



## Agenda Item No. 8.

### Staff Report

**Date:** April 25, 2024

**To:** Mayor and Council Members

**From:** Richard Simonitch, Public Works Director  
Christa Johnson, Town Manager

**Subject:** Draft Five Year Capital Improvement Plan

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#### Recommendation

This is a discussion item to receive input from the Town Council on the Draft Five Year Capital Improvement Plan (CIP) document. Based on the discussion, an updated final version of the CIP will be included for adoption in the Fiscal Year 2024-25 budget document.

#### Background and discussion

The Five-Year Capital Improvement Plan (CIP) is a planning tool designed to identify facilities and infrastructure improvements which will be considered for development over a five-year time frame beginning with a review of FY 2023-24 and continuing through FY 2027-28. This item includes CIP tables showing proposed Capital Improvement projects and their currently estimated costs as well as identified revenues for funding those improvements. The CIP is a companion portion of the budget process for the fiscal year 2024-2025 (FYE25) budget and this Draft CIP will be updated and included within the FYE25 budget document.

The continued development of capital infrastructure and public facilities will be essential to the future of the Town. Like most other jurisdictions, the Town faces challenges in which demand for infrastructure and facilities exceeds the resources available for their construction and operation. This challenge is better understood by going through the process of developing the CIP. The improvements identified in the CIP that are approved by the Town Council will provide a clear and achievable investment that will maintain, improve, and expand the infrastructure and facilities serving the residents of Ross.

The CIP is intended to be dynamic in nature and will change from year to year as priorities, needs and funding change. The CIP is a guide for the consideration, selection, and development of

roads, drainage facilities, bridges, parks, and other Town buildings and facilities. There will be continual refinement of this information as we move forward.

**Fiscal, resource and timeline impacts**

This CIP shows rough estimated expenses and revenues to fund the Town's future capital projects through FYE28. Many of the expense estimates are preliminary and are anticipated to change as scopes and designs move forward on the respective projects. Figures will be updated as better information becomes known.

**Alternative actions**

Alternatives to the proposed projects shown in the CIP can be discussed.

**Environmental review (if applicable)**

N/A

**Attachments**

- Draft 5 Year Capital Improvement Plan (CIP) document

**TOWN OF ROSS**  
**DRAFT 5 YEAR CAPITAL IMPROVEMENT PLAN (CIP)**  
**Fiscal Year 2023-24 through 2027-28**

**Background and discussion**

The Five-Year Capital Improvement Plan (CIP) is a planning tool designed to identify facilities and infrastructure improvements which will be considered for development over a five-year time frame beginning in FY 2023-24 estimated actuals through FY 2027-28. This item includes CIP tables showing a list of proposed capital improvements and their currently estimated expenses as well as revenues identified for funding those improvements. The CIP is a companion portion of the budget process for the fiscal year 2024-2025 (FYE25) budget.

A 5-Year CIP is useful in:

- Identifying long-term capital improvement objectives with direction from the Town Council
- Identifying possible funding opportunities
- Enhancing coordination and communication between departments and other entities involved in the development of capital projects
- Increasing alignment between infrastructure and facilities projects and the Town Council's goals, objectives and annual budget process
- Increasing the awareness of planned capital projects for the public and community partners

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The CIP is intended to be dynamic in nature and will change from year to year as priorities, needs and funding change. The CIP is a guide for the consideration, selection, and development of roads, drainage improvements, bridges, parks, and other Town buildings and facilities. There will be continual refinement of this information as we move forward.

Financial tabulations are included at the end of this report summarizing the forecasted expenses, revenues, and the pavement program through FYE28.

**Figure 1 - Expenses** shows capital projects included in this year's budget as well as the next four fiscal years for road resurfacing, drainage infrastructure, bridge replacement or repair, and other Town facilities.

## **Roadway Improvements**

**Pavement Rehabilitation Program:** Roadway projects selected for Pavement Rehabilitation Program are usually prioritized based on annual condition assessment of the Pavement Condition Index (PCI) and the timing of major underground pipeline projects by the Town as well as trenching operations proposed by RVSD, MMWD and PG&E. FYE24 saw the partial completion of Phase II of the Laurel Grove Safe Pathways Project, which involved the complete pavement rehabilitation of Laurel Grove Avenue between Sir Francis Drake Boulevard and the private driveway known as Monte Alegra.

