



**Transportation System Analysis and Evaluation (TSAE)
For State Route 131 within the Town of Tiburon in Marin County from
Lyford Drive to Main Street (end of the route)**



Approved by:

Lee Taubeneck
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District 4 Deputy District Director
Transportation Planning & Local Assistance

28 Oct 2013
Date

Biyan Sartipi
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District 4 District Director

10-29-13
Date

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Purpose and Need

Relinquishment of individual State Highway System (SHS) routes or route segments can be initiated by either the California Department of Transportation (Caltrans) or a local agency. Chapter 25 of the Project Development Procedures Manual outlines the relinquishment process. The Town of Tiburon (Town) has requested the relinquishment of State Route (SR) 131 from Lyford Drive to Main Street within the town limits. This Transportation System Analysis Evaluation (TSAE) is the initial step in this process of legislative relinquishment.

The purpose of the TSAE is to determine if this relinquishment is in the best interests of the State. For this assessment, Transportation Concept Reports as well as other System Planning documents and information are used and input is obtained from District and Headquarters functional units to evaluate the current and future use of the facility as it pertains to the mission and responsibilities of the State, and to make a recommendation regarding the relinquishment request. However, there is no existing Transportation Concept Report (TCR) for SR 131, so other system planning information is being used.

Caltrans Mission and Responsibilities

The mission of Caltrans is to improve mobility across California. Caltrans is responsible for the interregional and regional movement of people and goods and is the owner and operator of the SHS. Caltrans works continuously, cooperatively, and comprehensively with its transportation partners and local agencies on the development and operations of California's multi-modal transportation system.

