



TOWN OF TIBURON
1505 Tiburon Boulevard
Tiburon, CA 94920

Planning Commission Meeting
May 25, 2016
Agenda Item: 1

STAFF REPORT

To: Members of the Planning Commission

From: Public Works Department
Community Development Department

Subject: Tiburon Bicycle and Pedestrian Master Plan Update: Review Draft Plan and Make Recommendations to the Town Council; Consider Initial Study and Draft Negative Declaration

BACKGROUND

The Town of Tiburon, in coordination with other Marin municipalities and the County of Marin, is in the process of updating its Bicycle Pedestrian Master Plan (BPMP), which was last updated in 2008. The Transportation Authority of Marin (TAM) is overseeing the contract and funding this update project for the various jurisdictions, which helps to ensure the plans are somewhat integrated. TAM retained the consulting firm of Alta Planning + Design for this effort.

A major benefit of an updated BPMP is that it enables the Town to qualify for certain grants and monies for which it would not otherwise be eligible. Scarcity of funds is the primary limiting factor in making significant improvements to bicycle and pedestrian infrastructure.

The draft 2016 updated plan (**Exhibit 1**) reflects the policies and format established by the 2008 BPMP. Several projects listed in the 2008 Plan have been completed and several have been carried over in the updated Plan. A limited number of new projects are proposed.

REVIEW BY PARKS, OPEN SPACE & TRAILS COMMISSION

May 19, 2015 Workshop

POST held a Bicycle and Pedestrian Plan Update community workshop on this date as part of the regular POST meeting. That workshop provided residents an opportunity to learn about the update process and comment on bicycle and pedestrian issues in Tiburon. There was a subsequent public outreach electronic survey that collected information on users' opinions, experiences and priorities for pedestrian and bicycle facilities. Minutes of this POST workshop are attached as **Exhibit 3**.

January 19, 2016 Workshop

POST held a second Bicycle and Pedestrian Plan Update community workshop on this date as part of the regular POST meeting to discuss proposed projects for inclusion in the updated BPMP. At that meeting, the POST Commission:

1. Determined which projects should be included in the BPMP update.
2. Provided a ranking of the projects, particularly the top few.
3. Selected two projects for additional study, namely:
 - a. Greenwood Beach Road: Class III bike route signs should be changed to add signage to advise bicyclists they are entering a neighborhood 'slow zone'. Signs should direct faster-moving bicyclists to use Tiburon Boulevard. Explore the use of different pavement textures to help slow bicycle traffic on Greenwood Beach Road and alert cyclists to slow zone signs. [Note: This is project #3 in the draft Plan].
 - b. Tiburon Boulevard from the western Tiburon corporate limits (near Cecilia Way) to Trestle Glen Boulevard: Convert existing striped shoulder to Class II bike lanes. [Note: This is Project #7 in the draft Plan].

The POST Commission received numerous public comments regarding bicycle use of Greenwood Beach Road. Residents of Greenwood Beach Road complained about the number and speed of cyclists using Greenwood Beach Road, objected to nearby Bay Trail signs, and wanted Greenwood Beach Road removed as a part of the Association of Bay Area Government's (ABAG) Bay Trail. That would leave Tiburon Boulevard as the only realistic alternative for bicyclists using the public street system to reach Old Rail Trail and points beyond.

The POST Commission reached consensus that Greenwood Beach Road should be primarily used by slower-moving cyclists. Cyclists who wanted to ride faster should use Tiburon Boulevard to reach Blackie's Pasture when travelling east. The POST Commission did not believe that slower-moving cyclists such as school children, families and tourists should use Tiburon Boulevard between Greenwood Cove Drive and Blackie's Pasture Road for safety reasons. Therefore, POST recommended changing Greenwood Beach Road bike signage to advise bicyclists that they are entering a neighborhood "slow zone". Further, the POST Commission stated that signs should direct faster-moving cyclists to use Tiburon Boulevard, and that the Town should explore the use of different pavement textures to help slow bicycle traffic on Greenwood Beach Road. The POST Commission also made converting the existing striped shoulder along Tiburon Boulevard between Trestle Glen Boulevard and the western Tiburon corporate limits to a Class II bike lane the next highest priority project after the Greenwood Beach Road signage project.

