

## DEPARTMENT OF PUBLIC WORKS

Quality, Excellence, Innovation

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**SUBJECT:** Sir Francis Drake Boulevard (SFDB) Rehabilitation Project Final Environmental Impact Report (Final EIR) Certification and Merit Hearing

Accounting

Dear Board Members:

Airport

**RECOMMENDATION:** It is recommended that your Board:

Building Maintenance

1. Consider the Final EIR and the Project's administrative record and hold a public hearing to take testimony and consider the adequacy of the Final EIR;

Capital Projects

2. Certify the Sir Francis Drake Boulevard Rehabilitation Final EIR as adequate and complete pursuant to the California Environmental Quality Act (CEQA), the State CEQA Guidelines, and the Marin County Environmental Review Guidelines and Procedures; and

Certified Unified Program  
Agency (CUPA)

Communications  
Maintenance

3. Conduct a public hearing and approve the Sir Francis Drake Boulevard Rehabilitation Project as recommended by staff.

County Garage

Disability Access

Engineering & Survey

**PROJECT SUMMARY:** The Sir Francis Drake Boulevard (SFDB) Rehabilitation Project consists of several physical modifications to the Sir Francis Drake Boulevard corridor between Highway 101 and Ross and repaving the entire roadway in the unincorporated area of Marin County and the City of Larkspur. The funding source for the project, Measure A (Marin County Transportation) Road Rehabilitation funds, are dedicated to repaving the entire roadway segment and constructing associated, mandated improvements such as Americans with Disabilities Act (ADA) improvements. A detailed planning process facilitated the consideration of additional improvements in the corridor. Opportunities analysis by staff and the consultant team, along with extensive public outreach, resulted in identification of several potential corridor improvements to address the community's concerns regarding traffic congestion, safety concerns, and the movement of vehicles, pedestrians, and cyclists along and across the congested corridor.

Flood Control &  
Water Resources

Land Development

Purchasing

Real Estate

Reprographic Services

Road Maintenance

Stormwater Program

Transportation &  
Traffic Operations

Waste Management

The proposed additional improvements include modification to the configuration and geometry of several intersections, replacement of traffic signal controls with modern equipment, widening sidewalks and improving roadway crossings for pedestrians, and installation of additional conduits to enable future adaptive signal technology and other fiber optic communications. A separately-funded pipeline replacement project by Marin Municipal Water District (MMWD) has also been incorporated into the project as construction of the two projects together is more cost-efficient, less disruptive, and less environmentally impactful than being constructed separately.

## **PROJECT EIR:**

### **BACKGROUND**

#### Environmental Review Approach

In 2014, the County began its planning effort to implement the Sir Francis Drake Boulevard (SFDB) Rehabilitation Project. A consultant team was retained to provide assistance in conducting background research, development and execution of a public outreach process, preparation of preliminary design concept documents, and environmental review of the project's components. LSA, an environmental consulting firm, was included on the project consulting team from the project's inception. Through outcomes of the public outreach process, site research and analysis by the design team, with subsequent interest in including a Marin Municipal Water District pipeline replacement project in the overall corridor project, the result of the project scope indicated that a full scope Environmental Impact Report (EIR) would be required to comply with CEQA.

#### Draft EIR process

A Notice of Preparation (NOP) was prepared and circulated in December 2016, to public agencies and all interested parties for comment on the scope of the EIR. The Draft EIR, a Notice of Completion (NOC), and notice of public hearing on the Draft EIR were distributed on October 11, 2017, to members of the Board of Supervisors, State Clearinghouse, state and local agencies and special districts, and other interested groups and individuals. The public review and comment period ended on December 6, 2017.

On November 7, 2017, the Board of Supervisors conducted a public hearing to receive testimony on the Draft EIR. The primary issues raised regarded concerns over potential traffic impacts associated with the addition of a second left turn lane at College Avenue, emergency service impacts resulting from the third lane on eastbound SFDB, and parking along SFDB. Following the close of the public hearing, the Board directed that a Final EIR Response to Comments be prepared after the close of the comment period on the Draft EIR.

#### Final EIR process

The Final EIR (consisting of the revised Draft EIR text with track changes, Response to Comments and Appendices), notice of availability of the Final EIR for review, and notice of a public meeting of the Board of Supervisors to consider certification of the Final EIR were distributed on March 26, 2018, to members of the Board of Supervisors, State Clearinghouse, state and local agencies, special districts, EIR commentors, and other

interested groups and individuals. The comment period on the Final EIR ended on April 9, 2018.

#### Final EIR Amendment (Response to Comments) Process

Responses to the comments received during the 15-day review period on the Final EIR were prepared and are proposed to be adopted as an Amendment to the Final EIR. The purpose of the Final EIR Amendment is to conclude the public review and comment process by responding to significant environmental points raised in the additional comments received on the Final EIR, consistent with the requirements of CEQA and County environmental review procedures, and to proceed with allowing the Final EIR to be considered for certification. The Final EIR Amendment is to be considered together with the Final EIR at the time the Board of Supervisors consider the EIR for certification and the project for approval.

#### SUMMARY OF THE MAJOR CONCLUSIONS IN THE FINAL EIR

##### Identified Impacts

The Final EIR identified 25 potentially significant adverse impacts of the project in the following categories: aesthetics; air quality; biological resources; cultural resources; geology and soils; greenhouse gas emissions; hazardous materials; hydrology and water quality; noise; public services; and traffic/circulation. **Mitigation measures have been identified in the Final EIR to eliminate or reduce all potentially significant project impacts to less than significant.** Of the major conclusions of the Final EIR, traffic operations, safety of pedestrians and bicyclists, and construction impacts are particular issues of concern for decision-makers to consider.

Comments on the EIR raised concerns that the proposed project improvements would worsen traffic conditions along the corridor. Traffic analysis conducted for the EIR evaluated existing traffic and existing street configurations (Existing Conditions), year 2020 projected traffic volumes and existing street configurations (2020 No Project), year 2020 projected traffic volumes and proposed street configurations (2020 Project), year 2040 projected traffic volumes and existing street configurations (2040 No Project), and year 2040 projected traffic volumes and proposed street configurations (2040 Project). The Final EIR concluded that the project as proposed would decrease levels of delay at key intersections along the corridor, would reduce vehicle queuing in some locations, and improve travel time along the corridor.

Another issue of concern raised during the public comment period is the safety of pedestrians and bicyclists associated with construction of the at-grade crossing at Wolfe Grade. As proposed, the project would install an at-grade crosswalk at the west side of the SFDB/Wolfe Grade intersection in conjunction with other intersection modifications (e.g., sidewalk widening, curb changes, and traffic signal phasing modifications). The current overpass would remain in place for those wishing to avoid crossing SFDB at-grade. The Final EIR concludes that the proposed project would not result in a significant pedestrian/bicycle safety impact compared to existing conditions because the existing overcrossing would remain, the proposed at-grade crosswalk would provide an accessible alternative route to persons with disabilities, and the at-grade crosswalk would occur at a

signalized intersection, which incorporates pedestrian needs into the signal timing to provide ample time for pedestrians to cross.

As noted in the Final EIR, the proposed project would result in construction-related impacts including air quality impacts, greenhouse gas emissions, noise, and traffic delays. In addition, lighting required for nighttime construction could generate light spillover in the vicinity of the project site that could increase levels of nighttime light in the area. With implementation of the proposed mitigation measures, construction-related impacts would be reduced to less-than-significant levels.

#### Plan Consistency

The Final EIR evaluated the Project's consistency with the 2007 Marin Countywide Plan, the Marin County Unincorporated Area Bicycle and Pedestrian Master Plan, the Marin County Code, the City of Larkspur General Plan, the City of Larkspur Bicycle and Pedestrian Master Plan, the Draft City of Larkspur Bicycle and Pedestrian Master Plan Update, and the Kentfield/Greenbrae Community Plan.

The analysis in the Final EIR concluded that the Proposed Project would be consistent with applicable policies and regulations (see Section 4.9 of the Final EIR, Volume I). The County decision-makers would need to review the Project to determine whether the final Project design is consistent with all policies and whether changes to the Project would be required in order to provide the required consistency.

#### Alternatives

Several alternatives to the Proposed Project were considered in the Final EIR, including 1.) a No Project Alternative, which assumes continued existing traffic and roadway conditions; 2.) the General Maintenance Alternative, to limit improvements to pavement rehabilitation, roadway re-striping, and upgrading intersections to ADA standards; 3.) the Congestion Relief Alternative, to limit improvements to intersection modifications to improve efficiency and the addition of a third travel lane between El Portal Drive and Highway 101; 4.) the Corridor Pedestrian and Bicycle Improvements Alternative, to limit improvements to pedestrian and bicycle improvements (e.g., sidewalk widening and intersection safety improvements); and 5.) the No Pipeline Alternative that would include the Project as proposed without the replacement of the MMWD pipeline. Each of the alternatives evaluated includes a different combination of roadway improvements, which when implemented together, are intended to achieve a specific project objective (e.g., pavement rehabilitation, congestion relief, and pedestrian improvements).

