal CMA grant administered through the Transportation Agency of Marin. However, if the Town does not adopt and update a Bicycle and Pedestrian Master Plan, the Town may be disqualified from receiving future bicycle and pedestrian facility-related grant funding.

Environmental review (if applicable)

This action is not subject to the California Environmental Quality Act.

Attachments

1. Resolution 1809 dated February 14, 2013
2. 2010 Bicycle & Pedestrian Plan available online at:
<https://townofross.org/sites/default/files/fileattachments/recreation/page/252/adopted-2010-bicycle-plan.pdf>
2018 Draft Bicycle & Pedestrian Plan Update enclosed & available online at:
https://townofross.org/sites/default/files/fileattachments/public_works/page/252/ross_draft_bicycle_plan_8.3.18.pdf

TOWN OF ROSS

RESOLUTION NO. 1809

A RESOLUTION OF THE TOWN COUNCIL OF THE TOWN OF ROSS RESCINDING RESOLUTION 1718 AND SETTING A GOAL TO INCREASE BICYCLE AND PEDESTRIAN TRIPS AND DIRECTING STAFF TO CONSIDER AND INCLUDE COMPLETE STREETS TRANSPORTATION ELEMENTS IN DEVELOPMENT AND CAPITAL IMPROVEMENT PROJECTS WITHIN THE TOWN OF ROSS

WHEREAS, the Town of Ross acknowledges the benefits and value of reducing vehicular modes of travel and replacement with other modes of travel such as public transit, walking and bicycling; and

WHEREAS, the Town of Ross recognizes that Complete Streets, which serve the needs of pedestrians, bicyclists, transit users, the disabled and automobile users generally provide for the safest travel conditions and the best use of tax payer dollars; and

WHEREAS, the Town of Ross General Plan 2007-2025 Policy 7.8 is to “encourage travel via bicycle and walking by providing and maintaining safe pedestrian and bicycle routes along main arteries in Ross;” and

WHEREAS, the Ross Town Council adopted on July 15, 2010, the Town of Ross 2010 Bicycle and Pedestrian Plan, which describes projects, policies and a network of desired non-motorized improvements; and

WHEREAS, the Ross Town Council adopted a Complete Streets policy by Resolution 1718 and now desires to amend the policy to include nine elements required to receive funding through the OneBayArea Grant (OBAG) program; and

WHEREAS, Town staff is responsible for ensuring the installations of improvements for all modes of travel through the review of private development and capital improvement projects; and

NOW THEREFORE, BE IT RESOLVED, that the Town Council rescinds Resolution 1718; and

LET IT FURTHER BE RESOLVED, that the Ross Town Council sets a goal to increase bicycle and pedestrian trips to 20% of all local trips by 2020; and

LET IT FURTHER BE RESOLVED, that the Town Council directs its staff to consider the installation of Complete Streets transportation elements in each capital project and development project in the Town of Ross and to implement the following principals and policies within the framework of its Code, General Plan and Bicycle and Pedestrian Plan 2010:

1. Serve all Users - All Town transportation improvements will be planned, designed, constructed, operated and maintained to support safe and convenient access for all users, and increase mobility for walking, bicycling and transit use.

2. Context Sensitivity – The planning and implementation of transportation projects will reflect conditions within and surrounding the project area, including the character of the street. Project planning, design and construction of complete streets projects should include working with residents, merchants, and other stakeholders.

3. Complete Streets in all Departments – All Town departments whose work affects the roadway will work towards making complete streets practices a routine part of everyday operations and approach every relevant project, program, and practice as an opportunity to improve streets and the transportation network for all categories of users. Staff will work in coordination with other departments, agencies, and jurisdictions to maximize opportunities for complete streets, connectivity, and cooperation.

4. All Projects and Phases. The complete streets policy will apply to all roadway projects including those involving new construction, reconstruction, retrofits, repaving, rehabilitation, or changes in the allocation of pavement space on an existing roadway, except those projects determined to be exempt.

5. Plan Consultation and Consistency. Maintenance, planning, and design of projects affecting the transportation system will be considered for consistency with the Bicycle and Pedestrian plan and any other relevant plans adopted by the Town Council.

6. Street Network/Connectivity - The Town of Ross will seek to create a connected network of facilities accommodating all modes of travel, as feasible.

7. Bicycle and Pedestrian Advisory Committee Consultation – If the Town of Ross develops a Bicycle and Pedestrian Advisory Committee in the future, transportation projects shall be reviewed by the Bicycle and Pedestrian Advisory Committee early in the planning and design stage, to provide the Bicycle and Pedestrian Advisory Committee an opportunity to provide comments and recommendations regarding Complete Streets features to be incorporated into the project. The Town will continue to solicit input from local bicycle and pedestrian advocacy groups in early project development phases to verify bicycle and pedestrian needs for projects.

8. Evaluation – The Town will evaluate implementation of complete streets policies by periodically tracking the number of miles of bike lanes and sidewalks, accident statistics, number of street trees planted, or by other methods.

9. Process – The Town Manager will ensure that complete streets principles and practices will be included in street construction, reconstruction, repaving, and rehabilitation projects, as well as other plans. Exempt projects will include those that involve ordinary or emergency maintenance activities designed to keep facilities in serviceable condition, or when it is not practically feasible to implement the policy. The Town Council may exempt a project if the costs of providing accommodation are excessively disproportionate to the need or probable use, or if construction is not practically feasible or cost effective because of adverse environmental impacts such as impacts to historic structures, drainage, waterways, flood plains, native vegetation or impacts on neighboring land uses.