Sharing the concerns regarding speeding cyclists on Greenwood Beach Road, staff analyzed bicycle speeds on Greenwood Beach Road using STRAVA software data. About 13,000 people have timed their rides over the ½ mile long Greenwood Beach Road segment from Seadrift Landing to the eastern terminus of Greenwood Beach Road. Only 6 riders (0.05%) averaged over 25 mph on this segment. It is possible that over a short portion of the route, more cyclists exceeded 25 mph. For instance, the fastest rider recorded averaged 21.6 mph but topped out over a short segment of roadway at 28.8 mph, but even the fastest rider only exceeded the 25 mph speed limit for about 1/10 of a mile. Speed enforcement through issuance of "speeding tickets" is therefore not a viable option.

Greenwood Beach Road was formerly Tiburon Boulevard (the state highway) until construction of the current 4-lane bypass in 1966. In 1982, at the request of Greenwood Beach Road residents seeking reduced vehicular traffic and greater safety for pedestrians and bicycles, the Town Council initiated a trial closure of Greenwood Beach Road at its eastern end, severing vehicular

traffic from reaching Blackie's Pasture Park. The trial closure was made permanent in 1985 and the current emergency vehicle-only pass through was finalized.

Recently, residents of Greenwood Beach Road have asked that signs at the intersection of Tiburon Boulevard and Greenwood Cove Drive directing bicyclists down Greenwood Cove Drive toward Blackie's Pasture and Old Rail Trail be removed. Staff notes that this intersection and the entire length of Greenwood Cove Drive to the Richardson Bay Audubon Center property are outside the Town of Tiburon and under the jurisdiction of the County of Marin. The Town has no authority to alter official traffic signs in these unincorporated areas, but could request that Caltrans and the County of Marin authorize such changes. It is likely that both agencies will have safety-related reservations about directing any but the fastest-moving and most-skilled bicycle riders down Tiburon Boulevard rather than using Greenwood Cove Drive/Greenwood Beach Road to reach Blackie's Pasture and Old Rail Trail.

POST also received public comments and questions regarding the proposed trail improvements along Hacienda Drive where the Tiburon Ridge Trail "gaps" occur. Staff subsequently met with property owners who attended the meeting to explain the gap closure options and likely improvements. Minutes from the January 29, 2016 workshop are attached as **Exhibit 4**.

March 29, 2016 Public Hearing

The POST Commission held a public hearing on this date to consider a recommendation to the Town Council on the draft Plan update. At the outset, the Commission described the changes made to the draft Plan to address concerns voiced by Greenwood Beach Road residents at prior meetings. Several Greenwood Beach Road residents reiterated their concerns about bicycle traffic on their street, and found the revisions inadequate to address their concerns. One Tiburon resident noted that children also use Greenwood Beach Road to reach school, and that sharrows and/or striping would help educate riders and improve safety.

One speaker put forth a proposal for a Class IV (protected bicycle lane) from Camino Alto in Mill Valley to Blackie's Pasture in Tiburon along East Blithedale Avenue and Tiburon Boulevard. The POST Commission determined that this proposal, because of its late-breaking nature and total lack of information or analysis, be discussed separately at a future POST meeting and not be included in the updated Plan at this time. The Commission voted 5-0 to recommend the draft Plan forward for Council approval as submitted. Draft minutes from that public hearing are attached as **Exhibit 5**.