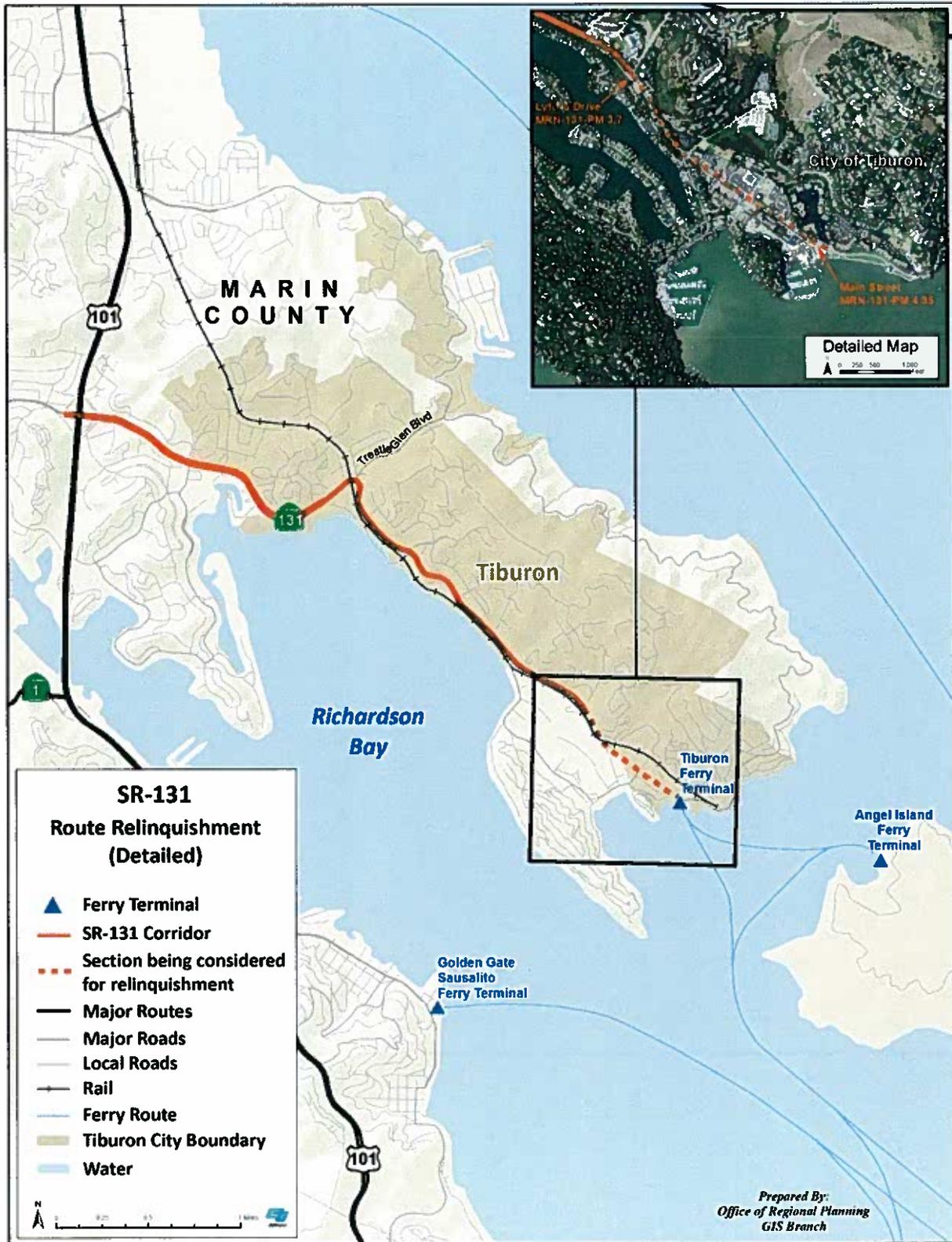
Description of Route

Statutory Route Description

The statutory description for SR 131 is as follows:

“Route 131 is from Route 101 to Tiburon.” (Streets and Highway Code Section 431)

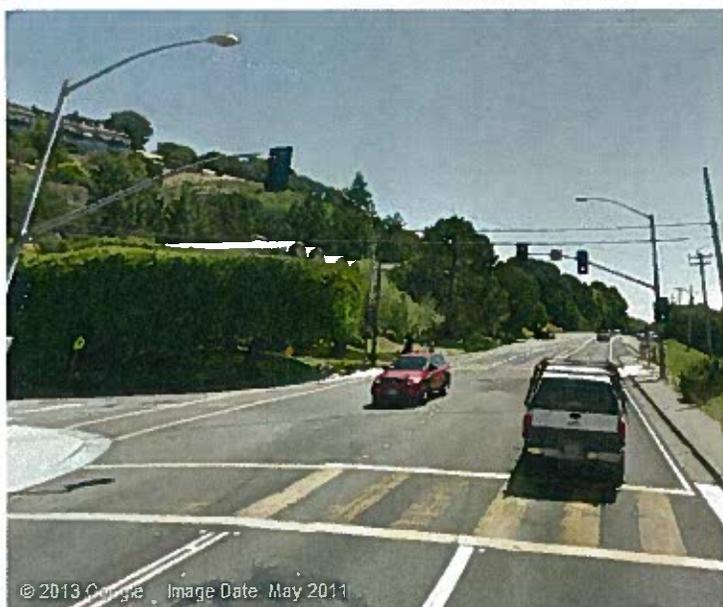
Map of Highway 131 with section considered for relinquishment



