

CITY OF SANTA ROSA  
CITY COUNCIL

TO: MAYOR AND CITY COUNCIL  
FROM: NANCY ADAMS, TRANSPORTATION PLANNER  
TRANSPORTATION AND PUBLIC WORKS DEPARTMENT  
SUBJECT: BICYCLE AND PEDESTRIAN MASTER PLAN UPDATE 2018

AGENDA ACTION: RESOLUTION

---

RECOMMENDATION

It is recommended by the Planning Commission and the Transportation and Public Works Department that the City Council, by resolution, adopt the Bicycle and Pedestrian Master Plan Update 2018 and approve a General Plan Amendment, consistent with the Bicycle and Pedestrian Master Plan.

---

EXECUTIVE SUMMARY

The updated bicycle and pedestrian projects, programs and policies are included in the Bicycle and Pedestrian Master Plan Update 2018 (Plan Update 2018). The proposal includes the Plan Update 2018 and text amendments to the General Plan consistent with the Bicycle and Pedestrian Master Plan. On February 14, 2019, the Planning Commission voted unanimously to recommend that the City Council adopt the Plan Update 2018 and the associated General Plan amendment.

The project supports the following Council Goals: invest in and sustain infrastructure and transportation and promote environmental sustainability.

BACKGROUND

Plan Update 2018 addresses current bicycle and pedestrian circulation needs for the City of Santa Rosa. As of December 31, 2018, the City had approximately 31 miles of Class I paths, 67 miles of Class II bicycle lanes and 1.6 miles of Class II bicycle boulevards. The Plan Update 2018 establishes a long-term vision for enhancing walking and bicycling in Santa Rosa.

The Plan Update 2018 focuses on reviewing and updating information for projects, programs, policies and bicycle and pedestrian design guidelines. It also includes integrating emerging initiatives, such as SMART passenger rail service and bike share into the document.

The Plan Update 2018 is a critical tool for guiding City staff, the Bicycle and Pedestrian Advisory Board (BPAB) and the development community in building an active transportation system that is bicycle and pedestrian “friendly” and encourages residents to use these choices of transportation.

The Plan Update 2018 supports Santa Rosa’s Priority Development Areas (PDAs), the areas where the City plans to focus development in more densely, mixed-use areas along transit routes. In conjunction with this development strategy and transit service, high quality bicycling and walking infrastructure within PDAs is intended to offer alternatives to driving. The document proposes to make the physical environment better for residents; establish bicycle and pedestrian networks and a policy framework that support a healthy community; improve active transportation connections to the bus transfer centers, the Sonoma Marin Area Rail Transit (SMART) stations, and other key destinations; and promote community health and equity. As part of the project, and in order to implement the Plan Update 2018, amendments to the General Plan are proposed.

#### PRIOR CITY COUNCIL REVIEW

On February 15, 2011, the City Council, by Resolution No. 27836, adopted General Plan and Downtown Station Area Specific Plan amendments to allow adoption of the 2010 Bicycle and Pedestrian Master Plan.

On February 15, 2011, the City Council, by Resolution No. 27835, adopted the 2010 Bicycle and Pedestrian Master Plan.

On February 15, 2011, the City Council by Resolution 27834 approved and adopted the mitigated negative declaration for the 2010 Bicycle and Pedestrian Master Plan.

In 2016, the City received a grant from the Metropolitan Transportation Commission (MTC) for \$192,300 of Transportation Development Article (TDA) III funds to prepare the Plan Update 2018.

In July 2017, a request for proposals was released seeking qualified Consulting firms to complete the Plan Update 2018. In September 2017, a selection committee including a City Council member selected a firm. In November 2017, the City hired Alta Planning + Design to complete the Plan Update 2018.

The Plan Update 2018 establishes a long-term vision for enhancing walking and bicycling in Santa Rosa by updating the previous plan adopted by the City Council in 2011.

On May 22, 2018, the City Council, by Resolutions 2018-078, 2018-079 and 2018-080, amended the General Plan, the Bicycle and Pedestrian Master Plan and the Citywide

Creek Master Plan, respectively to remove a portion of a Route 231 designation which would connect Annadel State Park to White Oak Drive.