In general, streets with PCI's higher than 80 can benefit from periodic slurry seals to add 3-5 years of additional pavement "life" so the Town sets aside \$15,000 each year for this purpose. Other slurry seal candidates include streets with higher PCI's that have undergone recent extensive open trench-related pavement restoration. Some likely candidates for the FYE25 slurry seal program would be Brookwood Lane or Redwood Drive, which were both paved back in 2017.

Figure 3 shows the specific roadway segments to be rehabilitated each year as part of the 5-year Pavement Rehabilitation Program schedule along with their current PCI. The costs in total by fiscal year are included in Figure 1.

**ADA Transition Plan – Improvements:** The Town of Ross updated the 2007 ADA Transition Plan in FYE21 which identified and cataloged all the pedestrian public access routes in Town, including sidewalks, pathways, and accessible ramps within the Town-maintained roadway system. This report is used by Public Works to assess and prioritize needs within Town. Short term projects from this plan include sidewalk and pathway repairs along Sir Francis Drake and Shady Lane. Similar to the pavement rehabilitation program, these types of maintenance projects are funded by the Roadway Fund and Gas Tax Fund.

**ADA Transition Plan – Town Hall Buildings:** The Town of Ross prepared an ADA Transition Plan for the Town Hall in FYE22 to identify ADA compliance needs for those structures identified as "Public assembly areas". The FYE23 CIP proposed a reconstruction of the administration and accessible parking area damaged by tree root uplift adjacent to the Town Hall. These improvements included the addition of two compact parking spaces for the EV station that was installed in 2020. This project was carried over into FYE24 and is estimated to cost about \$120,000. It will be funded by the Facilities and Equipment fund.

**Laurel Grove Safe Routes to School (SRTS) Project Phase II:** This project, when completed will provide a new pedestrian pathway on Laurel Grove from Sir Francis Drake to Canyon Way and will include some pavement widening, traffic calming, and realignment of the roadway to accommodate the safe pedestrian route. A \$400,000 Safe Pathways to School grant awarded by the Transportation Authority of Marin (TAM) in 2019 and the Roadway and Gas Tax funds provide the balance of funding for this \$1,300,000 (estimated) project. The Phase II project was divided into two phases to allow time to acquire the necessary right of way near Canyon Road. The first part (Phase IIA) which ends after the intersection with Monte Alegra was completed in the

Summer of 2023, with the remainder (Phase IIB) to Canyon Rd. scheduled for the Spring of 2024. Looking ahead to a future Phase III extension from the Phase IIB limits at Canyon Road toward Makin Grade, the Town received a \$75,000 grant from MTC in 2021 for preliminary engineering and right of way surveying. If the Town Council approves this Phase III extension, final design would be scheduled to coincide with the construction of Phase IIB, however the forecasted shortfall in the roadway fund by FYE25 will require a readjustment of the pavement program or additional grant funding to accommodate the Phase III improvements.

### **Bridges & Drainage**

**Winship Bridge – HBP – Replacement:** The Winship Bridge replacement project completed the California environmental certification process (CEQA) in 2020 but is still in the final stages of the Federal environmental certification process (NEPA). Right-of-way and final design is expected to be completed by the end of 2024 and construction is expected to commence in Fall of 2025.

The funding for this project is on track to be fully funded by the Highway Bridge Program (HBP), State Toll Credits, and some Marin County Flood Control (MCFCD) Flood Zone 9 funding. The program has recently seen additional federal infrastructure funding commitments and the project will continue with NEPA, Right-of-Way, and final design tasks which are fully reimbursable under the HBP. The draft CIP currently assumes that HBP construction funding will be available on schedule for construction commencing in Fall of 2025 and completion in 2026.

**Drainage Improvements – Town wide:** In 2019 the extensive Bolinas Avenue Storm Drain project was completed under a joint-funding agreement with the Town of San Anselmo. The CIP is proposing an extension of that project to redirect the Bolinas Avenue runoff from the outfall at the Winship bridge to a point further downstream, just below the Sir Francis Drake bridge. This project will provide an additional level of flood protection to the Bolinas Avenue residents and will cost approximately \$850,000 and would be funded by the Drainage Fund. Design would be completed in 2024 and construction could be completed by 2025.