The No Project Alternative is the environmentally-superior alternative, since it avoids all the environmental impacts identified for the Project as proposed. The State CEQA Guidelines require identification of another environmentally-superior alternative when the No Project Alternative is identified as the superior alternative. The next environmentally-superior alternative would be either the General Maintenance Alternative or the Corridor Pedestrian and Bicycle Improvements Alternative. Of the alternatives that meet the project objectives, the environmentally-superior alternative would be either the Congestion Relief Alternative or the proposed Project.

The General Maintenance Alternative and the Corridor Pedestrian and Bicycle Improvements Alternative would each require less ground disturbance than the proposed Project, but would result in similar environmental impacts as the proposed Project, with the exception of traffic. As described above, neither of these alternatives include improvements that would improve traffic flow through the corridor. Without these improvements, under future conditions, travel speed through the corridor will drop below 10 mph.

The No Pipeline Alternative would require a shorter construction period and less excavation, thereby reducing construction-related impacts of the roadway rehabilitation. However, the cumulative impacts associated with this alternative would be greater than the proposed Project because the MMWD pipeline replacement project would be constructed separately and the efficiencies associated with constructing the two projects concurrently would not be realized.

The environmental impacts and ability to meet the project objectives for both the Congestion Relief Alternative and the proposed Project have been determined to be equivalent. Therefore, both of these alternatives are considered the secondary environmentally-superior alternatives to the No Project Alternative.

#### Mitigation Measures

As noted above, mitigation measures have been identified in the Final EIR to eliminate or reduce all potentially significant project impacts to less than significant. These mitigation measures are summarized below:

- Lights shall be cast downward and confined to the work area to minimize light spillover during nighttime construction.
- Implement Basic Construction Mitigation Measures as recommended by the BAAQMD to reduce fugitive dust emissions during construction.
- Limit the work area, conduct pre-construction surveys, and establish buffers if nesting birds are identified in the work area.
- Implement a Stormwater Pollution Prevention Program to minimize construction-related effects on water quality and avoid indirect effects on special-status salmonid and amphibian species.
- Conduct pre-construction surveys for potential bat roosts and implement appropriate bat exclusion/removal measures.
- Establish protective fencing around riparian habitat and replace any riparian trees at a 3:1 ratio.
- Conduct a wetland delineation and replace any impacted wetland areas at a 1:1 ratio.
- Stop work, consult with a professional archaeologist or paleontologist, avoid resources and/or implement appropriate measures to reduce impacts to any unanticipated cultural or paleontological resources discovered during construction activities.

- Proposed improvements shall be designed by a licensed professional engineer and shall be inspected during construction.
- Prepare and implement a Construction Risk Management Plan to mitigate potential impacts associated with encountering lead-based paint and/or residual groundwater contamination during construction.
- Implement noise control measures, including muffling of equipment and temporary noise control blankets/barriers, to reduce construction-related noise impacts.
- Prepare and implement a Traffic Management Plan, which includes coordination with emergency providers to mitigate emergency access impacts and other traffic delays due to construction activities.

#### Issues to Be Resolved

The decision-makers will need to consider whether they should approve the Project as proposed or approve an alternative, such as the Congestion Relief Alternative evaluated in the Final EIR. The Final EIR identifies the No Project Alternative as the environmentally-superior alternative. Both the proposed Project and the Congestion Relief Alternative would result in similar environmental impacts; however, the Congestion Relief Alternative would not provide pedestrian and bicycle improvements to enhance safety for all modes.

#### CONCLUSION OF CEQA PROCESS

The SFDB Rehabilitation Project EIR has undergone rigorous preparation and processing in full compliance with CEQA, State CEQA Guidelines, and County Environmental Review Procedures. Substantial opportunity for public participation in the EIR process and review and comment on the EIR documents has been provided which meets and exceeds the requirements of CEQA and County Environmental Review Procedures. The SFDB Rehabilitation Project Final EIR is now adequate and complete to be acceptable for certification as the environmental review for the Project. The Final EIR provides adequate information and analysis to make an informed decision on the environmental effects and take approval action on the Project, project alternatives or combination of alternatives addressed in the Final EIR.

#### **PROJECT MERITS:**

##### BACKGROUND

The Department of Public Works, with the concurrence of the Transportation Authority of Marin (TAM), used the opportunity in planning the roadway restoration project to consider additional improvements to Sir Francis Drake Boulevard as part of the rehabilitation project given its significant congestion, antiquated traffic signaling technology, number of collisions, pedestrian and cyclist safety concerns, and school access issues, all of which affect the function of the corridor. An outreach process was developed to engage the community on their ideas and concerns about the corridor and seek input on potential design solutions. Through input from multiple forums over nearly three years, a schedule of proposed project components was developed and refined, reflecting the primary

concerns in the corridor. Unfortunately, the number of desired improvements identified far exceeds the available budget, so an additional prioritization effort was conducted to help develop a proposed project list within budget without precluding the construction of other desired improvements, should additional funding become available.

## COMMUNITY OUTREACH

The community outreach and participation program was developed with a combination of public workshops to solicit community concerns and priorities and having a Community Advisory Committee (CAC) to engage and work with the various community organizations along the corridor. A Technical Advisory Committee (TAC) was formed to engage affected agencies and utilities. Additionally, eight field meetings and walks occurred during the process to discuss particular areas of concern and presentations were made to other interested groups. The project website has served as a repository for all documents and workshop materials produced throughout the process with a registry that enables subscription to the page to receive project updates. A project-specific email address provides a means for the public to submit inquiries and comments. Notifications for upcoming events and document releases are posted to the website and sent to the subscription list, as well as being sent to the media and other community-based distribution lists such as community associations, NextDoor, and school groups.

### Community Events

Five large-scale community events were held over the course of the public outreach program, three of which were a workshop format and two as an open house format. The workshop format started with a presentation to the group and then stations in the room were provided for participants to get more information from the design team and provide input. The open house format was a series of displays on the project's design concepts where participants were asked for their input and priorities of the various concepts. The open house format allowed participants to stay as long as they wished to discuss their recommendations with design team staff. The events held were:

- Workshop #1, May 2, 2015 – Bacich School
- Workshop #2, November 18, 2015 – College of Marin
- Workshop #3, March 15, 2016 – Kent Middle School
- Open House #1, June 1, 2016 – Kent Middle School
- Open House #2, January 20, 2018 – Bacich School

The first workshop was structured as an informational and brainstorming session, to provide information about the corridor and encourage comment on concerns and issues held by the public. From this workshop and the comments provided, three themes became evident: traffic congestion, pedestrian safety, and school access, particularly since there are no schools north of Sir Francis Drake which requires students on the north to cross the street to access their school on the south side. The second workshop presented a series of design concepts for the community to provide comment. The design concepts were based on engineering analysis done on the corridor and input from the public. The third workshop presented refined versions of the ones presented at the second workshop, incorporating public comments and suggestions from previous public comment. The open houses were structured to present further refined versions of the design concepts with the added component of factoring in cost and asking participants to prioritize the various

concepts because of the significant difference in cost estimates to construct all of the concepts versus the currently-available budget.

#### Community Advisory Committee

The Community Advisory Committee (CAC) was created to gather representatives of community groups and major private landowners along the corridor to discuss and share input and concerns on the project as design concepts evolved through the multiple community workshops, site visits, walking tours, and other meetings. It is comprised of ten community groups and major landowners: Bon Air Center, Marin General Hospital, Safe Routes (to School) Kentfield, Community Service Area 16, Greenbrae Property Owners Association, Kentfield Planning Advisory Board, Kent Woodlands Property Owners Association, Marin Catholic High School, Marin County Bicycle Coalition, and TAM. The CAC has met seven times since May 2015, providing their input at key milestones in the public outreach process and the development and refinement of the project. The CAC will continue to be one of the means for outreach to the community in planning for the construction schedule and to advise of upcoming construction activities.

#### Technical Advisory Committee

The Technical Advisory Committee (TAC) was formed to provide a forum to discuss the technical aspects of the project with agencies that will be affected by the project, particularly those who have infrastructure within the County right-of-way or are responsible for providing services dependent on the roadway. It is comprised of 18 agencies, including County Parks, County Public Works Accessibility and local stormwater program, cities and towns, law enforcement and fire agencies, utilities, Golden Gate and Marin Transit, College of Marin, and Kentfield School District. The TAC has met six times since March 2015 and will continue to be essential partners in the design and construction phases of the project.