Community Engagement was a major component of the Plan Update 2018 process, with a goal of involving all members of the community, residents, stakeholders and businesses. Greater detail on how community comments shaped the Plan Update is included in the overview of the Community/Neighborhood Comments section of this staff report.

## ANALYSIS

### 1. General Plan

The Plan Update 2018 is organized around a vision statement, three overarching goals tied to relevant performance measures and a series of specific policies and actions. The vision statement – “Santa Rosa is a community where walking and bicycling are comfortable and convenient for people of all ages and abilities”.

The three goals are:

- Increase comfort
- Maintain and Expand the Network
- Support a Culture of Walking and Bicycling

Approximately 129 miles of new bike facilities are proposed in the Plan Update 2018 which would more than double the current 113 miles of bikeways in the City. The Plan Update 2018 includes adding a Class IV separated bikeway category to the General Plan. A summary of existing and proposed bicycle network improvements is detailed in Attachments 1 and 2.

The Plan Update 2018 includes approximately 22 miles of proposed walkways citywide as shown in Attachment 3.

In addition to the recommended Pedestrian network, there were 39 proposed crossing locations suggested for possible pedestrian enhancements and 31 proposed trail bridges connecting to the creek trails included in the Plan Update 2018. See Attachment 4.

The Short-Term and Long-Term Implementation Categories included nearly 60 linear projects. Given limited resources compared to the volume of improvements, the Plan Update 2018 recommends that the City focus on a short list of projects and studies in a First Phase implementation strategy. This list includes 28 projects. See Attachments 5 and 6.

The Plan Update 2018 used five criteria to prioritize bikeway and pedestrian projects:

- Collision reduction
- Connectivity
- Comfort network
- Gap closure
- Equity

In addition to evaluating the priority of each project, the implementation strategy also considered the complexities to design, construct and maintain the project.

The proposed revisions to the General Plan are as follows:

- a. General Plan, Figure 5-2: Bicycle Corridors

Replace this figure with the “Recommended Bikeways” exhibit from the Plan Update 2018 (See Attachment 7)

- b. Amend the text of pages 5-10, 5 – 11 and 5-14 (See Attachment 7)

The Plan Update 2018 recommends that the City consider whether adoption of a Vision Zero Policy is an appropriate step to increase the City’s existing commitment for all users of its diverse transportation systems. Vision Zero is a traffic philosophy that rejects the idea that traffic crashes are accidents, and instead asserts that serious injuries or fatalities on the transportation system are preventable. The current General Plan does not include a Vision Zero Policy in the Transportation section. The City may consider evaluating a Vision Zero Policy as part of the update of the General Plan or as a separate policy.

Per Senate Bill 743, the Plan Update 2018 requires that the City adopt Vehicle Miles Travelled (VMT) as its standard for evaluating greenhouse gas emission impacts of transportation projects. It is anticipated that this will occur for the downtown area as part of the Downtown Specific Plan Update and for citywide it is expected to run concurrent with the General Plan Update which is scheduled to commence in 2019.

## 2. Bicycle and Pedestrian Facility Guidelines

The Bicycle and Pedestrian Facility Guidelines has been developed to complement the City’s Plan Update 2018 and other nationally recognized efforts to promote pedestrian and bicycle comfort level. All walkway and bikeway design guidelines meet or exceed the minimum requirements set by the Americans with Disabilities Act Accessible Design. All design components must comply to the California Manual on Uniform Traffic Control Devices (CA MUTCD) and the Caltrans Design Manual.

