

EXECUTIVE SUMMARY

In August 2001, the City updated the 1994 Bicycle Master Plan to a Bicycle and Pedestrian Master Plan (BPMP). This 2010 version updates that 2001 BPMP, which was reauthorized in January 2006 by the City Council.¹ Like the 2001 BPMP, the focus of the 2010 Update is twofold: 1) to identify and implement a comprehensive bicycle and pedestrian network that will provide the public with an attractive transportation alternative to the automobile and 2) to continue the City's eligibility for obtaining pedestrian and bicycle facility grant funds. The pedestrian element of the 2010 Update expands beyond the limited pedestrian's use of multi-use paths covered in 2001. The 2010 Update identifies sixteen high priority pedestrian projects and provides recommendations for future expansion of the pedestrian component. This update includes extensive appendices, Glossary and commonly used Acronyms.

This update also adds discussion on the importance of pedestrian and bicycle counts and provides count data from select intersections. It includes the latest national methodology for conducting these counts consistent with the region and county practices (Ch. 2). Chapter 3 discusses "Complete Streets" and the various levels of government polices and California's Complete Streets Act of 2008. The Council also directed staff to review 6th Street as a bikeway, propose a revised Zoning Code for Bicycle Parking that conforms with the Downtown Station Area Specific Plan recommendation, and to review Wilson Street as a bikeway. This Council directed review is discussed in Chapter 5.

The timeframe for the improvements identified in this plan is twenty-five years, or until the year 2035. The following is addressed in the Update: analysis of the existing bikeways, recommendations for new bikeways, bicycle and pedestrian accident analysis, bicycle education and safety programs, and bicycle parking. Design considerations for bicycle facilities are also included.

BACKGROUND

The 1994 Bicycle Master Plan proposed a 154-mile bicycle network. The City added thirteen miles of bicycle lanes since the 1994 Plan, mainly by installing bike lanes on streets that were Class III Bike Routes. Recently completed projects include some 11 pedestrian projects and 14 bicycle projects such as 1) Vallejo Pedestrian Flasher with bulbouts, 2) Chanate Pedestrian Flasher at Sutter Hospital, 3) Class II Bike Lanes on Fulton Road—Piner Road to Wood Road, and 4) on South Hendley Street—South E Street to Aston Avenue. The full list of the recently completed projects can be found in Chapter 5.

The following is a summary of the progress made in bikeways since the 2001 Bicycle and Pedestrian Master Plan:

| <i>Bikeway type</i> | <i>1994</i> | <i>2000</i> | <i>2009</i> |
|-------------------------------|--------------------|--------------------|--------------------|
| Class I Off-Street Bike Paths | 9 miles | 12 miles | 13 miles |
| Class II On-Street Bike Lanes | 12 miles | 25 miles | 46 miles |
| Class III Signed Bike Routes | 48 miles | 33 miles | 18 miles |

1 City Council Resolution No. 26472

PEDESTRIAN NETWORK

As noted above, this 2010 update expands the pedestrian component beyond multi-use paths and identifies sixteen top pedestrian priority projects (Ch. 5). Although these pedestrian projects are primarily sidewalk infill activities, pedestrian projects also include crosswalk markings, signals, connections and facility design. This update does recommend that future updates to the BPMP consider these other types of projects, as well as providing pedestrian facilities maps that depict street alignments that have no sidewalk facilities on either one or both sides of the road, and distinguish between those areas that by design have no sidewalks. This update also provides a discussion of the City sidewalk ordinance (Ch. 2).

BIKEWAY NETWORK

Not all regional and transitional streets in Santa Rosa have bike lanes. These streets accommodate a higher volume of traffic, limiting the option of bicycling to only serious cyclists who feel confident to ride on them. As recommended in the 2001 BPMP, bike lanes should be provided on all regional and higher volume transitional streets so that bicyclists have the same mobility options as those with cars. The recommended bikeway network reflects this philosophy. However, as noted in the 2001 BPMP, implementation of bike lanes will be easier on some streets than others; ease of implementation will be a factor in deciding which projects to proceed with first and in some cases require further study/evaluation.

Santa Rosa's bicycle network works best for its topography as a combination of all three bikeway classification types: Class I—bike path, Class II—bike lane, and Class III—bike route. Together all three make up Santa Rosa's unique bikeway network. Use of local residential streets as alternatives to regional streets is not possible in most cases due to the discontinuity of the local street system. Still, several opportunities for linking local streets together were identified as part of the overall network system. The top fifteen bicycle priority projects (Ch. 5) include a proposed Class III Network to enhance the bikeway network. While the proposed Class III Network does not cover the entire city, it can prove to be very useful for casual and child cyclists to serve their neighborhoods and the adjacent attractors like Santa Rosa Junior College. Together with the bicycle path network, they can provide a network for those bicyclists who do not want to bicycle on high volume streets.