ANALYSIS

Proposed Bicycle Improvements

Proposed bicycle improvement projects are described more fully at pp. 31-35 of the draft Plan, but are excerpted below for the convenience of the Planning Commission. In brief, Project #1 is an approximately 160 foot long upgrade of a bicycle connector at Blackie's Pasture near Blackie's Grove. Paving, painting, adding "slow zone" signage and moving a fence are involved. Project #2 (Tiburon Boulevard/Blackfield Drive/Greenwood Cove Drive intersection improvements for pedestrians and bicyclists) has previously been approved by the Town Council and is in final design. Project #3 would alter existing Class III bike lane signage to include "slow

zone” warnings, direct faster cyclists to use Tiburon Boulevard rather than Greenwood Cove Drive/Greenwood Beach Road, and explore pavement treatments to further slow cyclists on Greenwood Beach Road. Project #4 would install Class II bicycle lanes the length of Trestle Glen Boulevard or install a combination Class II/Class III bicycle route. One version of this project was approved by the Town Council in 2004 and this pricey project has been carried over from the 2008 Bicycle & Pedestrian Master Plan. Project #5 is new and calls for an improved transition from Old Rail Trail to the Class II bike lane near the Tiburon Boulevard/Mar West Street intersection, possibly in conjunction with installation of a roundabout. Project #6 is a carry-over from the 2008 Plan and calls for bicycle improvements on Paradise Drive from roughly the Caprice Restaurant to Agreste Way (Town limit). Project #7 is also a carry-over from the 2008 Plan and calls for improvement of Tiburon Boulevard shoulders to Class II bike lanes from the western Town limit near Cecilia Way to Blackie’s Pasture. Project #8 is an outside-of-Tiburon project that would have the Town advocate and support a County of Marin project to provide a Class I bike path on the roughly 1,000 feet between East Strawberry Drive and Greenwood Cove Drive, which currently constitutes a particularly tricky segment for bicycles and pedestrians to traverse. This project might also encourage more “through” use of Tiburon Boulevard between Strawberry and Blackie’s Pasture than is offered by the current Bay Trail route.

Name	Begin	End	Facility Type	Length	Estimated Cost*	Description
Project #1: Blackie’s Pasture Connection	Blackie’s Grove	Blackie’s Pasture	Class IV (parking and buffer protected bikeway) and pedestrian path	0.03	\$50,000 (Town of Tiburon Bay Trail Gap Study, 2012)	Improved pedestrian and bicycle path along access road south of the Blackie’s Pasture parking lot; pave gravel shoulder that serves as on-street parking and provide a 4-foot wide striped buffer between the 10-foot wide multi-use path and the parking aisle. Move the existing fence approximately 4 feet to the south. (Town of Tiburon Bay Trail Gap Study, 2012) Add signage to

Name	Begin	End	Facility Type	Length	Estimated Cost*	Description
						advise bicyclists they are entering a neighborhood 'slow zone.'
Project #2: Tiburon Boulevard at Blackfield Drive/Greenwood Cove Drive	N/A	N/A	Intersection enhancements	N/A	\$116,000	Bicycle and pedestrian intersection enhancements currently under study. Includes addition of a high-visibility crosswalk, pedestrian-activated Leading Pedestrian Interval, buffered bicycle lanes, dashed green bicycle lanes to indicate a mixing zone, and "bike box". (Safe Pathways to School)
Project #3: Greenwood Beach Road	Town/County Boundary (approximately 150 feet south of Barbaree Way	Blackie's Grove	Class III (bicycle route)	0.43	\$35,000	Class III bike route signs should be changed to advise bicyclists of a neighborhood 'slow zone'; signs should direct faster bicyclists to use Tiburon Blvd.; and explore the use of different pavement textures to help slow bicycle traffic