### 3. Community/Neighborhood Comments

Engaging the community has been a priority throughout the Plan Update 2018 development. A variety of outreach opportunities were used to seek input from residents. The process also included extensive coordination with partner agencies and other City departments. Throughout the planning process, ongoing outreach ensured a continuous feedback loop that informed the recommended project lists, programs and policies of the Plan Update 2018. The following outreach methods have been implemented over the course of the process:

- Online bi-lingual Survey (1,300 responses)
- Online Interactive Mapping Tool (2,100 comments and votes)
- City Website – bi-lingual ([www.srcity.org/bpmp](http://www.srcity.org/bpmp)), Social Media and E-mail distribution groups (11,000 City newsletter subscribers)
- Public bi-lingual Open Houses (3 – attendance 20, 90 and 65)
- Stakeholder Interviews (11)
- Pop Up Events (6)
- Bi-lingual Information Card
- City Board, Commission and Council Meetings

### FISCAL IMPACT

Approval of this action does not have an immediate fiscal impact on the General Fund. There are recommended policies, programs in the Plan Update 2018 which could potentially have an impact on General Fund pending consideration by the Council, such as a Vision Zero policy. Proposed programs and projects would be programmed using grants, gas tax, SB-1, or Measure M.

### ENVIRONMENTAL IMPACT

Pursuant to the California Environmental Quality Act (CEQA), an Initial Study was prepared for the 2010 Bicycle and Pedestrian Master Plan, which resulted in a Mitigated Negative Declaration that was approved by the City Council on February 15, 2011 (Resolution No. 27834). CEQA Guidelines section 15162 provides that no additional review is required where a negative declaration has been adopted for a project and there are no substantial changes to the project or changed circumstances which will result in new or more severe environmental impacts and there is no new information showing the project will have significant effects not discussed in the negative declaration.

No substantial changes have been proposed in the Master Plan Update that would result in new or more severe environmental impacts than were analyzed in the 2010 Master Plan mitigated negative declaration; there have been no changes in circumstances resulting in new or more severe impacts; and there is no new information indicating that the project will have one or more significant effects not discussed in the

previous mitigated negative declaration. Therefore, further environmental review is not required.

As projects are implemented, each project will receive its own environmental review on a project level.

#### BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

On January 18, 2018, the Bicycle and Pedestrian Advisory Board (BPAB) was introduced to the Consultant team, received information related to the Plan Update 2018 scope of work, schedule and provided input on the Community outreach efforts.

On February 15, 2018, the BPAB, by motion, supported the recommended actions identified in the Bicycle Friendly Community Audit prepared by the Consultant.

On March 15, 2018, the BPAB provided input on the draft Existing Conditions Memo and the Bicycle Level of Traffic Stress.

On March 28, 2018, the Community Advisory Board (CAB) provided input on the community outreach approach for the Plan Update 2018.

On April 12, 2018, the Planning Commission recommended approval to the City Council of General Plan Amendment to revise Figure 5-2 in the General Plan, removing a segment of bicycle route 231.

On April 19, 2018, the BPAB provided input on the Draft Design Guidelines for the Plan Update 2018.

On June 18, 2018, the Waterways Advisory Committee (WAC) received an introduction to the Plan Update 2018.

On July 19, 2018, the BPAB provided input on the Draft Network Recommendations for the Plan Update 2018.

On August 16, 2018, the BPAB provided input on the Draft Program and Policy Recommendations for the Plan Update 2018.

On August 23, 2018, the WAC reviewed the Draft Network Recommendations and provided input on network connections related to the Citywide Creek Master Plan.

On November 15, 2018, the BPAB provided input on the Public Draft Plan Update 2018.

On November 29, 2018, the WAC provided input on the Public Draft Plan Update 2018.

On January 17, 2019, the BPAB by motion recommended that the City Council adopt the Plan Update 2018 and approve the amending General Plan.