Highway 101 creates a major barrier to pedestrian and bicycle transportation. Two major vehicle crossings at Steele Lane and College Avenue have been reported as extremely intimidating to even serious cyclists. Bike lanes continue to be proposed under Highway 101 at College Avenue as well as under Highway 101 at Steele Lane. The one remaining pedestrian and bicycle bridge² is useful despite its grade, but more safe crossings of Highway 101 continue to be of interest to the community. Recently, the City Public Works Department held a series of public meetings to discuss the design and construction of a pedestrian and bicycle only bridge between Steele Lane and College Avenue. The BPAB has recommended a pedestrian and bicycle bridge overcrossing in this area as the number one priority on both the pedestrian and bicycle top priority list.

COLLISION HISTORY

Traffic safety has become a concern for both recreational and commuter pedestrians and bicyclists. Analysis of collision history was considered in developing recommendations. For a five-year period between January 1,

2 The one existing bridge is Earle Street at Highway 101. Another pedestrian and bicycle bridge formerly existed at Sonoma Avenue and Highway 101 that connected the Olive Park neighborhood. However it was removed in 2008 as part of the Highway 101 widening project.

2002 and December 31, 2006, the City of Santa Rosa reported 253 pedestrian collisions and 264 bicycle collisions. The most common cause of collisions, as determined by law enforcement officers for pedestrians, involved Right-of-Way violations by drivers (40%). For bicyclists, it was due to bicyclists riding on the wrong side of the street (33%). This was also the most common cause of bicyclist collisions (24%) noted in the 2001 BPMP. The second and third most common causes of pedestrian collisions were pedestrian violations and improper passing by motorists (35% and 4% respectively). For bicyclists the second and third most common causes were Right-of-Way violations attributed to bicyclists, followed by Right-of-Way violations attributed to vehicle drivers (12% and 10% respectively).

Over this five year period, approximately 30 percent of the pedestrian at fault collisions involved children under 16 and approximately 13 percent of the motorists at fault involved children under 16. For bicyclists under 16, approximately 17 percent were at fault. However, no motorists were found at fault in collisions involving children under 16 on bicycles during this same five year period. Tables 2.10 and 2.13 in Chapter 2 detail this data.

Collisions Involving Pedestrians

A list of the twenty street segments that have the most reported pedestrian collisions is provided in Table 2.8. The five streets with the highest collision rate (collisions per mile per year) were the following:

- D Street
- Santa Rosa Avenue
- 3rd Street
- Guerneville Road
- Mendocino Avenue

A list of eight intersections in Santa Rosa experiencing three or more reported pedestrian collisions is shown in Table 2.9. The top three pedestrian collision intersections are:

- Mendocino Avenue at McConnell Avenue
- D Street at 3rd Street
- Mendocino Avenue at Clement Avenue

Collisions Involving Bicyclists

A list of the twenty street segments that have the most reported bicyclist collisions is also provided in Table 2.11. The five streets with the highest bicycle collision rate (collisions per mile per year) were the following:

- Wilson Street
- Mendocino Avenue
- Hearn Avenue
- Pacific Avenue
- Steele Lane

A list of the ten intersections experiencing reported bicycle collisions is shown in Table 2-12. The top three bicycle collision intersections are:

- Marlow Road at Crosspoint Avenue
- Mendocino Avenue at College Avenue
- B Street at 3rd Street

PUBLIC INPUT

Multiple public workshops by quadrant were held in October 2007, March 2008, February and April 2009, and September 2010, including some bilingual workshops. The February 2009 public meetings consisted of three focus group meetings regarding Wilson Street. In addition, several of the BPAB's regularly scheduled and special meetings were held to discuss the development of the BPMP and included public comment periods. A questionnaire was also done on-line to get the public's help in determining walking and bicycling characteristics; location-specific needs in order to develop an idea of the future types of routes and facilities needed in the community, and to provide another method of public participation for those who could not attend public meetings in person. Public comments were considered or included in the early drafts of the BPMP update and refined in later versions, which shaped the draft final presented by staff to the BPAB, Planning Commission, and City Council. Finally, the staff presentation of the BPMP update to the Planning Commission and the City Council included public hearings as part of the recommendation and adoption process.

CONCLUSIONS AND RECOMMENDATIONS

The recommended pedestrian projects consist of sixteen priority projects involving various segments of primarily sidewalk in-fills at an estimated total cost of approximately \$4.3 million (Table 5.1).

The recommended bikeway network consists of approximately 172 miles of existing and proposed bikeways that would cost a total of about \$38.9 million to implement. This is the combined figure for the Bicycle Priority List and all other bicycle network projects. Costs do not include right-of-way acquisition, intersection and signal detection (on non-priority projects), or annual maintenance costs.

The proposed bicycle network includes approximately 20 miles of bike paths, almost 41 miles of bike lanes, 5.6 miles of bicycle boulevards, and 27 miles of bike routes. Several of these bikeways have been identified as high priority projects, which will help the City staff focus its efforts on the projects of most importance to bicyclists. The high priority projects are estimated to cost \$25.8 million of the total \$38.9 million. It is important to note that approximately \$12.9 million of the high priority projects is associated with the Highway 101 pedestrian/bicycle bridge proposal. Tables 5.2 and 5.3 summarize the bicycle network miles. The Funding Opportunities and Strategies section in Chapter 5 has been updated and identifies the various grant sources available to cover the costs of these projects. This grant information together with the assistance of the BPAB recommending community priorities will assist the City in bringing these projects to fruition.