Name	Begin	End	Facility Type	Length	Estimated Cost*	Description
						on Greenwood Beach Road or alert bicyclist to slow zone signs.
Project #4: Trestle Glen Boulevard	Tiburon Boulevard	Paradise Drive	Class II (bicycle lane)/Class III (bicycle route)	0.61	\$2 million+	Class II bike lanes on both sides <i>or</i> a combination Class II/III with bike lanes on uphill direction.
Project #5: Tiburon Boulevard	Mar West Street	Lagoon Road/Cove Road	To Be Determined	0.01	\$100,000	Improve transition from Class I facility on Tiburon Boulevard west of Mar West Street to Class II facility east of Mar West Street. Coordinate with planned signal or roundabout at this location.
Project #6: Paradise Drive	Mar West Street	East Town Limit near Agreste Way	Class III (bicycle route)	0.54	\$10,000	Stencil or sign Class III bicycle routes
Project #7: Tiburon Boulevard	Western Town limits near Cecilia Way	Trestle Glen Boulevard	Class II (bike lanes)	1.0	\$237,000	Subject to Caltrans and County approval; convert existing striped shoulder to Class II bike lanes
Total Proposed Class I Bikeways				0.0	\$0	
Total Proposed Class II Bikeways				1.61	\$2,237,000+	
Total Proposed Class III Bikeways				0.97	\$45,000	

Name	Begin	End	Facility Type	Length	Estimated Cost*	Description
Total Proposed Class IV Bikeways				0.03	\$50,000	
Total Other Proposed Bicycle Facilities				0.01	\$216,000	
Total Proposed Bikeways				2.62	\$2,548,000+	

Name	Begin	End	Facility Type	Length	Estimated Cost*	Description
Project #8: Tiburon Boulevard	East Strawberry Drive	Greenwood Cove Drive	Class I (Multi-use Path)	0.19	\$2,550,000	Advocate for and support County implementation of a Class I multi-use path along the south side of Tiburon Boulevard; maintain Caltrans shoulder (path separated with barrier at highway elevation OR path below highway on bench); single span bridge over slough. (Tiburon Bay Trail Gap Study, 2012)

Proposed Pedestrian Improvements

Proposed pedestrian improvements are found at pp. 41-42 of the draft Plan but are shown below for convenience. Project #9 is comprised of adding advance warning paint at a Downtown crossing near Juanita Lane. Project #10 would upgrade the existing public recreational trail over a portion of Moitoza Lane by installing a paved (decomposed granite) surface and limited signage. Project #12 calls for similar upgrades to a newly-acquired public pedestrian easement over upper Las Lomas Lane immediately below Centro West Street. Project #11 calls for “gap closure” improvements in the vicinity of the Rabin property (Alta Robles project) in or along Hacienda Drive on the Middle Ridge portion of the Tiburon peninsula.

Recommended Project	Location	Description	Estimated Cost*
Project #9: Unprotected/Mid-Block Crossing Upgrade	Tiburon Boulevard (161 feet west of Juanita Lane)	Add advanced yield lines. (Downtown Circulation and Parking Analysis – Final Report, Town of Tiburon, 2012)	\$2,000
Project #10: Steps, Lanes, and Paths Top Priority Project #1	Moitoza Lane (Portion between Vistazo West Street and Esperanza Street)	There is an approximately 500 foot long stretch of public recreational trail, varying in width between four and ten feet, that is unimproved within this segment that would connect two public streets. The dirt path is narrow and uneven in places and not friendly for most users. The Town has a recent detailed topographic survey of the entire segment. Installation of a paved, safe walking path made of decomposed granite along this 500-foot stretch would complete the connection. Signage would be installed at the entrances to signify access. (Tiburon Bicycle and Pedestrian Master Plan, 2008 Update)	\$100,000

Recommended Project	Location	Description	Estimated Cost*
Project #11: Tiburon Ridge Trail	Vicinity of Rabin Property – Town Trail	Close trail gaps such as Hacienda Gap with trail enhancements to be determined	\$125,000
Project #12: Las Lomas Trail	Las Lomas Lane at Centro West Street	Weather harden existing trail	\$40,000
Total			\$269,000