### PROJECT COMPONENTS AND PROJECT BUDGET

The project funding allocated from the TAM Rehabilitation fund is \$13.2 million. An additional \$340,000 grant has been obtained from TAM dedicated to signal improvements. The total cost for all of the project components resulting from the community outreach process is approximately \$19.2 million. The MMWD pipeline project is factored into the project design and construction, but the cost of that portion of the overall project is borne by MMWD and is not included in the \$19.2 million figure. While other grants are being sought, the significant difference between available funds and total cost was the impetus for the open house events to seek community priorities in guiding what project components should be constructed at this time, given the available funding.

To frame the prioritization discussions, a baseline project was created, which includes items that must be constructed as a condition of the TAM Rehabilitation funds. Thus, the baseline project consists of repaving the entire roadway, guardrail replacement, and constructing associated ADA improvements, including the addition of an at-grade crosswalk of Sir Francis Drake at Wolfe Grade. For prioritization discussions, the baseline project cost was blocked out; approximately half of the available budget and the remainder was considered available for other project components. From the various prioritization



exercises and discussions, staff has developed a recommended schedule of all the project components broken into three categories: Recommended for construction now, Recommended for construction now if additional funding can be secured or constructed at a later date, and Not Recommended for construction now because of community concern or issues surrounding the need for substantial additional design and construction cost.

## PROJECT COMPONENTS RECOMMENDED FOR CONSTRUCTION

The following project components are recommended for construction with the funding currently available, as they have the greatest impacts in achieving the project's goals.

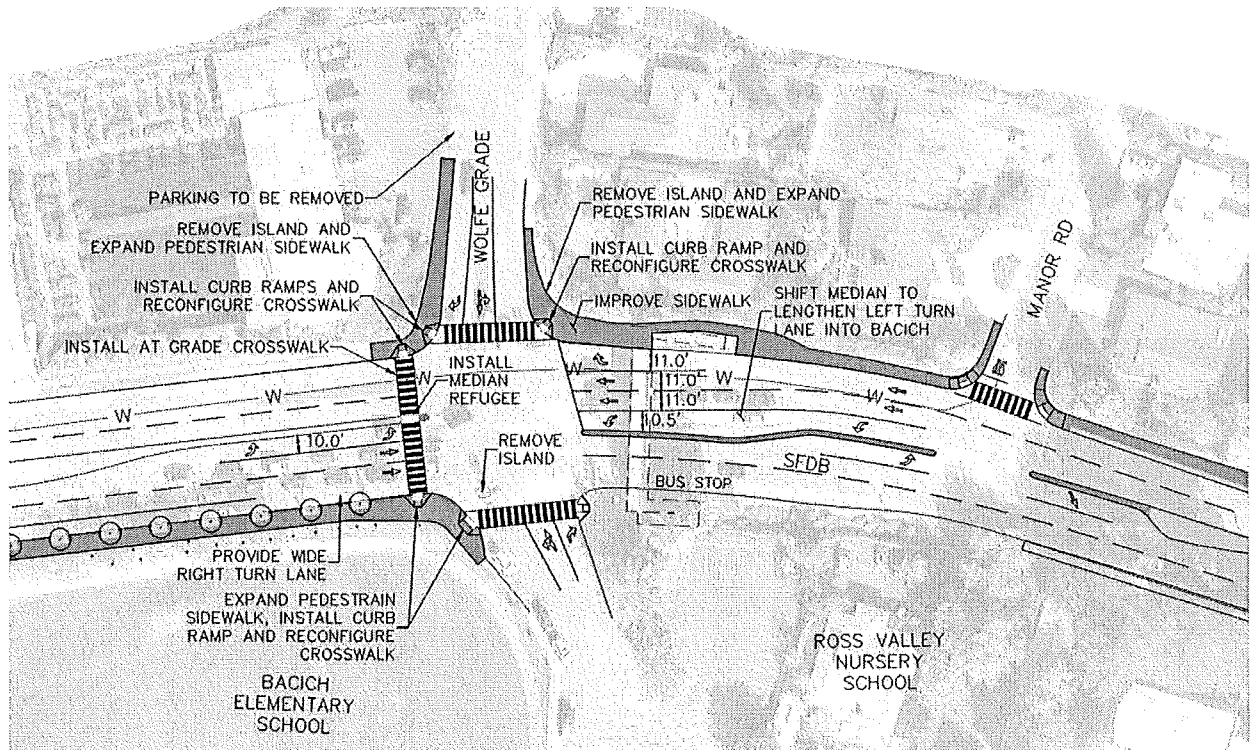
### **1. Pavement Rehabilitation and ADA Compliance**

The project's baseline component is rehabilitation of the roadway pavement, based on its funding source being Measure A Road Rehabilitation funds. The baseline project repaves the entire roadway from Highway 101 to the Ross town limits. Also included in roadway repaving are several Americans with Disabilities Act (ADA) compliance projects, which are required when roadway repaving occurs. Typically, these additional project items include provision of compliant curb ramps, removal of barriers to passage, and provision of compliant paths of travel. Improvements made to intersections as identified in other project components will be constructed in compliance with ADA. For those intersections not being otherwise modified, any deficient curb ramps will be replaced.

#### Wolfe Grade Crosswalk

The most substantial ADA modification triggered by the baseline project is provision of an ADA-compliant path of travel at Wolfe Grade. This intersection is not a compliant crossing of Sir Francis Drake at this time. While the current overpass (which will remain in place) does provide a means of getting across Sir Francis Drake, it is not accessible for those with mobility impairments because of its lack of compliant ramps. It is not reasonably feasible to make the current overpass ADA compliant, or to replace the overpass with a modern structure due to a construction cost in excess of \$6 million, the need to acquire additional right-of-way at additional expense to provide for the substantial ramp structures that would be necessary, and the visual impacts of such a substantially larger structure than what exists currently. As a result, provision of an at-grade crossing of Sir Francis Drake on the west side of the intersection will provide the required compliant path of travel. Considerable community opposition to the at-grade crosswalk was expressed throughout the outreach process with the two primary concerns being additional traffic impacts to a busy intersection and pedestrian safety in using the crosswalk. However, ADA compliance is not discretionary. The existing overpass will remain in place for those who would prefer to continue using it to cross Sir Francis Drake, while the redesign of the intersection and installation of modern traffic signals will enable the pedestrian crossing phase to not impact the signal phasing for vehicle flow.