Most of the Town’s remaining drainage improvement projects are small, localized replacement projects which are primarily identified in consideration of public safety and frequency of failure. The Town hired a consultant team in FYE22 to prepare a Storm Drain Master Plan to identify the long-range maintenance and replacement needs of the Town-maintained storm drain system and the CIP is budgeting \$150,000 per year to fund these rehabilitation-type projects.

**Creek Bank Protection Town Hall Parcel:** Stabilization along the Corte Madera Creek bank near the Town Hall back parking lot is needed soon to stabilize the bank and prevent erosion, coinciding with the timing of the Town facilities redevelopment project.

### **Facilities**

The public safety building is physically and functionally obsolete, with extensive structural deficiencies, and is not compliant with Essential Service Act requirements for public safety buildings. Technical studies have determined that it would be cost prohibitive to correct the numerous deficiencies and non-compliance issues.

Following a Town Council policy decision in November 2021 to eliminate Fire Station 18 in Ross, the Town began a Town Facility Master Plan which will provide the facility's goals and priorities, site analysis and program information, an illustrative site plan (with multiple concepts reviewed in the process), phasing, implementation sequence, and costs associated with the facility development. This process, which included community engagement and meetings to develop policies and facilities that best meet the needs for Ross was completed in June 2023. The Capital Projects Fund section of Figure 1 represents an estimated cost of \$11,800,000 expended through FYE28. This includes the cost to complete the design and environmental certification for the Town facilities project and construct the undergrounding of overhead facilities, and begin construction of the new Town Administration, Police, and Paramedic facilities in 2028.

The Town established a Rule 20A undergrounding district in 2019 to underground the overhead utility lines along the Town Hall parcel frontage as part of the redevelopment of the Town's facilities on this parcel mentioned above. In 2021 the Rule 20A program underwent major changes by the California PUC which essentially ended the Rule 20A credit allocation program the "5-year borrow" option, and the ability to purchase credits from other agencies at discounted costs. PG&E has estimated the cost of this undergrounding project to be approximately \$1,500,000. The Town was recently informed that our accumulated \$280,000 in Rule 20A credits cannot be expended because of the disparity in costs so the Town will need to contribute all the costs through FYE26 to fund this project.

Related to parks and recreation facilities, the Town completed the Ross Common Landscaping Improvement Master Plan in FYE22 which identifies several minor projects intended to improve and enhance public access to the Common, with implementation occurring over the next five years. The first project, completed in 2022, was the rehabilitation and replacement of the asphalt pathways and sidewalks throughout the Common and along the street frontage, at a cost of \$178,000. The Town utilized State Proposition 68 grant funds of \$177,000 to fund the pathway project on the Ross Common, with the remainder coming from the Facilities and Equipment Fund. The remaining projects planned over the next four years include the installation of minor park amenities that were identified in the Landscape Improvement Master Plan, and the replacement of the pedestrian bridges at Natalie Coffin Greene Park.

**Figure 2 - Revenues** show the revenue sources for the capital projects included in Figure 1. The Roadways, Bridges, and Drainage improvements are shown being funded by a mix of grant programs, roadway and drainage impact fees, and by utilizing a portion of the existing fund balances in the Roadway and Drainage Funds which are designated for capital improvements. Revenue from impact fees have been reduced by approximately 25% from previous years estimates to account for the perceived slow-down in new construction permits and the new California laws regarding charging impact fees on new ADU permits.

A Capital Projects Fund in fiscal year ending 2024 was created for the purpose of providing funding for the cost of rebuilding and modernizing the Town facilities along with other major capital projects. The Capital Projects Fund is anticipated to have a balance of \$10 million at the

end of FYE25. The Facilities and Equipment Fund which provided most of the funding for the Capital Projects Fund is estimated to have a balance of \$994,219 at the end of FYE25. Since the cost of forecasted capital projects exceeds the amount available, other sources will likely need to come from some form of debt financing.

Other funding sources for facilities and parks will be reviewed, analyzed, and potentially pursued including additional funds from the Operating Fund, grants, partnering relationships, contributions, and potential ballot measures.

**Fiscal, resource and timeline impacts**

This CIP shows rough estimated expenses and revenues to fund the Town’s future capital projects through FYE28. Many of the expense estimates are preliminary and are anticipated to change as scopes and designs move forward on the respective projects. Figures will be updated as better information becomes known.

