

Sonoma County General Plan 2020

# CIRCULATION AND TRANSIT ELEMENT

Sonoma County Permit and Resource Management Department  
2550 Ventura Avenue  
Santa Rosa, CA 95403

Adopted by Resolution No. 08-0808  
of the Sonoma County Board of Supervisors  
September 23, 2008



CIRCULATION AND TRANSIT ELEMENT  
TABLE OF CONTENTS

1. INTRODUCTION .....	CT-1
1.1 PURPOSE .....	CT-1
1.2 RELATIONSHIP TO OTHER ELEMENTS .....	CT-1
1.3 SCOPE AND ORGANIZATION .....	CT-2
2. CIRCULATION AND TRANSIT SYSTEM GOALS, OBJECTIVES AND POLICIES ...	CT-2
2.1 TRANSPORTATION CONDITIONS IN 2000 .....	CT-2
2.2 PROJECTED TRANSPORTATION CONDITIONS IN 2020 .....	CT-4
2.3 STRATEGY FOR THE PLANNED CIRCULATION AND TRANSIT SYSTEM	CT-6
2.4 ALTERNATIVE TRANSPORTATION MODES AND VEHICLE USE REDUCTION .....	CT-11
2.5 COUNTYWIDE HIGHWAY SYSTEM .....	CT-15
2.6 PASSENGER AND FREIGHT RAIL .....	CT-20
2.7 PHASING AND FUNDING OF IMPROVEMENTS .....	CT-21
3. CIRCULATION AND TRANSIT POLICIES FOR THE PLANNING AREAS .....	CT-23
4. CIRCULATION AND TRANSIT IMPLEMENTATION PROGRAM .....	CT-33

## FIGURES

Figure CT-1a:	Planned Road and Highway Improvements: Sonoma Coast / Gualala Basin . . . . .	After Text
Figure CT-1b:	Planned Road and Highway Improvements: Cloverdale / N.E. County . . . . .	After Text
Figure CT-1c:	Planned Road and Highway Improvements: Healdsburg and Environs . . . . .	After Text
Figure CT-1d:	Planned Road and Highway Improvements: Russian River Area . . . . .	After Text
Figure CT-1e:	Planned Road and Highway Improvements: Santa Rosa and Environs . . . . .	After Text
Figure CT-1f:	Planned Road and Highway Improvements: Sebastopol and Environs . . . . .	After Text
Figure CT-1g:	Planned Road and Highway Improvements: Rohnert Park - Cotati and Environs . . . . .	After Text
Figure CT-1h:	Planned Road and Highway Improvements: Petaluma and Environs . . . . .	After Text
Figure CT-1i:	Planned Road and Highway Improvements: Sonoma Valley . . . . .	After Text
Figure CT-2:	Transit Routes and Sites . . . . .	After Text
Figure CT-3:	Level of Service (LOS) Objectives . . . . .	After Text
Figure CT-4a:	Roadway Classifications: Sonoma Coast / Gualala Basin . . . . .	After Text
Figure CT-4b:	Roadway Classifications: Cloverdale / N.E. County . . . . .	After Text
Figure CT-4c:	Roadway Classifications: Healdsburg and Environs . . . . .	After Text
Figure CT-4d:	Roadway Classifications: Russian River Area . . . . .	After Text
Figure CT-4e:	Roadway Classifications: Santa Rosa and Environs . . . . .	After Text
Figure CT-4f:	Roadway Classifications: Sebastopol and Environs . . . . .	After Text
Figure CT-4g:	Roadway Classifications: Rohnert Park - Cotati and Environs . . . . .	After Text
Figure CT-4h:	Roadway Classifications: Petaluma and Environs . . . . .	After Text
Figure CT-4i:	Roadway Classifications: Sonoma Valley . . . . .	After Text

# CIRCULATION AND TRANSIT ELEMENT

---

## 1. INTRODUCTION

### 1.1 PURPOSE

The Circulation and Transit Element addresses the location and extent of planned transportation routes and facilities and includes goals, objectives, and policies affecting the mobility of future residents, businesses, and visitors. It is correlated with the Land Use Element to assure that the transportation system serves future travel demand and helps attain the desired land use plan, and helps achieve a sustainable circulation and transit system.

Current traffic congestion in Sonoma County has resulted from a combination of factors. Regional factors include growth in the Bay Area, and dropping average vehicle occupancy. Local growth in employment and population primarily within city boundaries has also increased the number of people using the County's transportation system, particularly its roadways. Changes in transportation patterns have occurred in response to changes in fuel and vehicle costs, congestion, commuting patterns, housing prices, and recreational use. Most importantly, the public continues to prefer the automobile as the primary means of travel.