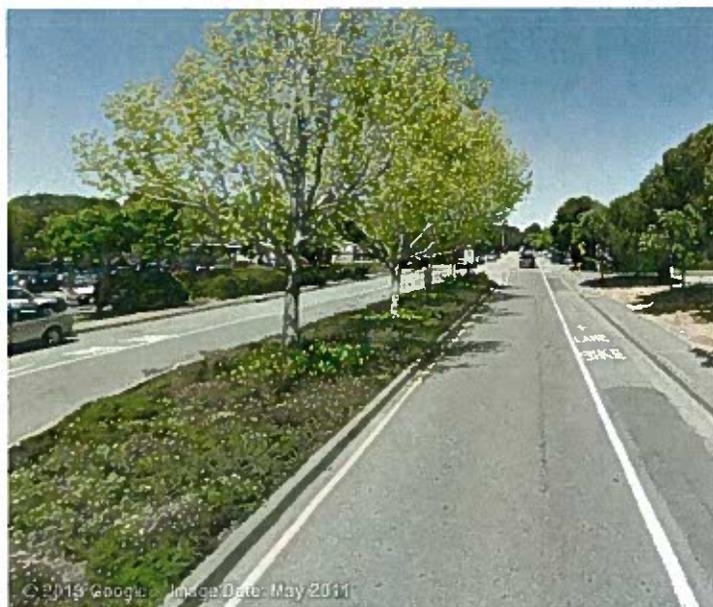
Source: Caltrans District 4

Constructed Route Description

SR 131, as constructed, conforms to the statute that describes the route as extending from US 101 (PM 0.0) to the Town of Tiburon (PM 4.392). SR 131 is called Tiburon Boulevard along its entire length. Beginning at the junction with US 101, it is a four-lane highway divided by a center median until it reaches Trestle Glen Boulevard. Then it narrows to two lanes along the Tiburon Peninsula heading into Tiburon. In downtown Tiburon, the two-lane road widens to include a median, shoulder parking and/or bike lanes, and frequent left and right-turn lanes. Its eastern terminus is at the traffic circle east of the Main Street intersection, after which the road becomes Paradise Drive, a local road, which loops around the eastern side of the Tiburon Peninsula to Corte Madera. West of US 101, Tiburon Boulevard becomes East Blithedale Avenue, a local road which leads into Mill Valley.



Tiburon Boulevard at Lyford Drive



Downtown Tiburon Boulevard

Segment Requested for Relinquishment

The Town of Tiburon requested relinquishment from Lyford Drive (PM 3.7) to Main Street (PM 4.35). The route terminates at PM 4.392 east of the Main Street intersection at Paradise Drive, a local road.

Route Designations

Functional Classification

The Functional Classification system, implemented by the federal government in 1976, describes the process by which streets and highways are grouped into classes according to the character of service they are intended to provide. In this federally approved California Road System network, SR 131 is designated as conventional urban arterial serving local traffic.

Interregional Road System (IRRS)

The IRRS is legislatively designated by the State to be critical to the region-to-region and to-and-through movement of people and goods. SR 131 it is not included in the IRRS.

Freight Designation

SR 131 allows trucks under the California Legal Truck designation to a 65-foot maximum truck length.

Transit Facilities

Golden Gate and Marin Transit run fixed-route regional commute and local transit services along SR 131. The Blue and Gold Fleet offers ferry service between the Tiburon Ferry Terminal at Main Street and Tiburon Boulevard and to the Ferry Building and Pier 41 in San Francisco.

Bicycle and Pedestrian Facilities

Downtown Tiburon has sidewalks paralleling the highway as well as marked Class II bike lanes, which connect to the multi-use path that follows the highway alignment on its west side from Mar West Street to Trestle Glen Boulevard.

Current and Projected Traffic

SR 131 had an annual average daily traffic (AADT) volume of 5100 vehicles in 2011. A modest increase in travel demand can be anticipated based on household (4 – 7 percent) and employment (12 - 15 percent) growth projected over the next 25 years, per 2009 data from the Association of Bay Area Governments.

The main corridor issues are capacity constraints during school drop-off and pick-up peak times and weekend congestion, access and parking problems in the downtown area of Tiburon, as well as constraints at the interchange with US 101.

Existing Operations and Maintenance Agreements

The Maintenance Agreement of July 1980 between the Town of Tiburon and the State does not delegate any maintenance functions from the State to the Town. Maintenance is performed by Caltrans. Per this Agreement, the State bills the Town for its share of cost for maintaining and operating traffic signals and safety lighting.