**Figure 1**  
**Capital Improvement Plan (CIP) Expenses**

**Expenses**

Item	Account	FY 23-24 Est. Actual	FY 24-25 Budget Est.	FY 25-26 Budget Est.	FY 26-27 Budget Est.	FY 27-28 Budget Est.	Total
<b>Expenditures</b>							
<b>Roadway Improvements</b>							
Pavement Rehabilitation Program	9040-45		\$192,000	\$205,000	\$77,000	\$211,000	\$685,000
Road Improvements TAM AA & B	9040-45	\$67,500	\$68,000	\$92,000	\$68,000	\$68,000	\$363,500
Gas Tax+RMRA		\$130,000	\$130,000	\$130,000	\$130,000	\$130,000	\$650,000
ADA Transition Plan - Improvements	9125-45/51	\$36,500	\$45,000	\$25,000	\$25,000	\$25,000	\$156,500
Safe Routes - Laurel Grove	9075-45	\$591,300	\$338,400				\$929,700
Allen ped improvements	9040-45		\$200,000				\$200,000
<b>Subtotal</b>		<b>\$825,300</b>	<b>\$973,400</b>	<b>\$452,000</b>	<b>\$300,000</b>	<b>\$434,000</b>	<b>\$2,984,700</b>
<b>Bridges &amp; Drainage</b>							
Winship Bridge - HBP - Replacement	9064-65	\$125,000	\$1,500,000	\$4,000,000	\$2,000,000		\$7,625,000
Drainage Improvements - Townwide	9007-65	\$340,300	\$150,000	\$150,000	\$150,000	\$150,000	\$940,300
Bolinas-SFD Drainage	9205-65	\$77,000	\$250,000				\$327,000
Storm Drain Master Plan	9200-65	\$23,000					\$23,000
Creek Bank Protection Town Hall site				\$300,000			\$300,000
<b>Subtotal</b>		<b>\$565,300</b>	<b>\$1,900,000</b>	<b>\$4,450,000</b>	<b>\$2,150,000</b>	<b>\$150,000</b>	<b>\$9,215,300</b>
<b>Facilities</b>							
Natalie Coffin Greene Park Bridges	9062-66	\$35,000	\$165,000				\$200,000
Town Hall Improvements	9189-66	\$20,000	\$20,000				\$40,000
Public Safety Building	9199-66	\$25,000	\$25,000				\$50,000
SFD-Lagunitas Utility Undergrounding	9201-45	\$20,000	\$0	\$0	\$0		\$20,000
Ross Common Rehabilitation	9188-66	\$125,000	\$50,000				\$175,000
ADA Transition Plan - facilities	9126-66	\$20,000	\$120,000				\$140,000
Laurel Grove Right-of-Way Acquisition	9215-66	\$95,000	\$0				\$95,000
<b>Subtotal</b>		<b>\$340,000</b>	<b>\$380,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$720,000</b>
<b>Capital Project Fund</b>							
Town Master Plan Facilities	9185-76	\$50,000	\$250,000	\$1,000,000	\$3,000,000	\$6,000,000	\$10,300,000
SFD-Lagunitas Utility Undergrounding	9201-66	\$0	\$500,000	\$1,000,000	\$0	\$0	\$1,500,000
<b>Subtotal</b>		<b>\$50,000</b>	<b>\$750,000</b>	<b>\$2,000,000</b>	<b>\$3,000,000</b>	<b>\$6,000,000</b>	<b>\$11,800,000</b>
<b>Total Expenditures</b>		<b>\$1,780,600</b>	<b>\$4,003,400</b>	<b>\$6,902,000</b>	<b>\$5,450,000</b>	<b>\$6,584,000</b>	<b>\$24,720,000</b>