While the demand for mobility has increased, money for road and transit system improvements has dwindled after inflation. In addition, construction of improvements is often opposed by area residents due to environmental concerns, a desire for neighborhood preservation, or the fear that increased roadway capacity will spur unwanted growth and more congestion in the long run.

The transportation system outlined in this Element recognizes the likely limitations of funding as well as the growth inducing potential of excessive capacity in areas not planned for growth. However, the County must be aggressive in obtaining revenue for needed improvements, particularly from new development. To do less, even without the projected growth in the future, will further strain County and City road capacities and reduce the mobility and quality of life expected in Sonoma County.

### 1.2 RELATIONSHIP TO OTHER ELEMENTS

This element and its implementing measures are coordinated with the Land Use Element in the following manner:

1. The Circulation and Transit Element uses the Land Use Element projections of future population and job growth.

2. The plan policies are designed to support the Land Use Plan, Maps, Objectives and Policies that emphasize city centered development and limited growth in rural areas.

Other elements also address transportation issues. The Air Transportation Element contains policies regarding air transportation services. Pedestrian oriented urban design, bikeways, and air quality are also addressed in the Open Space and Resource Conservation Element. Projected noise contours for highway sources are addressed in the Noise Element.

It is also important to note in this context that transportation issues are closely related to air quality, noise, public safety, water quality and overall environmental sustainability. Goals, Objectives, and Policies that affect the circulation and transit system have a bearing on the quality of life and the environment that will exist in Sonoma County in 2020. For example, the County's air quality will be affected by the mobility of vehicles and the degree to which the transit system succeeds in attracting ridership. In the same way, road surfaces and parking lots affect runoff quantity and quality. A major source of noise throughout the County is caused by vehicles on the road system. Public safety is affected by the County's ability to provide safe routes for motorists and by addressing the compatibility of vehicular and pedestrian traffic.

### 1.3 SCOPE AND ORGANIZATION

The element contains eight sections. These include the introduction and five sections containing Goals, Objectives, and Policies for the County circulation and transit system, alternative transportation modes and vehicle use reduction, the countywide highway system, passenger rail, and phasing and funding of improvements. These sections are followed by policies for each planning area and an implementation program.

## 2. CIRCULATION AND TRANSIT SYSTEM GOALS, OBJECTIVES AND POLICIES

### 2.1 TRANSPORTATION CONDITIONS IN 2000

The countywide circulation and transit system consists of several State highways, nearly 1400 miles of County maintained roads, several local and regional transit systems, paratransit services, and bicycle routes. While the Northwestern Pacific Railroad (NWPRR) right of way and tracks remain physically in place, the line was closed by the Federal Railroad Administration in 1998, making Santa Rosa the largest city in the continental United States to lose rail service.



The private automobile is the primary means of travel with the Highway 101 corridor serving as Sonoma County's principal transportation route. Travel within the County is affected by residential and work locations and by regional activity centers. Weekday travel patterns are influenced by work trips to and from Marin, Mendocino, Lake, Solano, Contra Costa and San Francisco Counties. In addition, the increasing impact of work trips to jobs located in the County and cities, particularly Santa Rosa, is projected to create a growing reverse commute. The commute will also increase from Lake, Mendocino, and Solano Counties.

Bus transit serves the commute to San Francisco and Marin, as well as intra-County trips. Intra-country transit is mostly utilized by people without access to automobiles, the elderly, students, and the disabled. The NWPRR right-of-way has been acquired for future transit, bikeway, and freight use by the Sonoma-Marín Area Rail Transit District (SMART), with an easement to North Coast Railroad Authority for freight operations along this route. Transit operators provide fixed route transit services within Sonoma County, including Golden Gate Transit, Mendocino County Transit Authority, and Sonoma County Transit, as well as various city provided services.

Congestion on roadways in Sonoma County has been steadily increasing as growth in the Cities and County has continued, while construction of planned improvements have not kept pace with development due to funding constraints and other concerns. Computer modeling of peak weekday traffic during morning and afternoon commute periods confirms that severe congestion exists on many road segments. Weekday Vehicle Miles of Travel (VMT) in Sonoma County increased by more than 60 percent between 1990 and 2000, according to the Metropolitan Transportation Commission. The greatest congestion is along the Highway 101 corridor. However, congestion has also increased significantly in the Airport Industrial Area along Airport Blvd., on Highway 12 in Boyes Hot Springs/El Verano, along Highway 12 between Sebastopol and Santa Rosa, on Fulton Road between Santa Rosa and Highway 101, and on Highway 116 west of Cotati. Traffic trying to avoid the Highway 101 congestion has clogged parallel routes, particularly Adobe Road, Old Redwood Highway North, Petaluma Hill Road in the unincorporated community of Penngrove, and the Fulton Road/Stony Point Road corridor. In addition, many other arterial and collector road segments may have sufficient capacity, but intersection congestion slows through trips and turning movements, and makes vehicle travel inconvenient for residents and businesses.