Coordination with State & Local Plans and Programs

The General Plan for the Town of Tiburon specifies SR 131 (Tiburon Boulevard) as the primary access for Tiburon, connecting US 101 to downtown Tiburon. It is designated as a “Major Arterial” from US 101 to Trestle Glen Boulevard, and a “Minor Arterial” from Trestle Glen Boulevard to Main Street in the Circulation Element of the Town’s 2005 General Plan.

Currently, there are no State Transportation Improvement Program (STIP) or State Highway Operation and Protection Program (SHOPP) projects planned or programmed for the segment of

SR 131 in Tiburon considered for relinquishment. Corridor investments are targeted towards improvements at the US 101/Tiburon Boulevard interchange. Local efforts focus on improvements to transit service and bicycle and pedestrian access and connectivity in the corridor and to better connections to regional bus and ferry services, per recently completed *Tiburon Transit Needs Assessment* study.

Basis of Request for Relinquishment

The Town of Tiburon is requesting the relinquishment of SR 131 from Lyford Drive to Main Street to local ownership and operation. In 2012, the District conducted an evaluation of District State Highway System (SHS) routes to assess which routes to recommend for relinquishment based on their diminishing role in providing for interregional and regional mobility of people and goods. SR 131 in its entirety is listed as one of the highways recommended for relinquishment.

District 4 engaged in initial discussions of relinquishment of SR 131 with the Town in the Spring of 2012. The Town had for some time expressed interest in taking over parts of the route in order to be more flexible in the design and implementation of local planning and community design efforts. The outreach culminated in the official written request by the Town dated May 3, 2012 (see attachment), to the District Director to initiate the relinquishment process of the eastern end portion of the SR 131, from Lyford Drive to Main Street.

Relinquishment Recommendations

Background Information

SR 131 is a stub route of approximately 4.3 miles in length. It is the core arterial serving the Tiburon Peninsula and carries almost exclusively local traffic¹. At the end of the route it connects to the Tiburon-San Francisco ferry service, which is mostly locally used², but is also an attractive connection for tourists.

Route Concept Reports (RCRs), now called Transportation Concept Reports (TCRs), were District planning documents that described the Department's vision and conceptual improvement options for a given transportation route over a 20-year planning horizon. These reports were developed by the Districts for most State routes during the late 1980s. A RCR/TCR was not prepared for SR 131, which indicates its low importance for the regional and interregional network.

Overall Recommendation

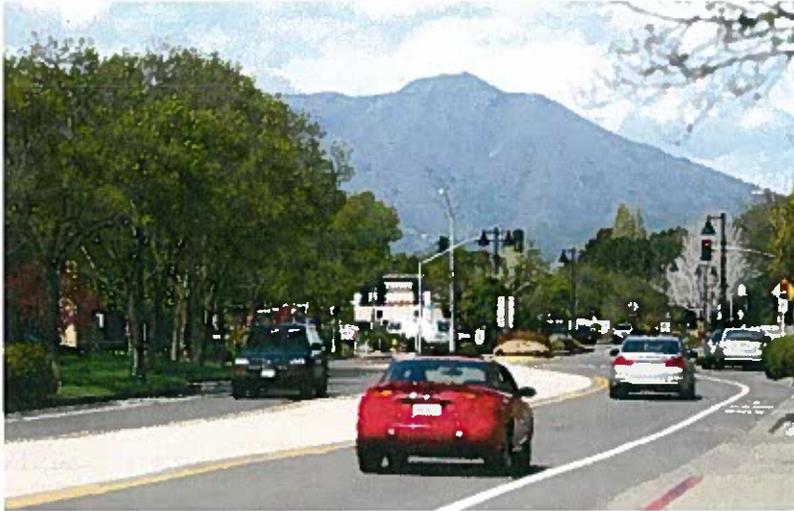
Based on the local character of travel along SR 131, the relinquishment of the entire route to local control is recommended. The Town has requested relinquishment of only the easternmost segment of the route, from Lyford Drive to the current end of the route. Caltrans supports relinquishment of this segment and considers it as an initial step leading to the relinquishment of

¹ A connection from Tiburon via Angel Island to San Francisco was envisioned at some point in the 1950s and explains why the route became part of the SHS.