The foregoing resolution was duly and regularly adopted by the Ross Town Council at its regular meeting held on the 14th day of February 2013, by the following vote:

AYES: Council Members Russell, Brekhus, Hoertkorn, Kuhl, Small

NOES:

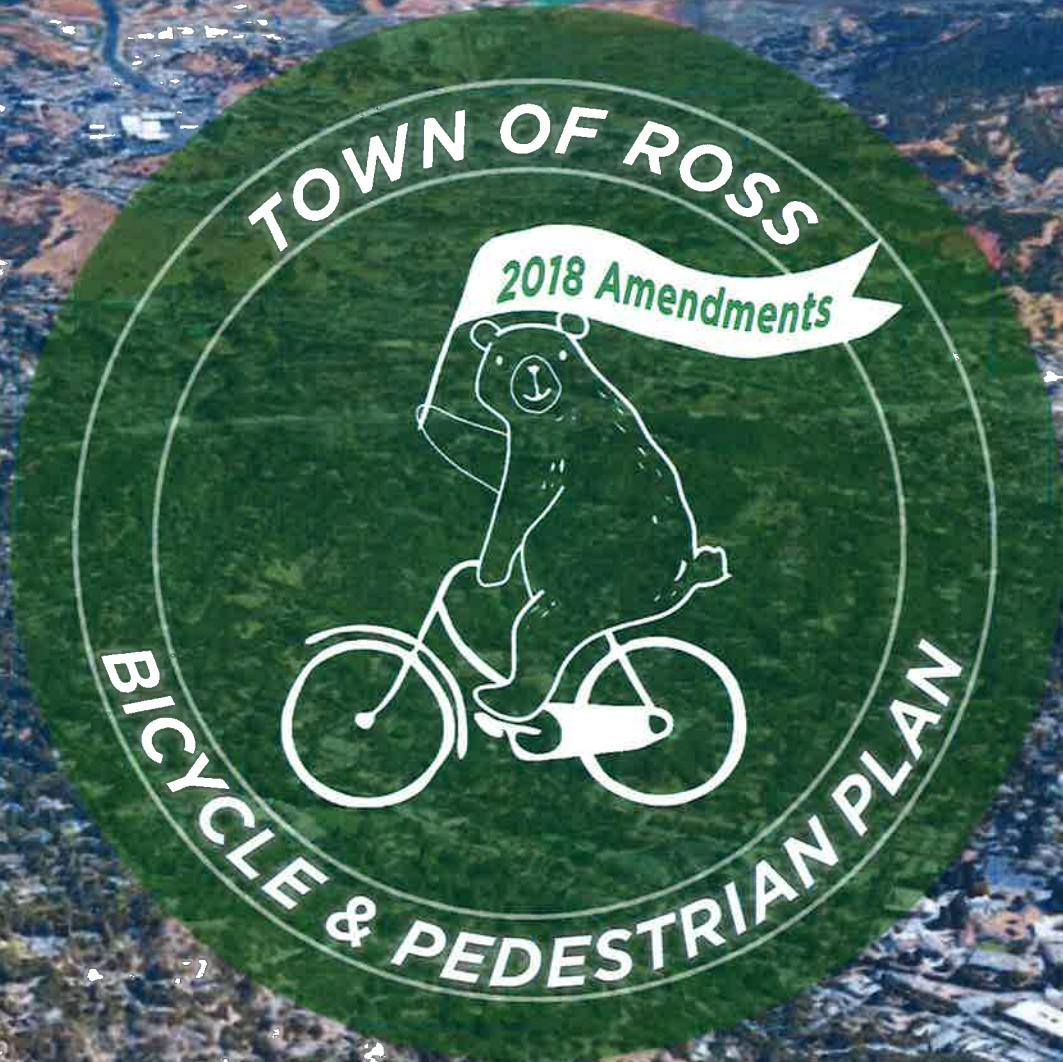
ABSENT:

ABSTAIN:

P. Rupert Russell, Mayor

ATTEST:

Linda Lopez, Town Clerk



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Purpose

This check-in serves as an appendix to the Town of Ross' Bicycle and Pedestrian Plan (2010) and provides an updated analysis of existing bicycling and walking conditions, discusses progress made towards the Town's goals, and re-evaluates the list of proposed projects to lend guidance for future bikeway and walkway improvements. Below are the 2010 goals:

Goal 1: Increased Bicycle and Pedestrian Access

Expand bicycle and pedestrian facilities and access in and between neighborhood areas, employment centers, shopping areas, schools, and recreational sites.

Goal 2: Bicycle Transportation

Make the bicycle an integral part of daily life in Ross by implementing and maintaining a bikeway network, providing end-of-trip facilities, improving bicycle/transit integration, encouraging bicycle use, and making bicycling safer and more convenient.

Goal 3: Pedestrian Transportation

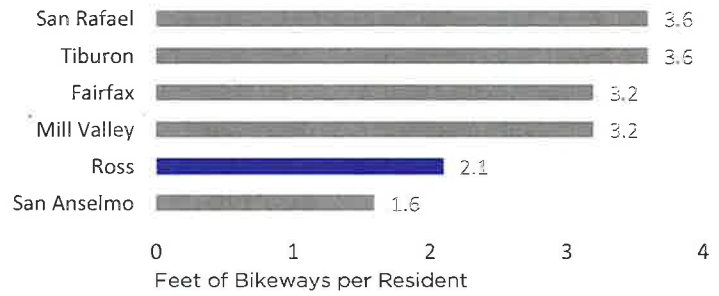
Encourage walking as a daily form of transportation in Ross by completing a pedestrian network that serves short trips and transit, improving the quality of the pedestrian environment, and increasing safety, convenience, and access for all users.