Weekend travel has also increased in recent years. While Sonoma County has long been a desirable destination for travelers, particularly along the Coast, increased tourism associated with the wine and special event industries has had an impact on traffic levels during peak weekend periods. Summer and autumn seasons are typically the most affected. The Highway 101 corridor experiences weekend congestion as well as Highways 12 and 121 in Sonoma Valley.

Casino facilities in Sonoma County operate 24 hours a day, 365 days a year and attract customers from the entire Bay Area. Existing casino revenues increased by 30% in 2005, and a new casino has been proposed in the Rohnert Park area. Casino growth, coupled with

continuous hours of operation, will contribute to overall weekend and off-peak travel demand on local roads as well as along the Highway 101 corridor.

Lack of funding for planned widening of Highway 101 has hampered improvement of this critical transportation link. However, progress is being made. The passage of Measure M in November 2004 marked a major shift for transportation improvements in Sonoma County. By instituting a quarter cent sales tax, Sonoma became the 18th self-help county in California, improving the County's ability to leverage State and Federal transportation dollars by providing a local match. Joint planning by the Cities and County through the Sonoma County Transportation Authority (SCTA) has resulted in planned improvements to Highway 101, including additional High Occupancy Vehicle (HOV) lanes between Marin County and Windsor River Road. In addition, the formation of SMART has led to long range planning of passenger rail service on the NWPRR right-of-way.

## 2.2 PROJECTED TRANSPORTATION CONDITIONS IN 2020

Mobility is crucial to the economy and quality of life in Sonoma County. However, the environmental impacts of the existing transportation system are significant and often global in scope. Burning of hydrocarbon fuel is a significant source of greenhouse gas emissions, which contributes to climate change. In spite of efficiency and pollution control improvements, overall emissions from the transportation system continue to rise because of the demand for mobility, increased road congestion, and a continued preference for automobiles as the primary transportation mode.

Future travel demand will continue to increase in the County from the increase in population growth. Although the projected growth in the unincorporated area will continue to be slow and focused mainly on agriculture, urban development in the Cities will exacerbate commute travel on Highway 101 and its parallel routes. Motorists can expect unacceptable levels of service in this corridor, even with the addition of HOV lanes from Windsor to the Marin County line. Travel demand on Highway 101 will be so high that the commute period is expected to extend for several hours during both AM and PM peaks and expansion of Highway 101 to six lanes will not provide enough additional capacity to avoid severe congestion. Other roads that are anticipated to experience significant travel demand during peak weekday periods in 2020 are Airport Blvd., Fulton Road, Santa Rosa Ave, Old Redwood Highway in the unincorporated communities of Larkfield and Penngrove, Mark West Springs Road, Highway 12 between Sebastopol and Santa Rosa and north of Sonoma, Petaluma Hill Road, Adobe Road, Highway 37 and Highway 116 west of Cotati.



Projected 2020 traffic conditions will also be affected by the changing jobs/housing balance in Sonoma County. Traffic modeling shows a gradual shift in the direction of AM and PM traffic on roads and highways connecting central Sonoma County to Marin County. While past commute patterns showed the primary direction as southbound in the morning and northbound in the afternoon, the projected pattern is the reverse. This phenomenon is likely the result of County and City policies that have attempted to improve the local jobs/housing balance by emphasizing economic development over residential growth. The effect of these policies has been to increase work trips into and out of Santa Rosa, Petaluma, the Airport Industrial Area, and other job centers. However, the high cost of housing, coupled with economic development and job creation in the County and Cities, will increase the number of people commuting into Sonoma County from Mendocino, Lake, Napa, and Solano counties who work in Sonoma but cannot afford to live here. Economic growth tied to housing affordability is therefore identified as a critical aspect of maintaining the jobs/housing balance to reduce travel demand.