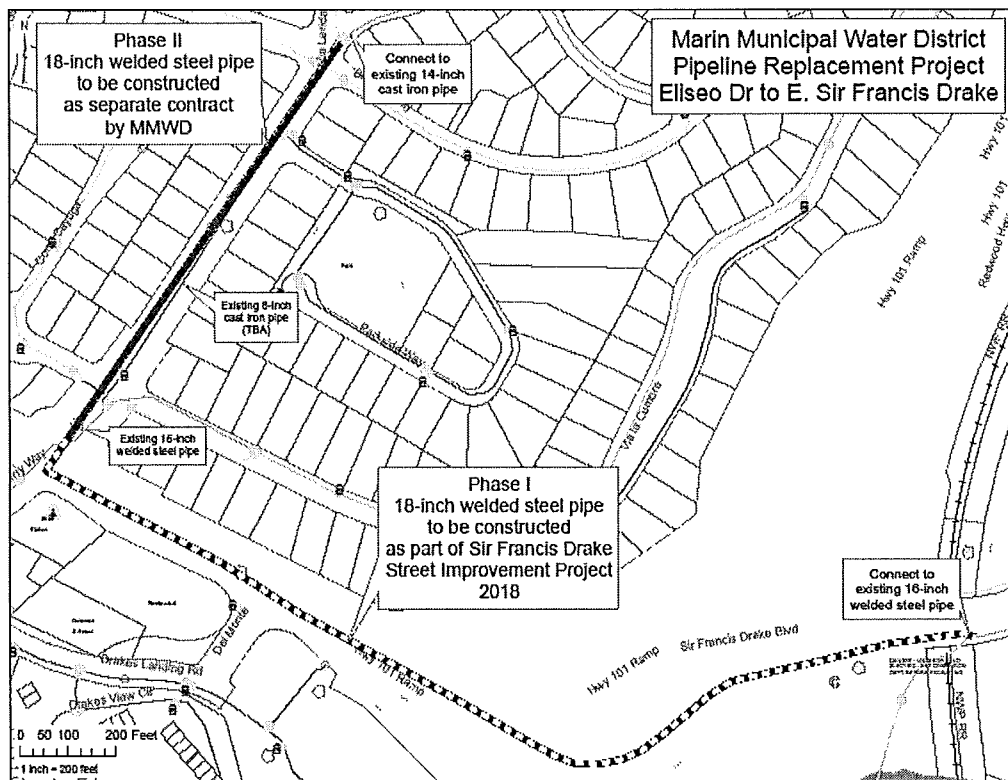
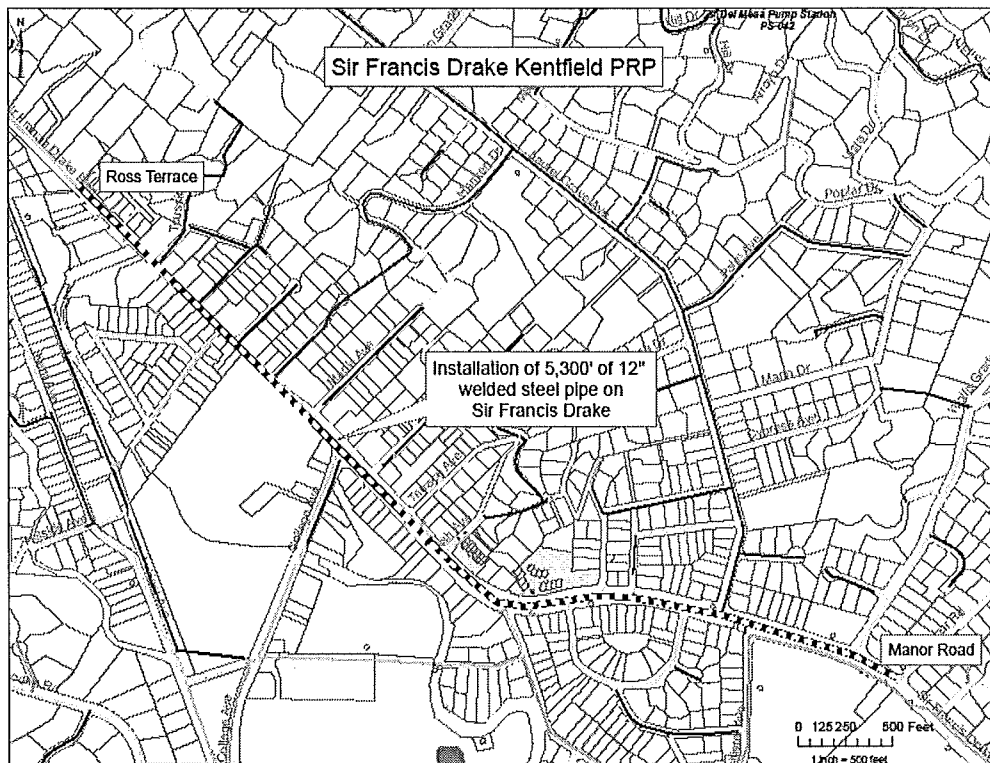
### *Wolfe Grade/Bacich School Driveway Improvements*



## **2. Marin Municipal Water District Pipeline Replacement**

MMWD has a pipeline replacement project in the corridor scheduled as part of their work program. The project involves two separate segments: Between Ross Terrace and Manor Road, and between Eliseo Drive and Highway 101. Construction of the project is planned to be incorporated into the Rehabilitation Project in order to minimize the time and disruption to the community than undertaking as a separate projects. Costs of the pipeline replacement are being borne by MMWD.

*Marin Municipal Water District Proposed Pipeline Replacements*



### **3. Highway 101 to El Portal Drive**

The project segment from US 101 to El Portal Drive consists of three key components: Intersection reconstruction, Traffic signal replacement, and Provision of a third lane eastbound.

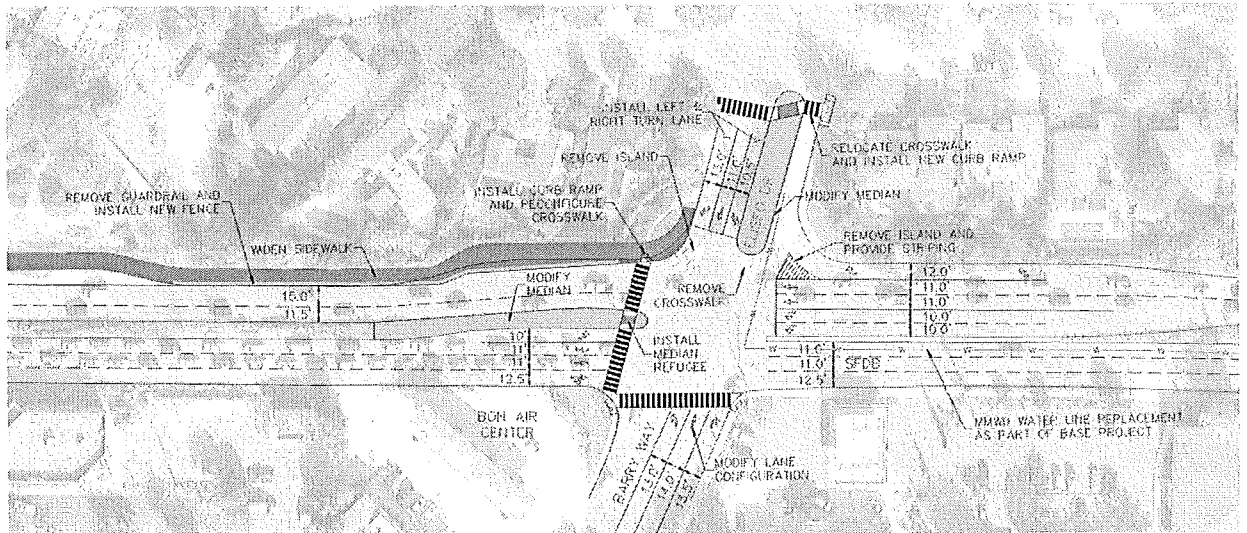
#### Intersection Reconstruction

The Eliseo/Barry, La Cuesta, and El Portal intersections will be substantially reconstructed to improve vehicle circulation efficiency, provide flexibility with traffic signal phasing, address pedestrian safety concerns, and reduce pedestrian crossing distances. At both Eliseo and La Cuesta, the large medians on both streets will be shifted to the east to enable provision of an additional southbound vehicle lane dedicated to turning movements. Currently, it is not possible to allow opposing concurrent or overlapping left turns from these streets because of the tight intersection geometry, which results in inefficiencies in vehicle movement and signal timing. These geometric modifications provide additional flexibility in vehicle turning movements and, in conjunction with modernized signal equipment, will enable a more efficient allocation of green time for various movements through both intersections.

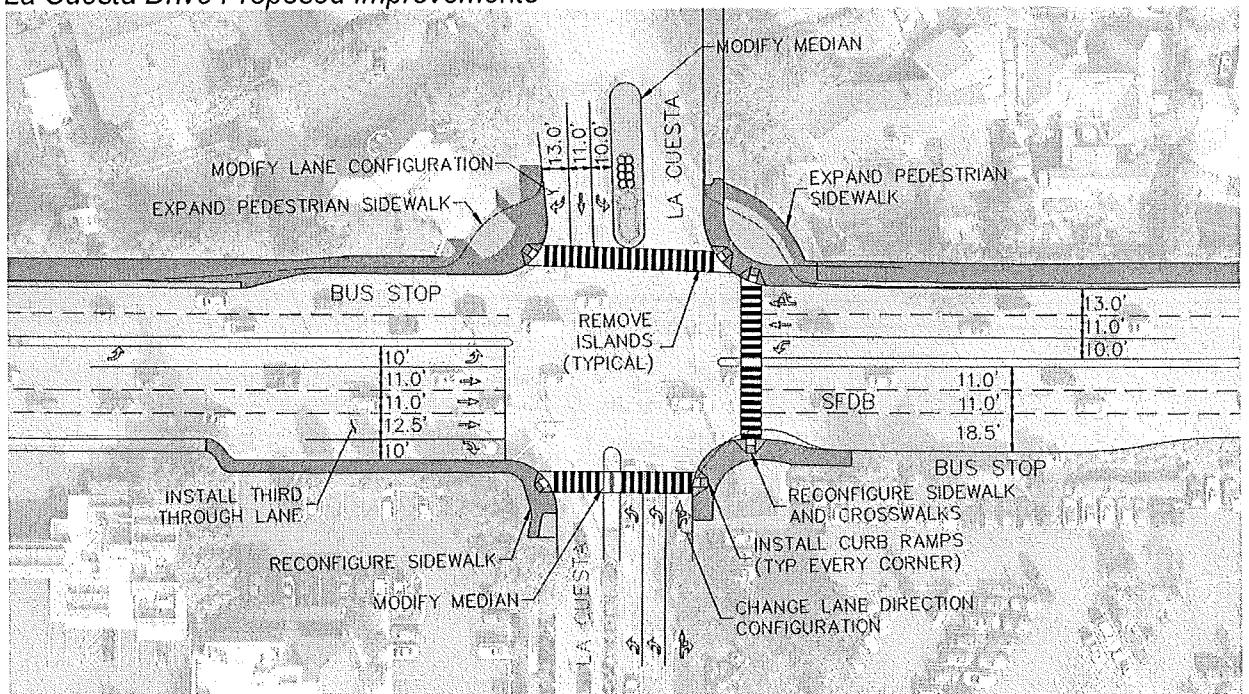
At Eliseo Drive, the current pedestrian crossing across Eliseo will be removed and relocated one block to the north at Via La Cumbre. This relocation allows for retention of the current dedicated right turn lane from westbound Sir Francis Drake, while still providing a marked crossing of Eliseo Drive. It also enables the installation of a bus bypass lane westbound on Sir Francis Drake to the bus stop on the opposite side of the intersection. The eastbound left turn lane from Sir Francis Drake on to Eliseo will be lengthened to accommodate more left-turning vehicles without obstructing the eastbound through lanes.