Compliance with California Bicycle Transportation Act Criteria

The 2008 BPMP included a checklist for compliance with the California Bicycle Transportation Act. Similarly the 2016 update includes a checklist to comply with the Active Transportation Program. The checklist is found on pages 8 and 9 of the draft Plan. New requirements include:

- The number and location of collisions, serious injuries, and fatalities suffered by bicyclists and pedestrians in the plan area, both in absolute numbers and as a percentage of all collisions and injuries, and a goal for collision, serious injury, and fatality reduction after implementation of the plan.
- A description of existing and proposed policies related to bicycle parking in public locations, private parking garages, and parking lots and in new commercial and residential developments.
- A map and description of existing and proposed pedestrian facilities at major transit hubs. These must include, but are not limited to, rail and transit terminals, and ferry docks and landings.
- A description of proposed signage providing wayfinding along bicycle and pedestrian networks to designated destinations.
- A description of the policies and procedures for maintaining existing and proposed bicycle and pedestrian facilities, including, but not limited to, the maintenance of smooth pavement, freedom from encroaching vegetation, maintenance of traffic control devices including striping and other pavement markings, and lighting.
- A description of steps necessary to implement the plan and the reporting process that will be used to keep the adopting agency and community informed of the progress being made in implementing the plan.
- A resolution showing adoption of the plan by the city, county or district. If the active transportation plan was prepared by a county transportation commission, regional transportation planning agency, MPO, school district or transit district, the plan should indicate the support via resolution of the city(s) or county(s) in which the proposed facilities would be located.

The draft Plan adequately addresses these new criteria from the checklist.

ENVIRONMENTAL REVIEW

The Town retained the consulting firm of Leonard Charles and Associates to prepare an Initial Study for the BPMP update project per requirements of the California Environmental Quality Act

(CEQA). The project is the adoption of an updated BPMP. In the absence of adoption of an updated Plan, the 2008 Tiburon BPMP would remain in effect and the programs and improvements it proposes would be the assumed future with respect to impacts on the environment. The Initial Study largely compares potential impacts on the environment resulting from the 2016 BPMP being adopted, as opposed to a continuation of the 2008 BPMP as the adopted Plan for the Town of Tiburon.

The Initial Study concludes that there is no substantial evidence to support a reasonable conclusion that adoption of the 2016 BPMP Update would result in a potentially significant adverse impact on the environment. Therefore, a Draft Negative Declaration has been prepared. The Initial Study/Draft Negative Declaration (**Exhibit 2**) was released for public review on May 11, 2016 and the public comment period is set to close on June 6, 2016. The Planning Commission should hear and consider any comments on the document at the meeting. As of the preparation of this report, no comments on the Initial Study document have been received.

CORRESPONDENCE

Several items of correspondence, including letters and a petition have been received regarding the BPMP update, all regarding Greenwood Beach Road concerns. These items are attached as **Exhibits 6 and 7**.

FUTURE ACTION

After receiving a recommendation from the Planning Commission, the Town Council will hold a public hearing to consider formal adoption of the BPMP update and the CEQA document.

RECOMMENDATION

Staff recommends that the Planning Commission:

1. Accept public comment on the draft Plan and Initial Study;
2. Make any desired comments and/or revisions to the document; and
3. Forward its recommendations on the draft BPMP to the Town Council, considering the Initial Study in making those recommendations.

EXHIBITS

1. Town of Tiburon Bicycle Pedestrian Master Plan Draft Update, March 17, 2016.
2. Initial Study and Draft Negative Declaration dated May 2016.
3. POST minutes of May 19, 2015.
4. POST minutes of January 19, 2016.
5. POST minutes (draft) of March 29, 2016.
6. Draft Resolution.
7. Correspondence regarding Greenwood Beach Road concerns (multiple letters).
8. Petition by Greenwood Beach residents dated February, 2016.

Prepared By: Patrick Barnes, Director of Public Works & Town Engineer
Scott Anderson, Director of Community Development