Last Updated: August 3, 2018



EXISTING BIKEWAYS

Ross is home to 0.77 miles of **signed bicycle routes** on Shady Lane/ Lagunitas Road and 0.16 miles of the **Corte Madera Creek Path**. No bikeways were constructed between 2010 and 2018.



WAYFINDING

Wayfinding signage is sparse along the existing bicycle routes, limited mostly to Bicycle Route 20 signage from the County of Marin's bicycle route signage program.

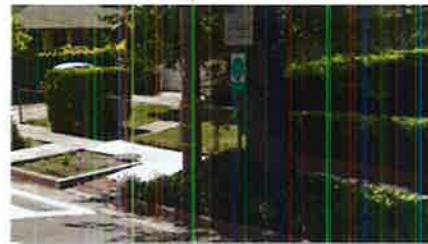
Residents would like to limit the total number of signs in Ross and do not anticipate adding additional bicycle- or pedestrian-oriented wayfinding signs.



① San Anselmo Ave. north of Bolinas Ave.



② Bolinas Ave. at San Anselmo Ave.



③ Bolinas Ave. at Shady Ln.



④ Lagunitas Rd. at Shady Ln.



⑤ Post Office Parking Lot at Lagunitas Rd.



⑥ Kent Ave. at south Town limit



⑦ Corte Madera Creek Path at College Ave.



⑧ NCG Park Access at Dibblee Rd.

BIKE PARKING

Ross' 2010 *Bicycle and Pedestrian Plan* proposed installing covered bicycle parking at the following locations:

- Natalie Coffin Greene Park
- Town Hall
- Downtown commercial area

Between 2010 and 2018, the Town of Ross installed bicycle racks at the U.S. Post Office on Ross Common (see bottom image). Bicycle parking near Natalie Coffin Greene Park remains a priority.

In addition, the plan proposed providing valet bicycle parking at large events, including the Town Dinner, Fourth of July picnic, and events at the Marin Art & Garden Center and local schools. Due to a lack of demand, valet bicycle parking at events is no longer a priority for the Town of Ross.



Bicycle parking outside Breaking Away Bicycles on Ross Common



Bicycle rack at the U.S. Post Office on Ross Common



EXISTING WALKWAYS

In 2016, the Town of Ross adopted sidewalk and pathway design guidelines that include a **desired 5' width**, compliance with American with Disabilities Act standards, and preferred materials. The Town requires property owners to adhere to these guidelines when making improvements to an existing home or business.

There are approximately 5.3 miles of **existing sidewalks** in Ross, and they are concentrated in downtown and residential areas designated as medium density (6-10 units/acre).

SIDEWALK GAPS

While **sidewalks** are present on at least one side of most higher volume roadways in Ross, gaps in the network and ADA-compliance issues exist.



1 Southbound sidewalk gap on SFD Blvd.



2 Westbound sidewalk gap on Lagunitas Rd.



3 Southbound sidewalk gap on Redwood Dr.



4 Southbound sidewalk gap on Poplar Ave.



5 Eastbound sidewalk gap on Lagunitas Rd.



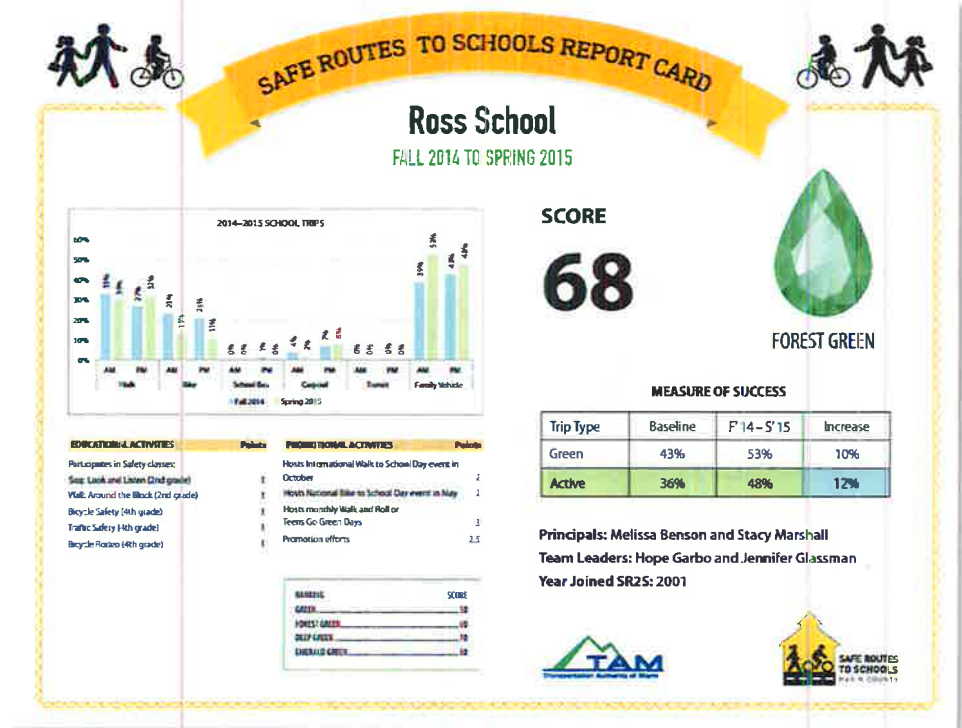
6 Unpaved walkway gaps on Lagunitas Rd.