At both La Cuesta and El Portal, "pork chop" islands and the two quarter-circle paved areas framing the intersections will be replaced with conventional intersection geometry while retaining dedicated turn lanes, improving pedestrian crossing safety, and shortening pedestrian crossing distance, which also has beneficial effects on signal timing overall. The areas where paving is to be removed have been identified as potential bioswale opportunities.

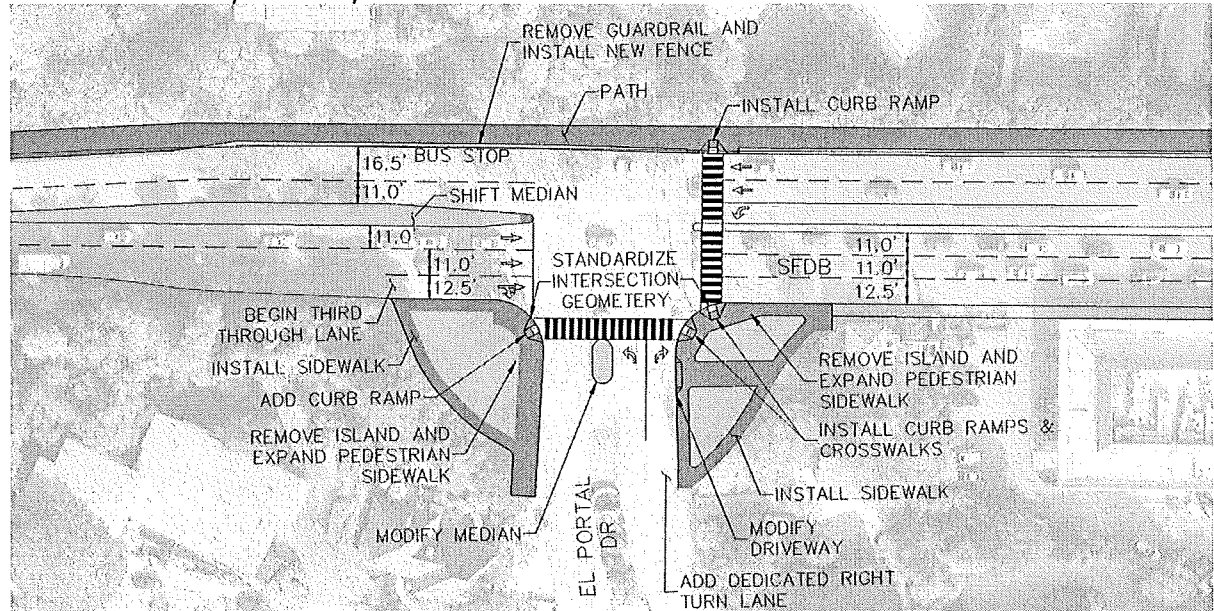
### Eliseo Drive/Barry Way Proposed Improvements



### La Cuesta Drive Proposed Improvements



### *El Portal Drive Proposed Improvements*



### Traffic Signal Replacement

Signals at the three signalized intersections will be replaced with modern signal technology, which provides greater flexibility and responsiveness to changing conditions. In conjunction with the intersection modifications, the new signals will allow for separated turn movements that enable clearing the greatest number of vehicles per cycle over what can currently be accommodated. As with other signals in the project corridor that will be replaced, there will be interconnectivity between them to further improve efficiency and responsiveness.

### Third Lane Eastbound

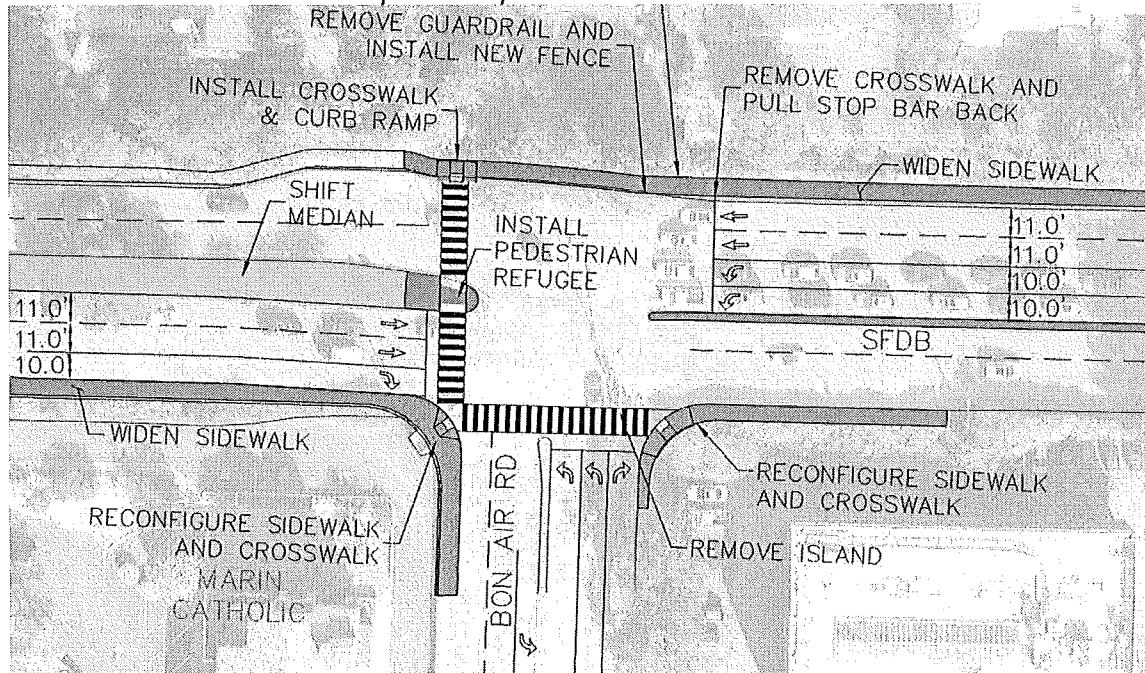
Starting just west of the El Portal intersection and continuing to just before the US 101 southbound onramp, the roadway will be three lanes instead of the current two. This is accomplished between the existing curb and median by striping the third lane in what is now unallocated pavement area. The merge area approaching the US 101 ramps will have the far right lane merge into the center lane.

### **4. Bon Air Road Intersection**

At Bon Air Road, the traffic signal will be replaced with modern equipment similar to the other signalized intersections in the corridor. The current crosswalk across Sir Francis Drake will be switched from the east side of the intersection to the west to allow for greater efficiency with the traffic signal. The southwest and southeast corners will be modified to shorten pedestrian crossing distances without affecting right turn movements, such as traffic turning right from Bon Air Road on to Sir Francis Drake.