Ranking and Priorities

This update includes new ranking criteria developed by the consultant to provide objective criteria as an essential tool to avoid or reduce controversy among various project proponents as well as to efficiently respond to funding applications. The project ranking criteria, developed in cooperation with the BPAB, the Technical Advisory Committee for the BPMP, and other key City staff, should be revisited as necessary to ensure the continued usefulness as a tool to rank and prioritize projects. In particular the criteria should be revised to ensure that Class I-Bicycle Paths receive equal consideration, since Traffic Volume and Collision History may not be as applicable to Class I facilities.

A summary of the High Priority **Pedestrian Projects** based on the new criteria are shown by orientation:

North-South

- Fulton Road—Piner Road/Wishing Well Way
- North Dutton Avenue—Tesconi Circle/West College Avenue
- Fulton Road—Appletree Drive/Guerneville Road
- Brookwood Avenue—College Avenue/5th Street
- Stony Point Road—Northpoint Parkway/Bellevue Avenue
- Wilson Street—4th/3rd Streets

West-East

- Proposed Connector Cleveland Avenue/Armory Drive
- West 3rd/3rd Street—Roberts Avenue/Railroad Street
- West College Avenue—Stony Point Road and Marlow Road/Albion Place
- West College Avenue—Ridley Avenue/Tyara Way
- Chanate Road—Cobblestone Drive/Chanate Court
- Hoen Avenue—Brookside Drive/Hahman Drive
- Guerneville Road—Marlow Road/Ridley Avenue
- Hearn Avenue—Corby Avenue/Santa Rosa Avenue
- West College Avenue—Marlow Road/Sparrow Creek Street
- Badger Road—Brush Creek Road/Baird Road

A summary of the High Priority **Bicycle Projects** based on the new criteria are shown below by orientation:

North-South

- Route 2 Marlow Road/Stony Point Road
- Route 5 Range Avenue/Frances Street/Cleveland Avenue/Wilson Street/Railroad Street
- Route 7 Mendocino Avenue/Santa Rosa Avenue
- Route 10 Humboldt Street—D Street/Hendley Street/South E Street
- Route 15 Yulupa Avenue—Bennet Valley Road
- Route 55* Neotomas Ave—Farmer Ln/Knolls Dr/Bethards Dr
- Route 67* SMART Pathway—Northern/Southern City Limits

West-East

- Route 34 Administration Drive/Chanate Road/Fountain Grove Parkway/Montecito Boulevard
- Route 36 Guerneville Road/Steele Lane/Lewis Road
- Route 37 Halyard Drive/Jennings Avenue/Armory Drive/Bear Cub Way/Pacific Avenue/4th Street/Sonoma Highway
- Route 40 Sixth Street/B Street/Fourth Street
- Route 41 West Third Street/Third-Second Street/Montgomery Drive/Melita Road/Los Alamos Road
- Route 46 Sebastopol Road
- Route 72* Roseland Creek Trail—Southwestern/Eastern City Limits
- Various* Class 3 Network

* The exceptions to the new criteria are noted with an asterisk. The Bicycle and Pedestrian Advisory Board recommended substituting Routes 55, 67, 72 and a Class III Network from the initial routes recommended by the consultant.

The full implementation of the Santa Rosa Bicycle and Pedestrian Master Plan can significantly improve the safety and mobility of Santa Rosa pedestrians and bicyclists. Increasing the pedestrian and bicycle mode share will improve the quality of life of all Santa Rosa residents due to the resulting reduction in traffic congestion and neighborhood traffic impacts, improved air quality and increased pedestrian safety. These benefits lead to a more viable city as residents and visitors have more modes of transportation to choose from.

Recommendations to further Santa Rosa's progress into becoming a pedestrian and bicycle-friendly city are:

1. Pursue funding and inter-agency cooperation in the development of the bikeway network.
2. Continue the active involvement of the BPAB in the traffic engineering and transportation planning decisions that affect the safety of pedestrians and bicyclists on Santa Rosa's streets and intersections.
3. Expand and develop bicycle safety programs to include pedestrian safety programs to address the issues faced by pedestrians and bicyclists of all ages as well as motorists. Expand and develop pedestrian and bicycle promotion programs to encourage and legitimize walking and bicycling as transportation for work, school, shopping, errands and other utilitarian trips.
4. Develop a phased and prioritized implementation plan that takes into consideration the available funding opportunities and availability of staff.
5. Pursue a supplement of Design Guidelines and Best Practices focused on pedestrian and bicycle facility design to the BPMP for use by City staff and the development community based on generally acceptable principles and standards as a tool for a continued pedestrian and bicycle friendly environment.
6. The implementation actions described in Chapter 5 are based on a planning-level analysis. Additional analysis is necessary to determine the appropriate implementation action for the high-priority projects to ensure projects can occur without compromising safety or efficiency. The projects should be included within the Capital Improvement Program for funding prioritization by the City Council together with the Planning Commission review for General Plan consistency. Each project would then need to proceed through the normal public participation process, project specific environmental review, and approval through the City Council prior to design and construction.