PROGRAMS

Education and encouragement programs, such as **Safe Routes to School (SR2S)**, help support bicycle and pedestrian safety among some of the town's most vulnerable residents. Ross School has participated in the Marin County SR2S program since the 2008/09 school year. At the start of the program, 36 percent of students walked or bicycled to school. As of the 2014/15 school year (the most recently available data), 48 percent of students walked or bicycled to school, representing a 33 percent increase.

Proposed SR2S projects within Ross include:

- Multimodal improvements on Lagunitas Rd. from Shady Ln. to Sir Francis Drake Blvd. (traffic control, crosswalk, sidewalk, and striping modification).
- Multimodal improvements on Bolinas Ave. between San Anselmo Ave. and SFD Blvd.
- Sidewalk extension and realign crosswalk on Laurel Grove Ave.
- Speed feedback signs near Ross School



Ross School SR2S Report Card (Marin County SR2S Program Evaluation, 2016)

Ross School received a score of 68 out of 100 for its Safe Routes to School programming in the 2014/15 school year. The score was based on what percent of students walked and bicycled to school and the number of educational and promotional activities offered. This placed Ross School 21st out of 57 total participating schools. Cutting the number of individual students being driven to school in a family vehicle in half would help propel Ross School to the top of the rankings.



RECENTLY COMPLETED

A series of SR2S-related infrastructure projects were completed between 2009 and 2016, representing approximately \$1,426,000 in construction costs in and around Ross.

RELATED PLANS

Relevant sections from related planning documents:

San Anselmo Bike/Ped Plan

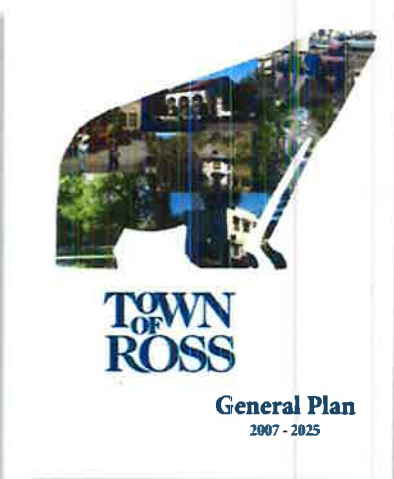
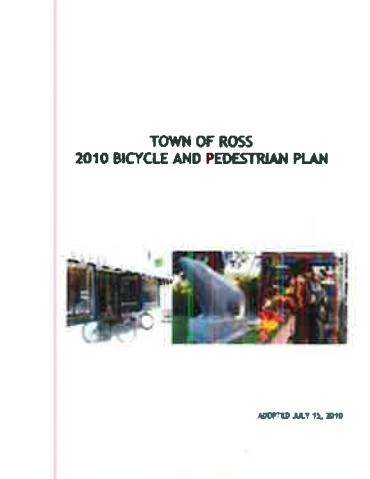
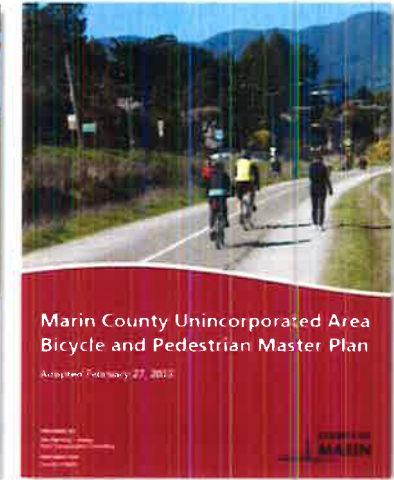
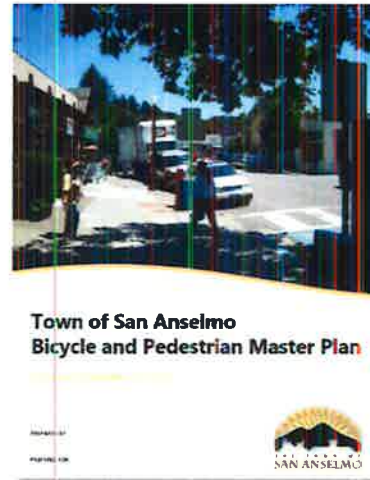
- Proposed extension of Corte Madera Creek Path and Bolinas Ave. signed bicycle route
- Proposed signed bicycle route on Waverly Rd.

Unincorporated Marin County Bike/Ped Plan

- Proposed on-street bicycle lanes on SFD Blvd. between Ross' southern town limit and Wolfe Grade
- Install pedestrian crossing beacon on College Ave. at Corte Madera Creek Path
- Add "sharrow" pavement markings to existing bicycle route on Kent Ave.

Ross General Plan

- Maintain acceptable pavement conditions on all public streets
- Mitigate roadway impacts due to construction activities
- Limit on-street motor vehicle parking
- Consider links to surrounding area destinations and regional trails
- Coordinate bicycle and pedestrian plan with SR2S program