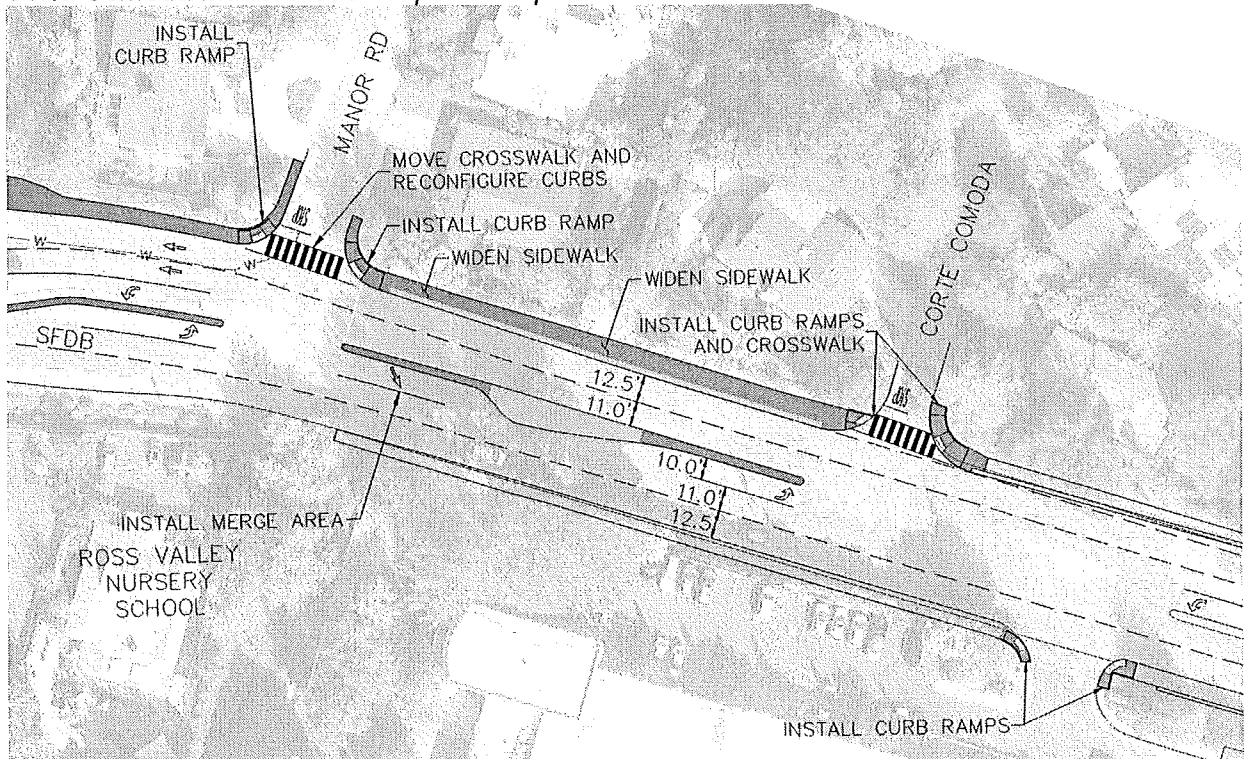
*Bon Air Road Intersection Proposed Improvements*



**5. Corte Comoda to Wolfe Grade**

At both Corte Comoda and Manor Road Sir Francis Drake is gradually descending and on a curve which, combined with the tight right-of-way in this segment, results in obstructed views by westbound Sir Francis Drake motorists of pedestrians in the crosswalks. Manor Road also serves as an informal drop-off zone for Bacich students and sees far higher vehicle counts and movements than it would otherwise. In this segment, the sidewalks and corners at the two intersections would be raised and enlarged to improve visibility of pedestrians crossing the two side streets. Drainage issues in this segment, including the sidewalk as it approaches Wolfe Grade, will also be addressed. Restriping westbound lanes in advance of the Wolfe Grade intersection will retain the right turn lane onto Wolfe Grade and lengthen the left turn lane into Bacich School. Within the median on the east leg of the intersection, a merge lane will be added to enable motorists turning left on to Sir Francis Drake from Manor Road to proceed when clear of westbound traffic by pulling into the median merge lane and merging with eastbound traffic.

*Corte Comoda/Manor Road Proposed Improvements*



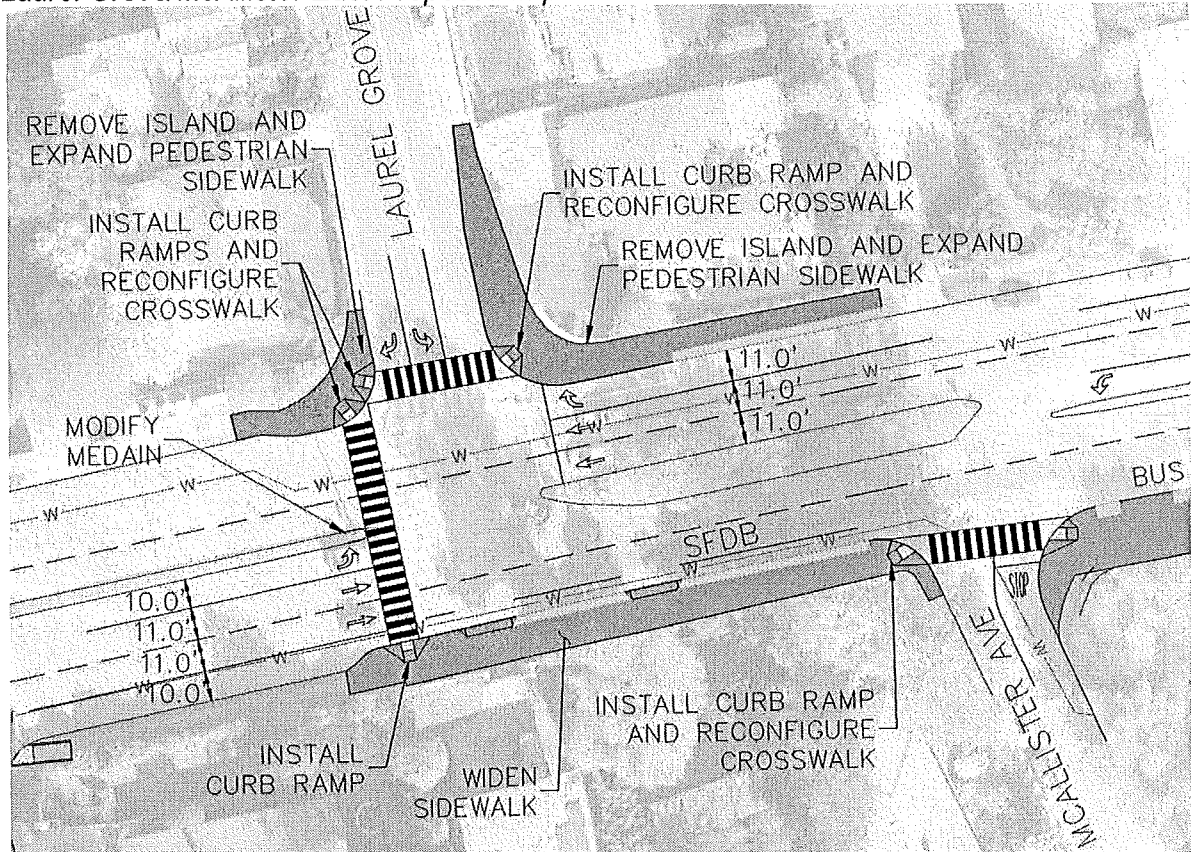
## 6. Bacich School to Laurel Grove

Between Bacich School and Laurel Grove Avenue on the south side of Sir Francis Drake, the sidewalk will be widened to better accommodate the number of students that traverse the area and reduce conflicts with the drop-off zone along Sir Francis Drake in front of the school.

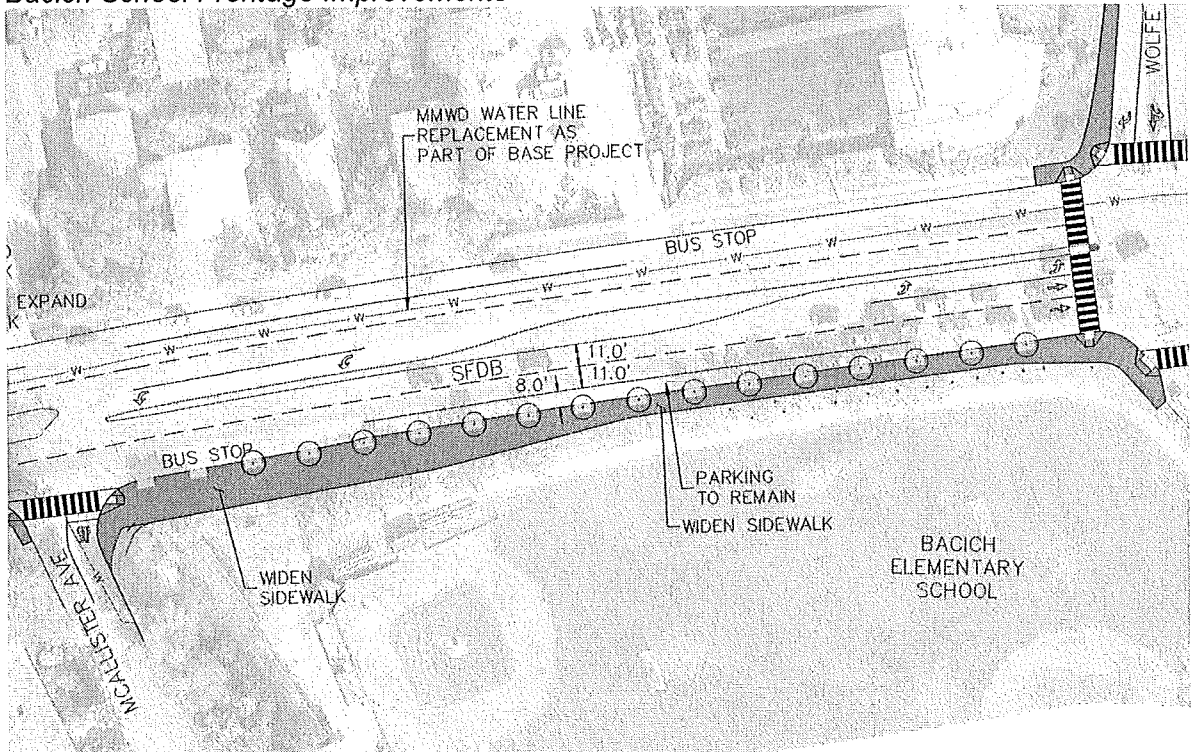
Both the Laurel Grove and Wolfe Grade intersections will be reconfigured to eliminate the "pork chop" islands that currently exist and square up the corners to shorten pedestrian crossing distances and enlarge pedestrian waiting areas. Dedicated right-turn lanes will continue to be provided so the execution of right turn movements will not obstruct through lanes on Sir Francis Drake. Upgraded traffic signals at both intersections with modern signal technology will be more responsive to changing conditions and improve operational efficiency. At Wolfe Grade, a new crosswalk across Sir Francis Drake will be provided to comply with ADA. Concerns about this crosswalk resulting in an unsafe situation, particularly for students, have been raised throughout the public outreach process; however, the existing overpass will remain in place and usable for those who still prefer to use the overpass to cross.