On February 14, 2019, the Planning Commission unanimously passed a resolution recommending that the City Council adopt the Bicycle and Pedestrian Master Plan Update 2018 and approve a General Plan Amendment, consistent with the Bicycle and Pedestrian Master Plan. In addition to passing the resolution, the Planning Commission expressed several strong recommendations and provided several comments regarding the proposed Master Plan Update. The following points summarize the Commission's strong recommendations for the City Council's consideration:

- Hire a Bicycle and Pedestrian Coordinator. The Plan Update recommends hiring a staff person who can work on bicycle and pedestrian projects and program coordination full time. The Plan Update does not specify a timeline for hiring this position. The Commission acknowledged the unmet need and stressed the importance of having a dedicated person who can support bicycle and pedestrian activities in the City. The Commission strongly recommended that the City Council prioritize hiring a staff person in the near term to address this unmet community service need.
- Review the Plan Update. The Plan Update recommends that the Plan should be reviewed every two years to update maps, project lists and priorities as facilities are completed and to keep pace with the development landscape. Staff acknowledged, however, that the Plan is not likely to be reviewed every two years and stated that the last Plan update occurred approximately ten years ago. The Commission expressed strong support for maintaining a more frequent review and update of the Plan. There was a consensus that updating the Plan on a ten-year cycle was not frequent enough and it was suggested that review every two to five years would be more appropriate.
- Adopt Vision Zero. The Plan Update recommends that the City consider whether adoption of a Vision Zero Policy is an appropriate step to increase the City's existing commitment for all users of its diverse transportation system. The Commission offered a strong recommendation that the City Council, as part of its goal setting session in February 2019, consider this concept as a priority for the City.
- Adopt the Vehicle Miles Travelled (VMT) Standard to Evaluate Traffic Impacts. The Plan Update recommends the City adopt VMT, rather than Level of Service (LOS), as its standard for evaluating proposed projects' traffic impacts under the California Environmental Quality Act (CEQA). The Commission strongly supports the City transitioning to VMT. By state law, the City is required to implement VMT analysis in its CEQA documents on or before July 2020. The City is currently in the process of developing a standard by which to calculate and analyze VMT as part of the Downtown Station Area Specific Plan Update and intends to include VMT in the upcoming General Plan Update.
- Revise the Proposed General Plan Text Amendment (Attachment 8 – 5-6 Bicycle

Facilities). The Planning Commission recommended adding the following language to section 5-6 of the General Plan:

The recommended bikeway network was designed to connect as many residents as possible with major commercial areas, employer centers, transit, and recreational destinations. Specific recommendations were selected using context-sensitive bikeway classifications that provided the highest level of comfort while meeting Highway Design Manual requirements for minimum bikeway dimensions.

- The following criteria was used to determine the class I (bike paths) – shared use paved paths completely separated from the street. These paths allow two-way travel by people walking and bicycling and are often considered the most comfortable facilities for the inexperienced riders as there are few potential conflicts between people bicycling and walking and people driving. Where there is a minimum of eight feet width (with two-foot shoulders) off-street public right-of-way (typically along utility and stream corridors), Class I bike paths were considered. Class I bike paths recommendations are consistent with the Citywide Creek Master Plan.
- The following criteria was used to determine the class II (bicycle lanes) – on-street bicycle lanes designate an exclusive striped preferential lane on the roadway for one-way bicycle travel. Bicycle lanes were considered where all travel lanes can be reconfigured to accommodate a minimum of five feet of roadway space when adjacent to on-street parking and a minimum of five feet or four feet more than the gutter pan width when adjacent to curb and gutter.
- The following criteria was used to determine the class IIB (buffered bicycle lanes) – conventional bicycle lanes paired with a designated buffer space, separating the bicycle lane from the adjacent motor vehicle travel lane and/or parking lane. Buffered bicycle lanes were considered where there is a minimum of seven feet of roadway space (minimum of five feet for bicycle lane and minimum of two feet for buffer area) or where future roadway reconfiguration would make this space available.
- The following criteria was used to determine the class III (bike route by sign) – signed routes where people bicycling share a travel lane with people driving. Bicycle routes are only appropriate on quiet, low speed streets with relatively low traffic volumes.
- The following criteria was used to determine the class IIIB (bike boulevard) – low-volume roadway that has been modified, as needed, to enhance comfort and convenience for people bicycling. It provides better conditions for bicycling while maintaining the neighborhood character and emergency vehicle access. Key elements of bike boulevards are typically unique signage and pavement markings, and potential traffic calming and diversion to reduce traffic volumes.
- The following criteria was used to determine the class IV (separated bike way) – separated bikeways are on-street bicycle facilities that are physically separated from motor vehicle traffic by a vertical element or