Future demand for weekend travel is also projected to increase. Sonoma County's rural character and diverse natural features will draw more visitors from the increasingly more urbanized Bay Area. The wine industry, as well as other agricultural production industries and associated events, are expected to increase marketing efforts through direct sales and value-added products and activities that rely upon agricultural tourism for continuing success. Projected weekend traffic volumes are most likely to affect the Highway 101 corridor, Highway 12, Arnold Drive, Bennett Valley Road, Old Redwood Highway north of Santa Rosa, and several road segments in the unincorporated community of Penngrove. Since weekend traffic is difficult to accurately model, a more rigorous and ongoing data collection program is necessary. This program will focus on peak hour weekend traffic counts in key areas in order to provide cumulative traffic data for project review purposes.

The anticipated future automobile travel demand suggests that a significant commitment to highway and transit improvements is necessary in order to avoid severe congestion. Unfortunately, several factors will limit the ability of the County and Cities to expand the system enough to provide better mobility. The high cost of new road construction and maintenance of the existing network coupled with limited funding from traditional Federal and State sources are the primary problems. Local revenue sources are grossly inadequate, due in part to limitations on local taxing authority.

Compounding this problem in the unincorporated County is the fact that the worsening congestion and reduced Level of Service (LOS) will largely be the result of future development within the Cities. To date, the Cities have not fully addressed the impacts of this development on unincorporated area roads. Since the County cannot require such mitigation, the congestion and mobility problems are likely to continue.

Also important is a growing belief among County residents that (1) highway expansion leads to greater traffic volumes, and, in the long run, more congestion, (2) County and City land use policies favoring city centered growth suggest that a firm commitment to a convenient transit system will be more effective in reducing congestion over time, (3) many road capacity

improvements that would be needed to provide high mobility will likely cause disruption of some communities, businesses and neighborhoods, and (4) dependence on the automobile is not sustainable in the long term.

### 2.3 STRATEGY FOR THE PLANNED CIRCULATION AND TRANSIT SYSTEM

The above factors suggest that the long range solution to congestion problems in Sonoma County will rely to a much greater degree than today upon a functional and effective transit system. A continuing commitment to road and highway expansion is also important to provide critical linkages between urban areas and routes for transportation of goods and services. The provision of increased freight service will also reduce traffic and greenhouse gas emissions. Of even greater importance is the need to integrate the transportation system with the Cities and the State Highway system. Therefore, the strategy includes the following key provisions:



- (1) Reliance upon the Highway 101 and SMART passenger rail corridors as the primary north/south routes connecting to the cities and counties in the greater Bay Area.
- (2) Development of passenger rail service and supporting City and County multi-modal transit service that feeds the rail line and designation and construction of rail stations in each urban area along the corridor to fully utilize rail service.
- (3) Development of an integrated multi-modal freight system utilizing rail, water, air, and highway transport, and designation of freight hubs in appropriate locations.
- (4) Coordinated City and County land use policies that support transit oriented development.
- (5) Arterial roads that connect urban areas and provide east/west routes accessing the Highway 101/SMART rail corridors.
- (6) Implementation of traffic calming improvements.
- (7) Designation of the Sonoma County Transportation Authority (SCTA) as the agency with the overall responsibility for circulation and transit coordination in the Cities and County.
- (8) Programs that support ongoing maintenance of the County road system.

- (9) Programs that improve air quality and reduce greenhouse gas emissions by creating alternatives to automobile use and reducing future increase in VMT.
- (10) Programs that reduce future dependence upon auto travel.
- (11) Growth management strategies to maintain jobs/housing balance tied to affordable housing.

While it has some similarities to the current General Plan, this strategy represents a different approach in several key areas. Chief among the differences is the need for a long term commitment, well beyond the 2020 horizon of this Plan, to create a robust, multi-modal transportation system incorporating rail, water, bus, and human power as well as improvement of the County road system. This commitment is critical because it entails acceptance of increased congestion and decreased Levels of Service on many County roads and City streets until these improvements are completed. The strategy also differs in the extent of its reliance upon City and County coordination, not only in cooperative funding of the system, but also in the selection of arterial roads providing east/west connection to Highway 101. Other key differences include traffic calming improvements in unincorporated communities, reliance upon more flexible American Association of State Highway and Transportation Officials (AASHTO) design standards, and the addition of an ongoing traffic monitoring program coordinated through the SCTA.

Coordination of City and County transportation planning is already provided to some extent by the SCTA. At present, the SCTA's primary focus is on regional, State, and Federal funding matters and the setting of improvement priorities among the local jurisdictions. A larger role would include proactive involvement in the implementation of the above circulation and transit system strategy and in resolving the critical City/County funding issues such as development of "fair share" contributions and mitigation fees.