*Laurel Grove/McAllister East Proposed Improvements*



*Bacich School Frontage Improvements*

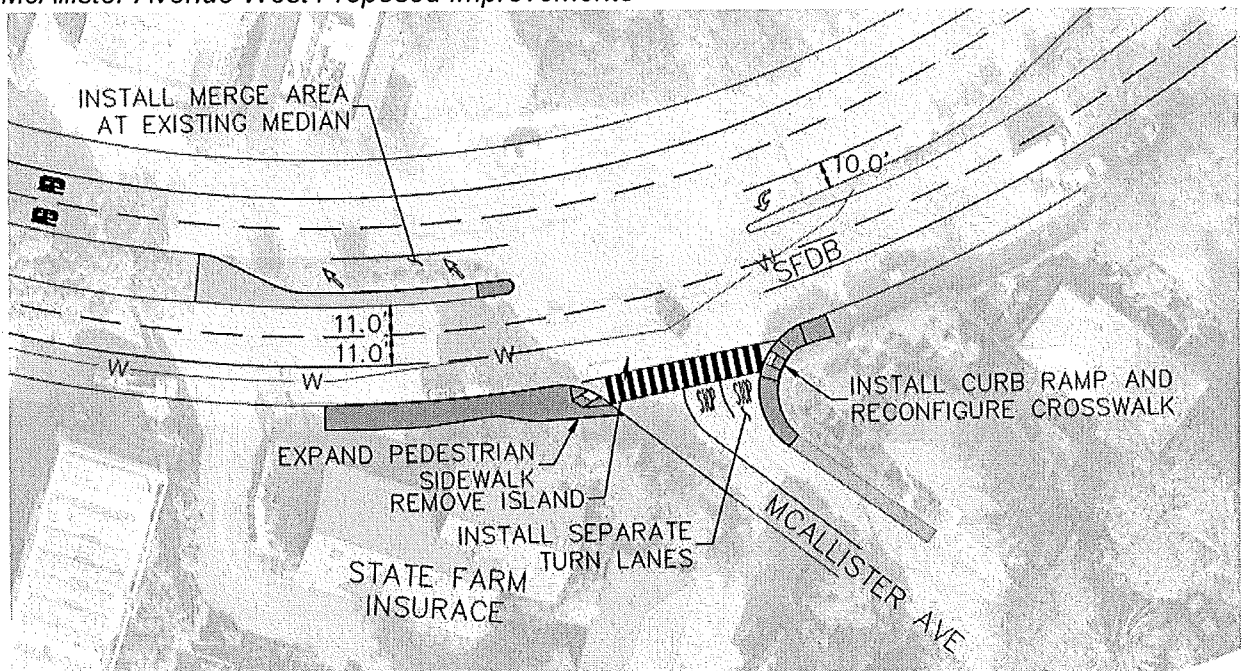


## 7. McAllister Avenue (West) and Ash Avenue

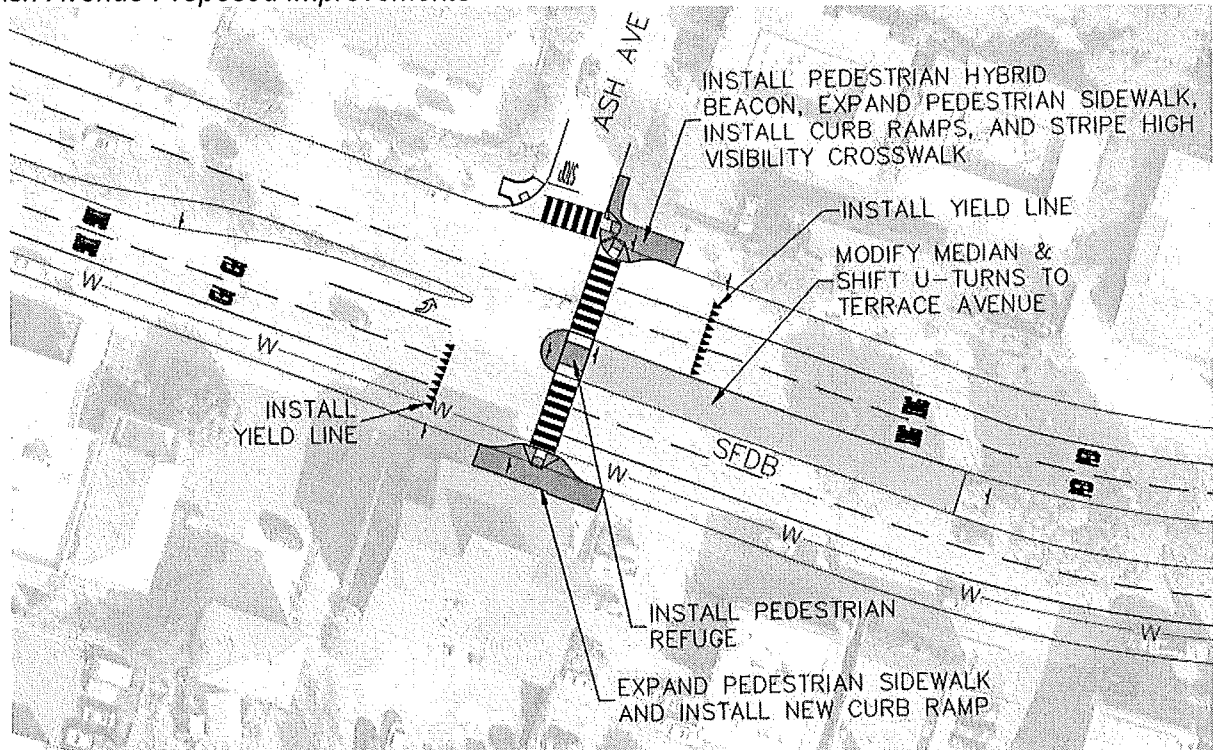
McAllister Avenue (West) intersects Sir Francis Drake at an oblique angle and features a large radius corner to turn on to the roadway from Sir Francis Drake, resulting in a long pedestrian crossing. It is also situated on a curve and near the bottom of a downslope on Sir Francis Drake, which makes it difficult for motorists turning left from McAllister on to westbound Sir Francis Drake to see traffic coming from the east to safely enter the intersection. At Ash Avenue, there is a marked crosswalk; however, that crossing has seen numerous pedestrian-involved collisions as it involves a long crossing of five vehicle lanes at once.

This component will modify the McAllister intersection by shortening the pedestrian crossing and reducing the turn radius of the southwest corner to improve visibility of pedestrians and reduce speeds entering the residential neighborhood. Within the median on the west leg of the intersection, a merge lane will be added to enable motorists turning left on to Sir Francis Drake to proceed when clear of eastbound traffic, pull into the median merge lane, and then merge with westbound traffic when safe to do so. At Ash Avenue, the current westbound U-turn lane will be removed to create a wide median refuge area for pedestrians crossing Sir Francis Drake. Bulb-outs will be provided on each curb side of the crosswalk to further shorten the crossing distance and improve the visibility of pedestrians waiting to cross. A Pedestrian Hybrid Beacon (also known as a HAWK) will be installed to control vehicle movement when pedestrians are present to cross the roadway. The HAWK is a more substantial, effective, and safe crossing beacon for situations with multiple vehicle lanes in each direction.