**Figure 2  
Capital Improvement Plan (CIP) Revenues**

**Revenues**

Item	Account	FY 23-24 Est. Actual	FY 24-25 Budget Est.	FY 25-26 Budget Est.	FY 26-27 Budget Est.	FY 27-28 Budget Est.	Total
<b>Revenues</b>							
<b>Roadway Improvements</b>							
Road Impact Fees	5115-45	\$230,000	\$180,000	\$180,000	\$180,000	\$180,000	\$950,000
TAM LSR Measure A, AA	5504-45	\$67,500	\$68,000	\$68,000	\$68,000	\$68,000	\$339,500
TAM Measure B - Element 1	5505-45	\$0	\$0	\$24,000	\$0	\$0	\$24,000
Gas Tax+RMRA		\$126,000	\$130,000	\$130,000	\$130,000	\$130,000	\$646,000
TAM Laurel Grove SRTS Grant II & III		\$160,700					\$160,700
Interest	5170-45	\$20,000	\$15,000	\$15,000	\$15,000	\$15,000	\$80,000
<b>Subtotal Roadway Funding</b>		<b>\$604,200</b>	<b>\$393,000</b>	<b>\$417,000</b>	<b>\$393,000</b>	<b>\$393,000</b>	<b>\$2,200,200</b>
<i>from(+) or to(-) Roadway Fund balance</i>		<i>\$221,100</i>	<i>\$580,400</i>	<i>\$35,000</i>	<i>-\$93,000</i>	<i>\$41,000</i>	<i>\$784,500</i>
<b>Bridges &amp; Drainage</b>							
Winship Bridge - HBP funding	5140-65	\$125,000	\$1,500,000	\$4,000,000	\$2,000,000	\$0	\$7,625,000
Drainage Impact Fees	5115-65	\$230,000	\$180,000	\$180,000	\$180,000	\$180,000	\$950,000
Interest	5170-45	\$40,000	\$30,000	\$15,000	\$15,000	\$15,000	\$115,000
<b>Subtotal Bridge + Drainage Funding</b>		<b>\$395,000</b>	<b>\$1,710,000</b>	<b>\$4,195,000</b>	<b>\$2,195,000</b>	<b>\$195,000</b>	<b>\$8,690,000</b>
<i>from(+) or to(-) Drainage Fund balance</i>		<i>\$170,300</i>	<i>\$190,000</i>	<i>\$255,000</i>	<i>-\$45,000</i>	<i>-\$45,000</i>	<i>\$525,300</i>
<b>Facilities</b>							
Transfer in and use of reserves			\$475,000	\$245,000			\$720,000
<b>Subtotal Facilities Funding</b>		<b>\$0</b>	<b>\$475,000</b>	<b>\$245,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$720,000</b>
<b>Capital Projects Fund</b>							
General Fund Transfers in		\$9,506,365	\$1,300,000			\$993,635	\$11,800,000
Other funding							\$0
<b>Subtotal Capital Funding</b>		<b>\$9,506,365</b>	<b>\$1,300,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$993,635</b>	<b>\$11,800,000</b>
<b>Total Revenue</b>		<b>\$10,896,965</b>	<b>\$4,648,400</b>	<b>\$5,147,000</b>	<b>\$2,450,000</b>	<b>\$1,577,635</b>	<b>\$24,720,000</b>

### Figure 3 - PAVEMENT REHABILITATION PROGRAM

Schedule for 2024-25	PCI	AREA	
Laurel Grove (Phase 2B)	71-86	10,000 SF	\$43,870
Allen Avenue	84	16,750 SF	\$73,483
Annual Slurry Seal			\$15,000
		Subtotal	\$132,353
		Including 20% Contingency and 25% Engineering	<b>\$191,912</b>

Schedule for 2025-26	PCI	AREA	
Canyon Road	50-79	21,500 SF	\$94,321
Morrison Road	20	16,200 SF	\$71,070
Walters Road	64	11,520 SF	\$50,539
Annual Slurry Seal			\$15,000
		Subtotal	\$230,930
		Including 20% Contingency and 25% Engineering	<b>\$334,848</b>

Schedule for 2026-27	PCI	AREA	
Winding Way (Laurel Grove to 600' West)	54	11,400 SF	\$50,012
Garden Rd.	48	9,520 SF	\$41,765
Hill Road	43	8,250 SF	\$36,193
Annual Slurry Seal			\$15,000
		Subtotal	\$142,970
		Including 20% Contingency and 25% Engineering	<b>\$207,306</b>

Schedule for 2027-28	PCI	AREA	
Sir Francis Drake: ElCaminoB-Bolinas	61	31,000 SF	\$135,998
Upper Road (Woodhvn-Oak)	61	19,200 SF	\$84,231
Annual Slurry Seal			\$15,000
		Subtotal	\$235,229
		Including 20% Contingency and 25% Engineering	<b>\$341,082</b>