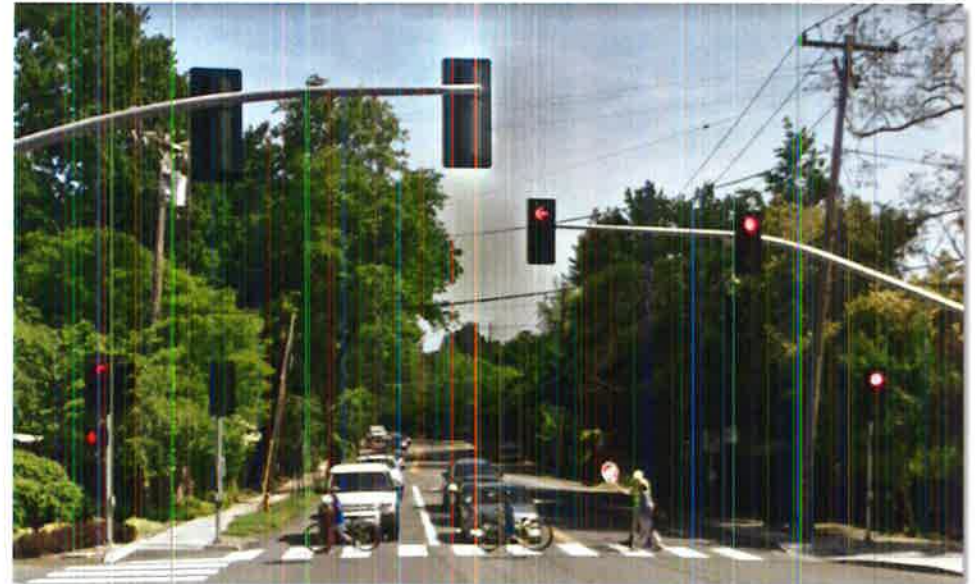
Since Ross' last updates to its General Plan and Bicycle and Pedestrian Plan, San Anselmo and the County of Marin have updated their bicycle and pedestrian master plans with proposed projects that could impact the town.

NEEDS

Public input for Ross' 2010 [Bicycle and Pedestrian Plan](#) came through one public workshop on Central Marin bicycling and walking issues held at the San Rafael Community Center (Nov. 2006), two public workshops on the Non-motorized Transportation Pilot Program held at the Embassy Suites Hotel in San Rafael (Nov. 2006) and San Rafael Community Center (Mar. 2006), Ross Town Council meeting (May 2010), and Ross Public Works Committee meeting (Jun. 2010).

For this check-in, an additional public meeting was held at Ross Town Hall (31 Sir Francis Drake Boulevard) on August 9, 2018 from 6:00 PM to 8:00 PM.

[Insert public feedback from public meeting]



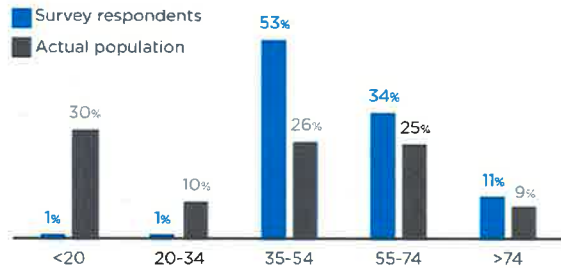
[Insert photo from public meeting]

SURVEY

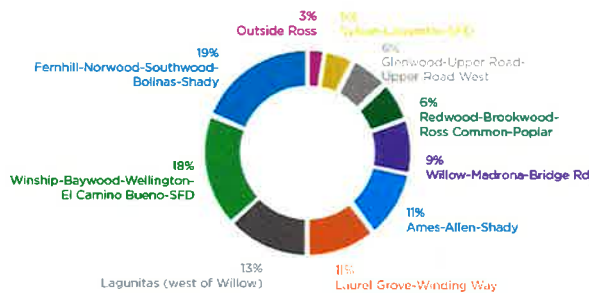
197 responses
(8% of Town's population*)

The Town of Ross conducted a 10-question online survey about residents' bicycling and walking behaviors, preferences, and needs.