### *McAllister Avenue West Proposed Improvements*



### *Ash Avenue Proposed Improvements*

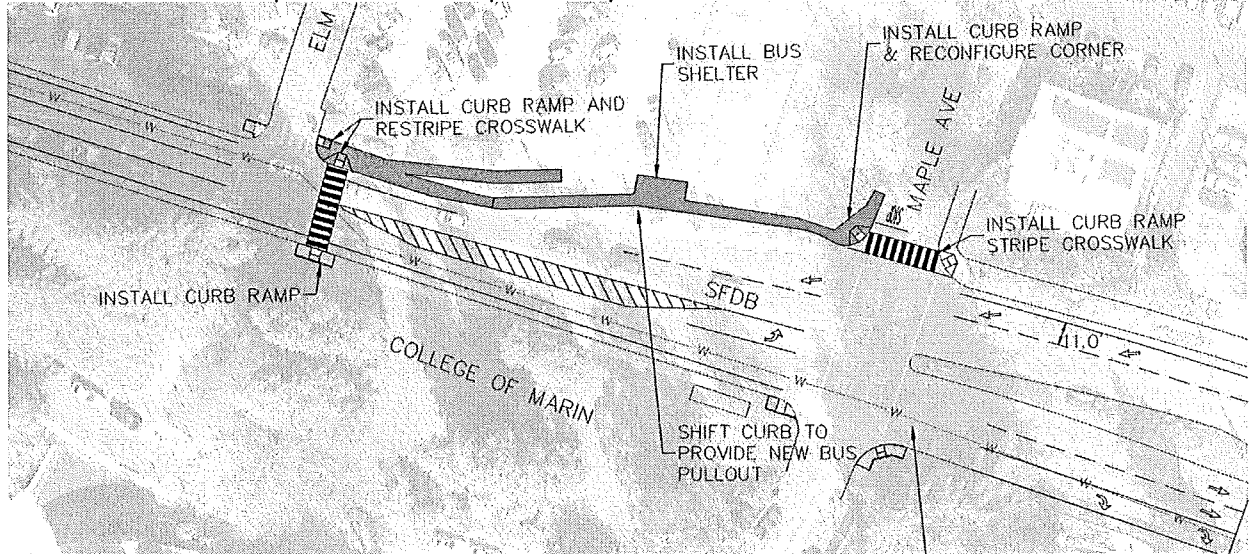


### **8. Elm Avenue and Toussin Avenue**

The segment of Sir Francis Drake west of College Avenue narrows to one lane in each direction with a center two-way left turn lane and features three marked crosswalks, at Elm, Toussin, and Ross Terrace. The current westbound bus stop location is east of Maple Avenue, which has resulted in students crossing Sir Francis Drake to get to College of Marin in unmarked locations. At Toussin Avenue there have been several pedestrian-involved collisions.

This project component will install a Rectangular Rapid Flashing Beacon at the existing marked crosswalk at Toussin Avenue to better alert motorists to the presence of pedestrians crossing Sir Francis Drake. In conjunction with College of Marin and Marin Transit, the westbound bus stop at Maple Avenue will be moved one block further west to be near the signal-controlled Elm Avenue intersection.

*Elm Avenue Bus Stop Relocation Proposed Improvements*



PROJECT COMPONENTS RECOMMENDED FOR CONSTRUCTION SHOULD  
ADDITIONAL FUNDING BE SECURED

The following projects are recommended for construction should additional funding be secured. If additional funds can be secured, construction with the Rehabilitation Project (or at some point in the future) is dependent on when funding is available.

**1. Eliseo Drive to El Portal Multiuse Path**

The current sidewalk on the north side of Sir Francis Drake would be widened to an overall width of 8-10 feet to enable usage by pedestrians and cyclists and provide a safer, more usable path of travel, particularly for students walking or bicycling to school. This section could be accomplished within the current area allocated to the sidewalk while still retaining landscaping and providing a barrier between the path and roadway.

**2. El Portal to Bon Air Road Multiuse Path**

The current sidewalk on the north side of Sir Francis Drake would be widened to an overall width of 8-10 feet to enable usage by pedestrians and cyclists and provide a safer, more usable path of travel, particularly for students walking or bicycling to school. This section would necessitate minor retaining wall improvements in some sections to allow for the necessary path width and retain a barrier between the path and roadway.

**3. Bon Air Road to Bacich School Sidewalk**

The current sidewalk on the south side of Sir Francis Drake along the frontage of Marin Catholic High School is not continuous. This project would widen the sidewalk and reconstruct the school's current exit driveway to provide a continuous sidewalk, The

driveway enters on to Sir Francis Drake at an oblique angle and creates a nearly 100-foot gap in the sidewalk.

## PROJECT COMPONENTS NOT RECOMMENDED FOR CONSTRUCTION AT THIS TIME

### **1. College Avenue Dual Left Turn Lanes**

The intersection of College Avenue and Sir Francis Drake Boulevard currently features a single westbound left turn lane onto southbound College Avenue, which experiences backups that extend into the westbound through lanes on Sir Francis Drake during certain periods, particularly on weekdays during College of Marin class-change periods and during drop-off and pick-up times at Kent Middle School. The proposed improvement would provide two left turn lanes on to College Avenue. This would also involve extending the short, two-lane segment on College Avenue in front of the Ambrosia restaurant back to Sir Francis Drake to receive the two lanes of turning traffic. The merge at the end of the current short, two-lane section in front of Half Day Cafe would remain as the merge point. To provide the additional space on Sir Francis Drake to accommodate the second left turn lane, the through lanes would be shifted to the north, encroaching into the current on-street parking lane. Current on-street parking would be retained by shifting the parking lane northward by incorporating what is now a landscape strip between the sidewalk and curb.

Community concern about potential impacts to College Avenue and the businesses that front it, revisions to on-street parking, and the potential loss of landscaping has been consistent through the public process. It is also recognized that there are several ongoing traffic flow issues on College Avenue beyond the scope of the Sir Francis Drake rehabilitation that are appropriate for additional analysis and a separate community discussion. Deferring the dual left turn design concept at this time will not affect other components of the Rehabilitation Project; traffic conditions at the intersection will continue as they do currently.

### **2. Bon Air Road to Corte Comoda Sidewalk Widening**

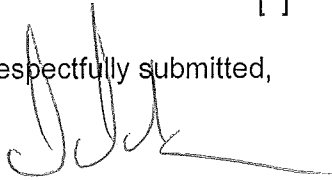
This project would widen the sidewalk on the north side of Sir Francis Drake from Bon Air Road westward to Corte Comoda. This project was determined to be infeasible at this time as this segment currently has a retaining wall over which the current, narrower sidewalk ramps up to connect with the Rosey Path, a paved pedestrian path that connects to the end of Almenar Drive. The significant cost of reconstructing the retaining wall while maintaining the Rosey Path connection and correcting current slope and grade deficiencies is beyond the resources available. Funding for design and construction of this project could be pursued through various grant opportunities at a later date without affecting the other improvements to the roadway in this segment.

**CONCLUSION:** Staff recommends that the Board of Supervisors conduct a public hearing and move to approve the attached Resolution to certify the Sir Francis Drake Boulevard Rehabilitation Project Final EIR as adequate and complete pursuant to CEQA, the State CEQA Guidelines, and the Marin County Environmental Review Guidelines and Procedures. Subsequent to Final EIR certification, staff recommends that your Board conduct a public hearing and approve the Sir Francis Drake Boulevard Rehabilitation Project as proposed.

**FISCAL IMPACT:** There is no impact to the General Fund by this action. The project is funded through TAM Measure A Transportation Sales Tax, Road Rehabilitation Fund, and other grant funds awarded to the County and are released by the TAM Board for each phase of the project's development and execution.

REVIEWED BY:	<input checked="" type="checkbox"/>	County Administrator	<input type="checkbox"/>	N/A
	<input type="checkbox"/>	Department of Finance	<input checked="" type="checkbox"/>	N/A
	<input checked="" type="checkbox"/>	County Counsel	<input type="checkbox"/>	N/A
	<input type="checkbox"/>	Human Resources	<input checked="" type="checkbox"/>	N/A

Respectfully submitted,



Dan Dawson, AICP  
Principal Transportation Planner



Bob Goralka  
Principal Civil Engineer

c: Craig Tackabery  
Ernest Klock  
RJ Suokko

- Attachments:
1. Resolution Certifying the Sir Francis Drake Boulevard Rehabilitation Project Final EIR
  2. Sir Francis Drake Boulevard Final Environmental Impact Report Amendment
  3. Resolution Approving the Sir Francis Drake Boulevard Rehabilitation Project and Mitigation Monitoring and Reporting Program
  4. Sir Francis Drake Boulevard Mitigation Monitoring and Reporting Program