barrier, such as a curb, bollards or vehicle parking lane. These facilities can allow for one- or two-way travel on one or both sides of the roadway. One-way separated bikeways were considered where there is a minimum of seven feet of roadway space on one side of the road for a bikeway and a three-foot minimum buffer width when adjacent to parking lanes (two foot minimum when adjacent to travel lanes) or where future roadway reconfiguration would make this space available. Two-way separated bikeways were considered where there is a minimum of ten feet for a bikeway and a three-foot minimum buffer width when adjacent to parking lanes for a bi-directional facility on one side of the road or where future roadway reconfiguration would make this space available.

The Planning Commission also requested that the City Council staff report highlight some of the City's accomplishments since adopting the 2010 Bicycle and Pedestrian Master Plan. The following provides a summary of those accomplishments as referenced in the plan update 2018:

- The City's current bicycle network has approximately 115 miles of bikeways and has grown by 40% since the last Bicycle and Pedestrian Master Plan Update in 2010. Since 2010, we have completed an estimated twenty-one bicycle projects. Of these completed projects, sixteen of them have been on portions of the top fifteen priority bicycle route projects identified in the 2010 Bicycle and Pedestrian Master Plan.
- The number of bicycle locker locations has increased because of the arrival of SMART passenger rail service which added a total of sixteen new spaces at the two stations in Santa Rosa.
- Since 2010, we have completed an estimated twelve pedestrian projects. Of these completed projects, three of them have been on portions of the top fifteen priority pedestrian route projects identified in the 2010 Bicycle and Pedestrian Master Plan. In addition, recently the city has completed a citywide pedestrian project which enhanced numerous uncontrolled crossings with treatments, such as Rectangular Rapid Flashing Beacons (RRFBs), high visibility crosswalks and upgrades to pedestrian ramps.
- Since 2012, the bicycling work mode share has remained steady just above one percent while walking has decreased slightly from 3.3% to 2.6%.
- In 2015, the City was awarded a Bronze level Bicycle Friendly Community designation.
- Since 2014, the City and its partners have conducted walking audits or other program activities at twenty elementary and middle schools and five public high schools. The City has implemented several pedestrian and bicycle enhancements at the various schools based on the results of these audits.

The City continues to implement the “StreetSmarts” media campaigns using media to educate the community about safe driving, bicycling and walking behavior. Since 2010, media campaigns have focused on “not using your phone or texting” while driving or walking.

Staff received an additional list of comments from one Planning Commissioner. The comments are attached hereto as Attachment 8.

### NOTIFICATION

Pursuant to Zoning Code Section 20-66.020(D), alternative to mailing, if the number of property owners to whom notice would be mailed would exceed 1,000 the City may, as an alternative to mailing and on-site posting, provide notice by placing an advertisement of at least 1/8 page in at least one newspaper of general circulation 10 days prior to the public hearing. The proposed adoption of the Plan Update 2018 and associated General Plan amendment would affect properties citywide in Santa Rosa, therefore, a 1/8 page advertisement was placed in the Press Democrat.

### ATTACHMENTS

- Attachment 1 – Recommended Bicycle Network
- Attachment 2 – Existing and Proposed Bikeway Mileage
- Attachment 3 – Recommended Pedestrian Network
- Attachment 4 – Proposed Crossing Enhancement Locations
- Attachment 5 – First Phase Projects Map
- Attachment 6 – First Phase Projects Table
- Attachment 7 – General Plan Amendment Figure 5-2 Bicycle Corridors and Text Revisions
- Attachment 8 – Planning Commissioner Duggan’s Comments
- Resolution/Exhibit A

### WEB RESOURCES

Final Draft Bicycle and Pedestrian Master Plan Update 2018 - [www.srcity.org/bmp](http://www.srcity.org/bmp)

### CONTACT

Nancy Adams, Transportation Planner  
[nadams@srcity.org](mailto:nadams@srcity.org) 707-543-3910