Age



Respondents' Neighborhoods



Frequency



respondents **walk** at least 1/2 mi every good weather day



respondents **bike** at least 1/2 mi every good weather day

Top Walk/Bike Destinations

- 1 Phoenix Lake
- 2 Downtown Ross
- 3 Downtown San Anselmo
- 4 Ross School

Most Important Features



Well-maintained



Continuous



Away from fast-moving traffic

Trip Purpose



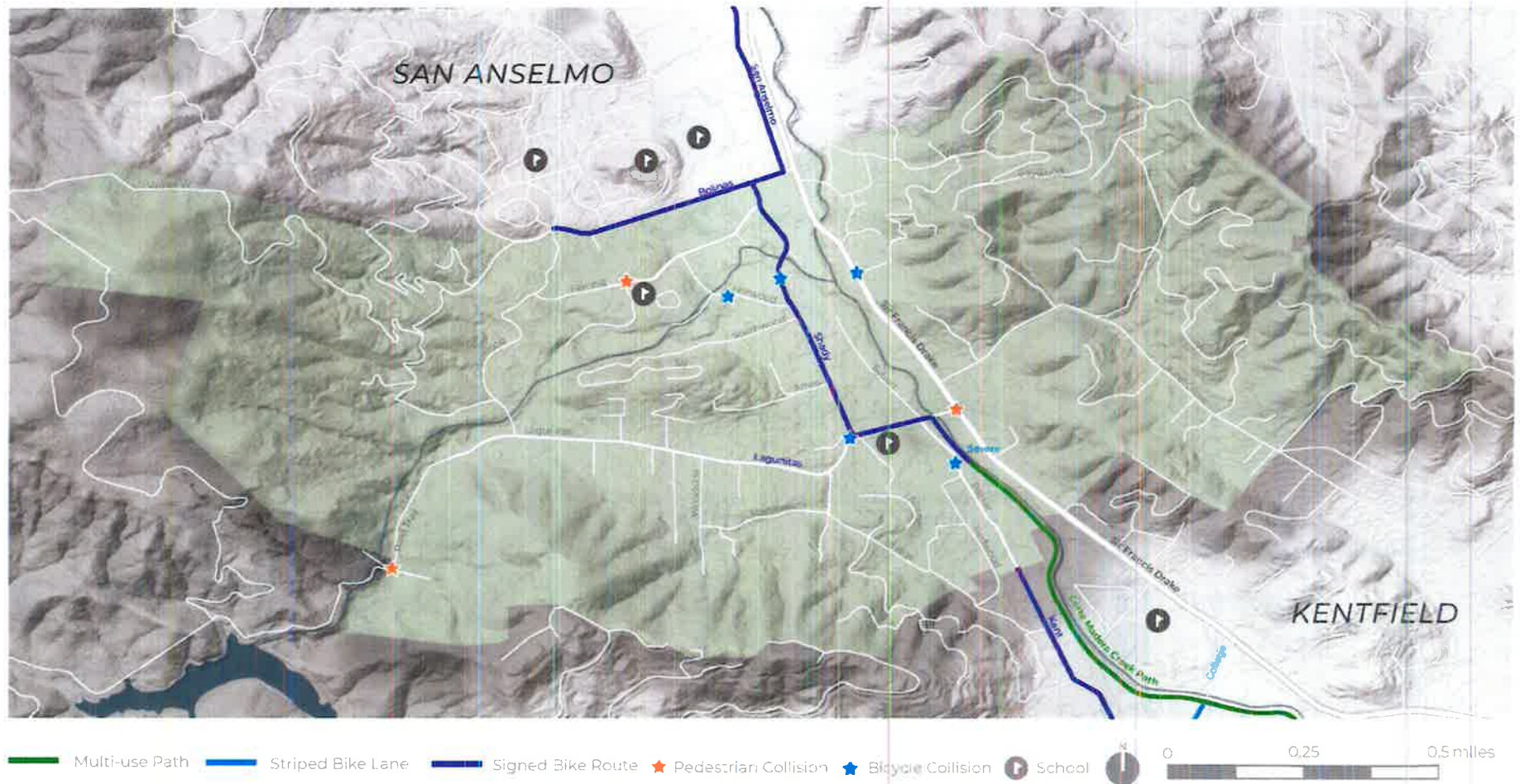
67% walk trips

and

46% bike trips

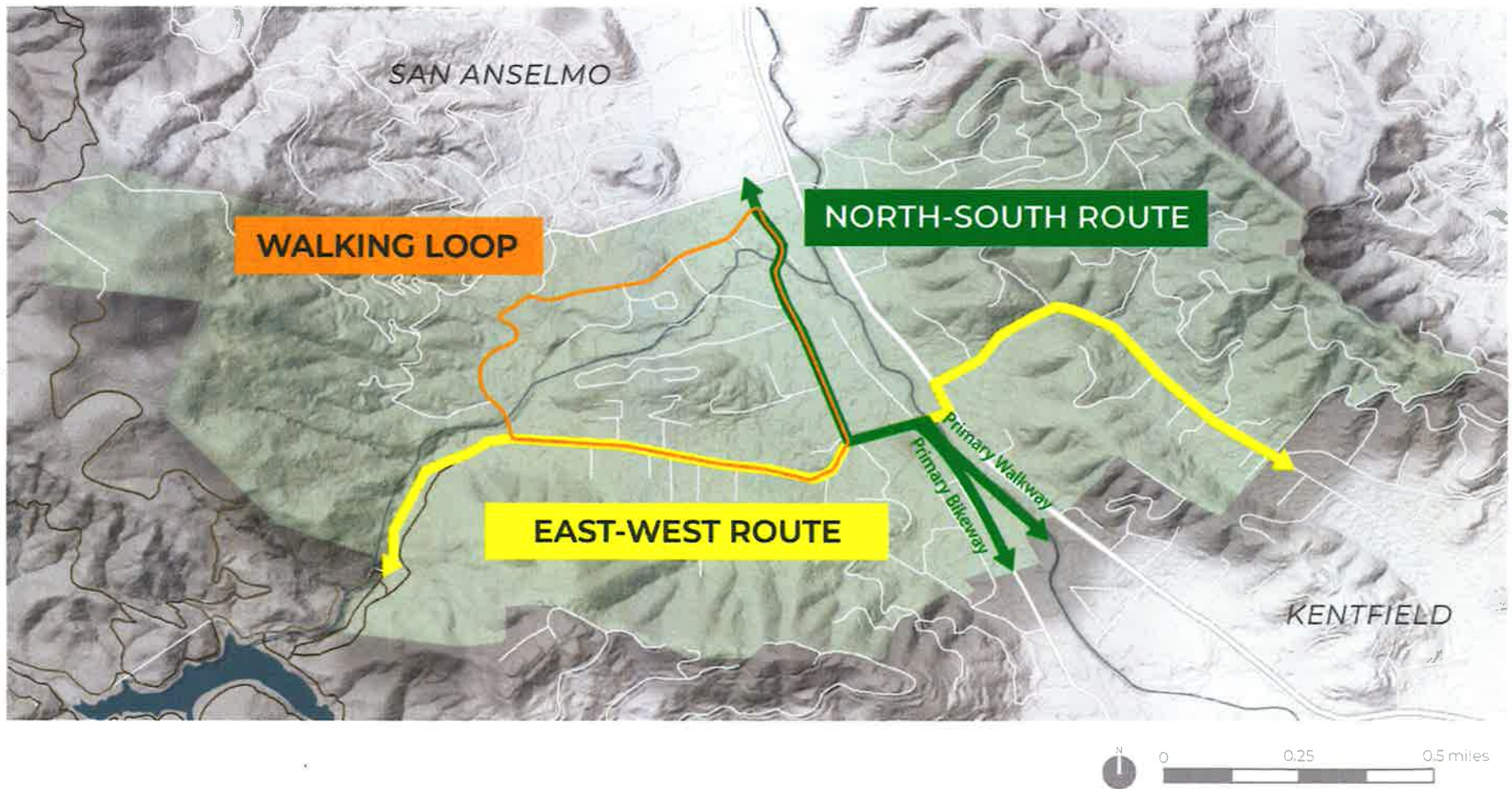
were primarily for recreation

*2012-2016 American Community Survey



COLLISIONS