² The majority of commuter ferry trips are between San Francisco and Tiburon/Belvedere (only about two percent of trips originate in Mill Valley), per recently completed *Tiburon Transit Needs Assessment* study.

the entire route. Tiburon has indicated that, the Town is not able to accept relinquishment of the entire route within its jurisdiction at this time. There is also a small segment in unincorporated Marin County.

As with other recommended relinquishments, this transfer to local control would have multiple benefits to both Tiburon and the State. It would allow the Town to be more responsive to community needs in their planning, improvement, and operation of that facility. It would result in cost savings for the local agency and the State by eliminating the need for encroachment permits and extensive coordination on improvement projects. It would also eliminate cost for ongoing maintenance, incidence response efforts, and tort liability for the State.



Downtown Tiburon Boulevard

Photo: Alan Dep

Specific Recommendations

Agreements between the State and the Town of Tiburon should address the following considerations:

- As this is the end of the route, system continuity must be maintained for the benefit of the traveling public. The Town would ensure that signage within its right-of-way provides directional information concerning access to and from SR 131 as well as access to and from the Tiburon Ferry Terminal providing ferry service into San Francisco.
- Proposed legislation (AB 747, Levine) would require the Town of Tiburon to maintain the continuity of the route.
- The Town would agree that any degree of closure of the facility, except for maintenance and incident management, would not completely inhibit use of the road by through traffic on SR 131.

District Coordination on Relinquishment

Project Lead:	Program/Project Management
Project Functional Lead:	Division of Design
System Evaluation:	Division of Transportation Planning & Local Assistance
Community Liaison:	Division of Programming
Mapping:	Division of Right-of-Way
Project Manager:	Betsy Joseph
District System Planning Lead:	Ina Gerhard
District System Planning Evaluation:	Ngozi Ezekwo

Attachment

- **Attachment: Local Agency Relinquishment Request**

*See transmittal -
cc: sean*



May 3, 2012

Mr. Bijan Sartipi
District Director
California Department of Transportation
111 Grand Ave.
P.O. Box 23660
Oakland, CA 94623

Subject: Relinquishment of End Portion of State Route 131 – Tiburon Blvd.

Dear Mr. Sartipi:

Last evening the Tiburon Town Council voted to express the Town's interest in initiating the process to relinquish the eastern end-portion of State Route 131, from Lyford Drive to Main Street.

As a next step in the relinquishment process, we understand that Caltrans staff will promptly initiate the preparation of a System Analysis (TSAE) and Project Scope Summary Report (PSSR) for review.

The Town will assist your staff in any way possible to expedite the process. We understand from our conversation on February 22, 2012, with Mr. Curt Davis, Supervision Transportation Planner, that the Town is not committed to complete the relinquishment process if the Town determines along the way that it is not in its best interests to do so. Therefore, this request is contingent upon the Town's right to withdraw from the relinquishment process at any time without cost or obligation to the Town.

We have had a great working relationship with Caltrans on projects in our local community and look forward to working with Caltrans again through this process. Please let us know what the next steps are.

Very truly yours,

Nicholas T. Nguyen, P.E.
Director of Public / Town Engineer

Cc: P. Curran
Curt Davis, Caltrans
Erik Alm, Caltrans
Wingate Lew, Caltrans
Dianne Steinhauser, Executive Director, TAM, 750 Lindero Street, Suite 200, San Rafael, CA 94901
Project file

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Richard Collins
Councilmember
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Frank Doyle
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Alice Spadicks
Councilmember
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Margaret A. Curran
Town Manager