Recognition on the part of the County, all of the Cities, and the SCTA of the importance of following the above strategy on a long term basis is critical to successfully addressing countywide transportation problems by mid century.

The strategy is also supportive of County and City land use policies for city centered growth and urban growth boundaries adopted by the Cities. As such, it is consistent with smart growth principles that encourage compact development within existing urban areas rather than creating sprawl across undeveloped land. Growth is accommodated largely by infill development in Cities and unincorporated urban communities, which will provide efficient delivery of public services, will support transit use over automobile travel, and will increase affordable housing opportunities.

- GOAL CT-1: Provide a well integrated and sustainable circulation and transit system that supports a city and community centered growth philosophy through a collaborative effort of all the Cities and the County.
- Objective CT-1.1: Focus circulation and transit policies and improvement programs on developing the Highway 101 and SMART rail corridors as primary north/south routes through Sonoma County.
- Objective CT-1.2: Supplement the Highway 101 and SMART rail corridors with improvements designed to provide east/west access to these corridors.
- Objective CT-1.3: Pay for development of the circulation and transit system through a combination of funding sources, including Federal and State programs, local bonds and taxes, development fees, and fair share formulae for cooperative funding of improvements by the County and Cities.
- Objective CT-1.4: Where alternate modes of travel are available, reduce the need for future automobile use by a combination of improvements and incentives that favor alternate modes over automobile use.
- Objective CT-1.5: Reduce greenhouse gas emissions by minimizing future increase in VMT.
- Objective CT-1.6: Require that circulation and transit system improvements be done in a manner that, to the extent practical, is consistent with community and rural character, minimizes disturbance of the natural environment, minimizes air and noise pollution, and helps reduce greenhouse gas emissions.
- Objective CT-1.7: Reduce travel demand countywide by striving to provide a jobs/housing balance of approximately 1.5 jobs per household, and encourage creation of jobs and housing in urbanized areas along the SMART passenger rail corridor and other transit centers.
- Objective CT-1.8: Improve demand for transit by development of a growth management strategy encouraging projects in urbanized areas that decrease distance between jobs and housing, increase the stock of affordable housing, and increase density.

The following policies shall be used to achieve these objectives:

Policy CT-1a: Design, construct, and maintain the planned improvements for the circulation

and transit system as shown on Figures CT-1a through 1i in order to serve the planned travel demand of 546,030 residents and about 289,260 jobs by year 2020.

Policy CT-1b: Focus commute and through traffic onto Highway 101. Designate major arterial routes to serve primarily as connectors between urban areas.\*

Policy CT-1c: Work with the Cities to provide locations for jobs, housing, shopping, and coordination of location of transit along the Highway 101 Corridor in order to reduce the volume of traffic on east/west corridors.\*

Policy CT-1d: Work with the Cities to provide jobs, housing, shopping, and coordination of local transit along the SMART passenger rail corridor in order to reduce the need for automobile travel to and from work and shopping centers. \*

Policy CT-1e: Support development, implementation, and operation of a passenger rail system and contiguous north south pedestrian and bicycle path along the SMART passenger rail corridor including the funding necessary to support a multi-modal feeder system.\*

Policy CT-1f: Cities should be encouraged to plan for future development with an emphasis on accommodating future traffic within their spheres of influence as much as possible rather than relying upon roadways through surrounding communities or in the unincorporated area.\*

Policy CT-1g: Provide east west connectivity within each community, including interchange improvements, transit/rail stops, and pedestrian, bicycle, and other alternative transportation mode improvements that will improve access to Highway 101 and the rail/transit system.\*

Policy CT-1h: Avoid construction of circulation and transit system components not identified on Figures CT-1a through CT-1i, and CT-2 that encourage growth in rural areas.\*

Policy CT-1i: Encourage circulation and transit system improvements identified on Figures CT-1a through CT-1i, and CT-2 that improve access to jobs within the County.\*

Policy CT-1j: Where practical, locate and design improvements and new circulation and transit facilities to minimize disruption of neighborhoods and communities, disturbance of biotic resource areas, destruction of trees, and noise impacts.\*

Policy CT-1k: Encourage development that reduces VMT, decreases distances between jobs and housing, reduces traffic impacts, and improves housing affordability.\*

Policy CT-1l: Work with the Cities to develop incentives and programs, such as workforce housing, targeted mixed use, etc. that would place housing in close proximity to the place of employment for a household member in order to reduce the need for automobile travel to and from work.\*

Policy CT-1m: Support a sales tax or similar local funding mechanism to pay for the major regional circulation and transit system improvements, such as the passenger rail system, Highway 101, and arterial highways. Support similar funding for County operational and maintenance expenses.\*