5 bicycle-involved and 3 pedestrian-involved collisions occurred in Ross between 2007 and 2016, including one collision resulting in a severe injury on Ross Common. Given the relatively small number of collisions, there was no clear pattern in the contributing factors or time of day.



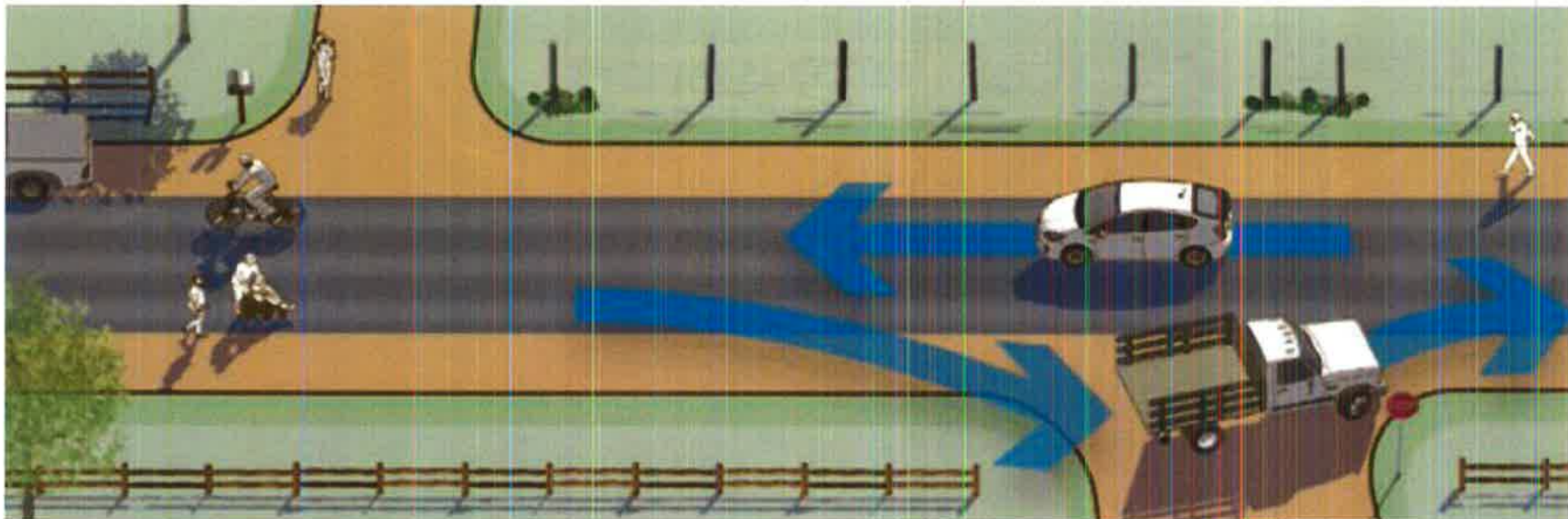
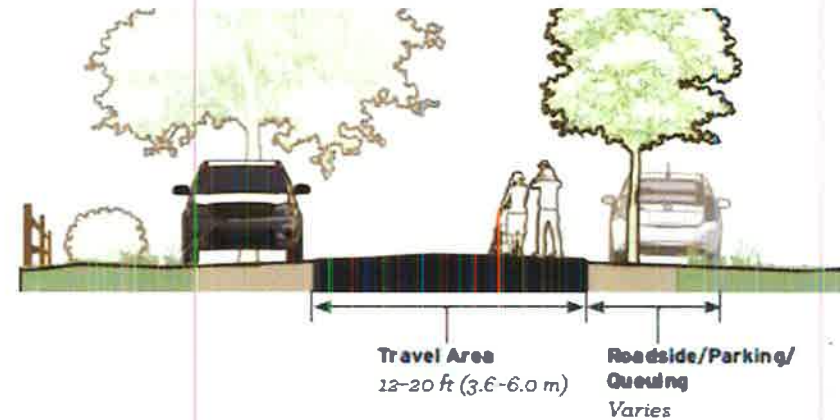
PROPOSED PROJECTS

The bicycle and pedestrian proposed projects can be grouped within a primary **East-West** route and a primary **North-South** route, providing connections to the town's most popular destinations and parks, as well as existing and proposed bikeways in neighboring jurisdictions.

In addition, a **Walking Loop** around Lagunitas Road, Shady Lane, Fernhill Avenue, and Glenwood Avenue is proposed.