Policy CT-1n: Work with the Cities to establish a nexus between major development projects and improvements to the countywide circulation and transit system required to accommodate additional demand for mobility created by the project.\*

Policy CT-1o: Work with the Cities to develop and adopt regional/subregional fees and/or require a fair share contribution toward major subregional highway and/or transit improvements required to accommodate transportation demand created by development in the Cities and the County.\*

Policy CT-1p: Monitor the effectiveness of the planned circulation and transit system on an ongoing basis. Cooperate with the Cities through the SCTA to establish and maintain an ongoing countywide traffic modeling program that:

- (1) Maintains a coordinated land use database on an annual basis for cumulative impact analysis of the circulation and transit system,
- (2) Assesses the LOS and how well planned improvements are keeping pace with countywide growth and development,
- (2) Establishes the nexus for allocating fair share funding of regional and subregional improvements,
- (3) Identifies the impacts of projects and appropriate mitigation measures on the circulation and transit system,
- (4) Assists in the planning of detailed operation improvements in individual communities, and
- (5) Is capable of modeling weekend and off-peak travel demand in order to plan for tourism and special event traffic.

Consider the use of moratoria or other growth management measures in areas where the monitoring program shows that the LOS objectives are not being met due to lack of improvements.\*

Policy CT-1q: Monitor traffic volumes on County maintained road segments and work with Caltrans on similar State Highway segments that are projected to experience unacceptable levels of service during peak weekend periods, particularly in the summer and fall months.

Assemble these data for use in future assessment of development project impacts on weekend traffic patterns.

Policy CT-1r: Review all circulation and transit improvements for consistency with the applicable Specific or Area Plan.



#### 2.4. ALTERNATIVE TRANSPORTATION MODES AND VEHICLE USE REDUCTION

- GOAL CT-2: Increase the opportunities, where appropriate, for transit systems, pedestrians, bicycling and other alternative modes to reduce the demand for automobile travel.\*
- Objective CT-2.1: Increase ridership on public transit systems.
- Objective CT-2.2: Increase the share of home based work or commute trips taken by public transit and home businesses to 10 percent by 2020.
- Objective CT-2.3: Coordinate regional, express, and local bus transit services and integrate them with passenger rail service.
- Objective CT-2.4: Improve bus headway to 30 minutes or less in the Cities and unincorporated urban areas to support urban centered growth.
- Objective CT-2.5: Design, implement, and maintain a transit system that serves seniors, persons with disabilities, youth, and persons with limited incomes so that they may participate in a full range of activities.
- Objective CT-2.6: In areas designated for through traffic, use existing circulation and transit facilities more efficiently, especially highways, to reduce the amount of investment required in new or expanded facilities, reduce greenhouse gas emissions, and increase the energy efficiency of the transportation system.
- Objective CT-2.7: Use Traffic Demand Management measures to reduce peak period congestion.
- Objective CT-2.8: Accommodate bicycling as a viable mode of transportation that provides an alternative to vehicle travel through implementation of the Sonoma County Bikeways Plan as described in the Open Space and Resource Conservation Element.

- Objective CT-2.9: Develop bicycle and pedestrian facilities in urban communities in order to promote cycling and walking as transportation modes to connect neighborhoods and community services.
- Objective CT-2.10: Utilize shoulders, paths, and bike lanes for other alternative transportation modes along existing streets, roads, and bicycle routes where consistent with public safety and the Vehicle Code.
- Objective CT-2.11: Seek legislative changes necessary to revise transit funding requirements to provide more flexibility in the available funding sources that can be used to supplement fare box revenues.

The following policies shall be used to achieve these objectives:

Policy CT-2a: Provide convenient, accessible transit facilities for youth, seniors, and persons with disabilities, and paratransit services as required by the American Disabilities Act (ADA). Promote efficiency and cost effectiveness in paratransit service such as use of joint maintenance and other facilities.\*

Policy CT-2b: Establish transfer facilities and supportive park-and-ride lots that provide convenient connection to the transit routes on Figure CT-2. Locate transit centers to avoid rerouting by buses, provide adequate off street parking, and provide convenient pedestrian access from activity centers.\*

Policy CT-2c: On transit routes, design the physical layout and geometrics of arterial and collector highways to be compatible with bus operations.\*

Policy CT-2d: Require major traffic generating projects on existing or planned transit routes to provide fixed transit facilities, such as bus turnouts, passenger shelters, bike lockers, and seating needed to serve anticipated or potential transit demand from the project.\*

Policy CT-2e: Require major employment centers and employers to provide facilities and Traffic Demand Management (TDM) programs that support alternative transportation modes, such as bike and shower facilities, telecommuting, flexible schedules, etc. These programs may apply to existing employers as well as to new development. Establish measurable goals for these programs, and utilize a transportation coordinator that will provide information, select TDM measures, and monitor and report on program effectiveness. If voluntary TDM measures do not effectively reduce peak congestion, impose mandatory TDM measures by ordinance.\*

Policy CT-2f: Encourage and participate in joint efforts by the various transit operators to coordinate services by reducing route duplication, coordinating schedules to increase transfer potential, encouraging joint transit fare prepayment, joint marketing of transit services, and discounting fares for intersystem transfers.\*

Policy CT-2g: Work with Sonoma County Transit (SCT), Cities, and other transit providers to prepare short range transit plans that assure that local transit routes and services provide feeder transit service connections with intercounty and intercity routes.\*

Policy CT-2h: Work with the SCTA, SCT, SMART, and Cities to provide east/west route connections necessary to support passenger rail service.\*

Policy CT-2i: Support regional and commute bus service from Sonoma County to employment centers in San Francisco and Marin County.\*

Policy CT-2j: Encourage additional commute service routes within Sonoma County if efficient and cost effective.\*

Policy CT-2k: Encourage greater frequency of service and express commute service along the various intercounty routes where warranted.\*

Policy CT-2l: Designate SCT as the primary agency responsible for intercity bus transit services within Sonoma County. Coordinate routes, schedules, fares, etc. with other transit agencies to make transfers convenient between the various transit systems, especially during commute periods.\*

Policy CT-2m: Provide a system of bus routes that is responsive to intercity commuters, transit dependent groups and persons with low mobility. Select route alignments to provide convenient access to major job centers, retail and recreational areas, high and medium density residential areas, and major health care and educational facilities.\*

Policy CT-2n: Add new intercity bus routes to the transit network that are responsive to growth patterns and cost effective. Add other services as needed, including improved headways along bus routes, increased hours of operations, expanded express or commuter service along principle commute corridors during peak periods, and new route extensions to provide bus service to unincorporated communities.\*

Policy CT-2o: Continue ongoing transit coordination activities among the SCTA, the Transit Technical Advisory Committee, and MTC.\*

Policy CT-2p: Design and operate SCT services to coordinate with City transit services. Design SCT's route network and schedules to serve intercity travelers, while City systems meet internal needs. Facilitate transfers to and from different systems. Assign SCT as the local transit provider in unincorporated urban areas such as the lower Russian River communities.\*

Policy CT-2q: Promote a Traffic Demand Management program for County Government and schools.\*

Policy CT-2r: Encourage measures that divert automobile commute trips to transit whenever

possible, including:

- (1) Establishment of standards for site design to allow for transit access, bus turnouts and passenger shelters, sidewalks between transit stops and buildings, secure bicycle lockers and shower facilities, complementary street layouts and geometrics that accommodate buses and bicycles, exclusive bus lanes, land dedication for transit, and transportation kiosks for tenants of business and industrial parks,
- (2) Programs that promote transit use to existing job centers and schools, such as transit information centers, on-site sale of transit tickets and passes, shuttles to transit stations or stops, transit ticket subsidies for employees and students, private or subscription transit service, parking fees and transportation allowances, and
- (3) Street and highway design and geometrics to accommodate transit vehicles and bicycles, bus turnouts and passenger shelters, sidewalk access to transit stops, park-and-ride lots, HOV lanes on major highways, signal preempting for buses, and transit centers at rail stations and major focal points in the bus route network.\*

Policy CT-2s: Encourage measures that increase the average occupancy of vehicles, including:

- (1) Vanpools or carpools, ridesharing programs for employees, preferential parking, parking subsidies for rideshare vehicles, and transportation coordinator positions, and
- (2) Preferential parking space and fees for rideshare vehicles, flexibility in parking requirements, HOV lanes on freeways, and residential parking permit restrictions around major traffic generators.\*

Policy CT-2t: Encourage measures to modify the timing of peak commute and school trips to reduce congestion, including reduced work weeks, flexible, variable or staggered work hours. Consider adoption of standards requiring Traffic Demand Management programs and telecommuting for new businesses and employment centers.\*

Policy CT-2u: Work with school districts and private school developers to provide safe pedestrian access to public and private schools.\*

Policy CT-2v: Provide for pedestrian friendly and safe design features in unincorporated communities, including sidewalks, street crossings, landscaping, and related amenities, that are consistent with the character of the community.\*