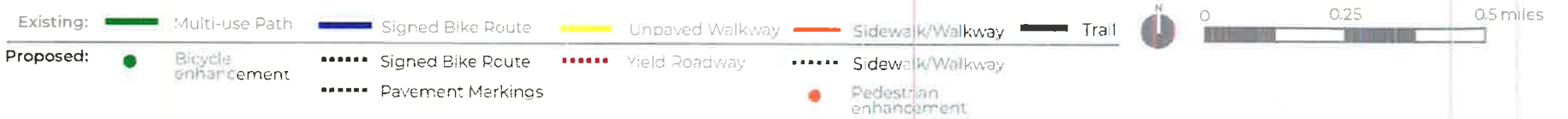
TYPES OF FACILITIES

Yield Roadways are designed to serve pedestrians, bicyclists, and motor vehicle traffic in the same slow-speed travel area. When operating at very-low volumes at low speeds, pedestrians and bicyclists can feel comfortable walking within the travel area of the roadway. They are less costly to build/maintain than traditional bicycle and pedestrian facilities and can help minimize stormwater runoff. (Images courtesy of FHWA's [Small Town and rural Multimodal Networks](#)).



Shared lane pavement markings, like those on Kent Ave. near Woodlands Market and A.E. Kent Middle School, help to make motorists aware that bicyclists may be sharing the street with them and help signal to bicyclists the proper positioning within the travel lane (Image courtesy of Google Maps).





The proposed network would close sidewalk gaps and address ADA-compliance issues along the primary **East-West** and **North-South** routes. To accomplish this, it is proposed that continuous **sidewalk/walkway** be added to Lagunitas Rd., a **walkway** be added to Laurel Grove Ave.,

and **pavement markings** be added to Shady Ln., Poplar Ave./Ross Common, and Laurel Grove Ave. Lastly, a recreational walking loop is proposed through the creation of a **yield roadway** on Glenwood Ave. and a new **walkway** on Fernhill Ave.

ESTIMATED COSTS

East-West Route						
ID	Corridor	Begin	End	Miles	Description	Estimated Cost
A	Lagunitas Rd.	Dibblee Rd.	Shady Ln	0.73	Study potential for continuous sidewalk/walkway	TBD
B	Laurel Grove Ave.	Marin Art & Garden Center parking lot (134' east of Sir Francis Drake Blvd.)	Canyon Rd.	0.29	Extend existing walkway on Laurel Grove Ave.	TBD
C	Laurel Grove Ave.	Sir Francis Drake Blvd.	South town limit	0.72	Add shared lane pavement markings	TBD
D	N/A	Lagunitas Rd.	Willow Ave.	N/A	Close eastbound sidewalk gap and add ADA-compliant curb ramps	TBD
E	N/A	Lagunitas Rd.	Shady Ln.	N/A	Remove crosswalk on the north leg, add high-visibility crosswalks and ADA-compliant curb ramps to the east and south legs	TBD
F	N/A	Laurel Grove Ave.	Marin Art & Garden Center parking lot (134' east of Sir Francis Drake Blvd.)	N/A	Remove striping for mid-block crossing	TBD

*Cost estimates to be conducted after finalization of project list

North-South Route							
ID	Corridor	Begin	End	Miles	Description	Estimated Cost	
G	Ross Common/ Poplar Ave.	Lagunitas Rd.	South town limit	0.39	Add shared lane pavement markings	TBD	
H	Shady Ln.	Bolinas Ave./ northern town limit	Lagunitas Rd.	0.54	Add shared lane pavement markings	TBD	
I	Poplar Ave.	40 Poplar Ave.	46 Poplar Ave.	0.11	Close gap in southbound sidewalk network	TBD	
J	Sir Francis Drake Blvd.	Winship Ave.	N/A	N/A	Study potential mid-block crossing	TBD	

Walking Loop							
ID	Corridor	Begin	End	Miles	Description	Estimated Cost	
K	Glenwood Ave.	Bolinas Ave./ northern town limit	Lagunitas Rd.	0.50	Study potential yield roadway; consider necessary stopping sight distance and potential barriers	TBD	
L	Fernhill Ave.	Glenwood Ave.	Shady Ln.	0.43	Add eastbound sidewalk	TBD	

Other Projects							
ID	Corridor	Begin	End	Miles	Description	Estimated Cost	
M	Natalie Coffin Greene Park	N/A	N/A	N/A	Add short-term bicycle parking	TBD	
N	Ross Common	Redwood Dr.	N/A	N/A	Add short-term bicycle parking	TBD	
O	Winship Ave.	Sir Francis Drake Blvd.	Winship Ave. (220' east of Sir Francis Drake Blvd.)	0.04	Study potential to extend eastbound sidewalk	TBD	
P	Redwood Dr.	Poplar Ave.	Brookwood Ln.	Varies	Close gaps in southbound sidewalk network	TBD	

*Cost estimates to be conducted after finalization of project list

PRIORITIES

Because funding opportunities are limited, the following projects are the Town's highest priorities over the next 10 years:

- 1. Project L** → New walkway on Fernhill Ave.
- 2. Project B/C** → New walkway and pavement markings on Laurel Grove Ave.
- 3. Project G/H** → Pavement markings to Ross Common/Poplar Ave./Shady Ln.
- 4. Project P** → Sidewalk gap closures on Redwood Dr.
- 5. Project I** → Sidewalk gap closure on Poplar Ave.

*Priorities subject to change following public meeting

Acknowledgements

Town Council

P. Beach Kuhl, mayor

Elizabeth Brekhus, mayor pro tempore

Julie McMillan, council member

Elizabeth Robbins, council member

P. Rupert Russell, council member

G. Kelley Reid, town treasurer

Town Staff

Joe Chinn, town manager

Richard Simonitch, public works director

Heidi Scoble, planning manager

Erik Masterson, police chief

Photo Credits

FHWA

Google Maps