Policy CT-2w: In unincorporated communities, provide for pedestrian, bicycle, and other alternative transportation mode connections among commercial, service, public (such as schools, libraries, etc.), and transit uses where compatible with community character and consistent with the Vehicle Code.\*

Policy CT-2x: Promote pedestrian, bicycle, and other alternative transportation modes. Educate motorists, bicyclists, pedestrians, and users of other alternative transportation modes regarding safety, rights, and responsibilities associated with use of the County transportation system.\*

Policy CT-2y: Implement the Sonoma County Bikeway Plan as described in the Open Space and Resource Conservation Element. Recognize the bicycle as an essential transportation mode and utilize the Bikeway Plan as a key implementation measure for the circulation and transit system.\*

Policy CT-2z: Encourage employers to increase use of telecommuting and home work employment.\*

Policy CT-2aa: Encourage the establishment of home based businesses.\*



## 2.5. COUNTYWIDE HIGHWAY SYSTEM

- GOAL CT-3: Provide and maintain a highway system capacity that serves projected highway travel demand at acceptable levels of service in keeping with the character of rural and urban communities.
- Objective CT-3.1: Maintain LOS C or better on roadway segments unless a lower LOS has been adopted as shown on Figure CT-3.
- Objective CT-3.2: Maintain LOS D or better at roadway intersections.\*
- Objective CT-3.3: Allow the above levels of service to be exceeded if it is determined to be acceptable due to environmental or community values, or if the project(s) has an overriding public benefit that outweighs lower levels of service and increased congestion.\*
- Objective CT-3.4: Utilize the American Association of State Highway Transportation Officials (AASHTO) functional classification system and guidelines for geometric design for the highway network.\*
- Objective CT-3.5: Consider developing a Heritage Road Program for Sonoma County. Heritage Roads would be subject to special design guidelines protecting their unique character, while meeting accepted AASHTO safety standards.

Objective CT-3.6: In recognition of the responsibility of the Cities and the County to contribute their fair share toward the mobility of County residents, coordinate with the Cities in the review of proposed development projects to identify a nexus between the project and impacts to the County transportation system, and to ensure that adequate mitigation is provided for impacts on the County transportation system.

Objective CT-3.7: Prioritize planned capacity improvements on Highways 101, 12, and 116 in recognition of the primary role that these highways play in providing mobility between communities. Prioritize capacity improvements to arterials over those for collector and local roads.

The following policies shall be used to achieve these objectives:

Policy CT-3a: Use the levels of service established in Objectives CT-3.1 and 3.3 to determine whether or not roadway segment congestion would exceed the desired LOS on the countywide road system. In cases where a roadway segment is designated as LOS F on Figure CT-3, a PM peak volume to capacity ratio of 1.2 is the acceptable LOS, with the exception of road segments shown below, for which the acceptable LOS is determined by the volume to capacity ratio or LOS as indicated.\*

Road Segment	North or Eastbound PM Peak Volume to Capacity	South or Westbound PM Peak Volume to Capacity
Petaluma Hill Road From Snyder Lane to Santa Rosa City Limits	1.2	1.5
Highway 12 from Boyes Boulevard to Agua Caliente Road	1.6	1.5
Highway 12 from Verano to West Napa Street	1.6	1.8
Highway 116 From Adobe Road to Arnold Drive	1.5	LOS C

Policy CT-3b: Use area and/or project traffic analyses to determine if intersections meet the LOS standards of Objectives CT-3.2 and CT-3.3. Based on this analysis, identify and implement intersection improvements needed to achieve LOS D.\*

Policy CT-3c: Classify and designate roadways on Figures CT-4a through CT-4i according to the following functional classifications of the AASHTO manual: Freeways, Urban Principal Arterials, Rural Principal Arterials, Urban Minor Arterials, Rural Minor Arterials, Urban Major Collectors, Urban Minor Collectors, Rural Major Collectors, Rural Minor Collectors, and Local Roads.

Policy CT-3d: Designate road segments in Urban Service Areas and in unincorporated communities as shown on Figures CT-1a through 1i for traffic calming improvements designations do not preclude traffic calming in other areas. Consider traffic calming on local roads where needed to improve safety. Avoid traffic calming on collectors and arterials unless designated on Figures CT-1a through 1i. Traffic calming improvements are primarily intended to accommodate local circulation, reduce traffic volumes, and decrease speeds in order to promote the safety of pedestrians and bicycles. The latter include, but are not limited to, one way streets, turn restrictions, traffic signals, stop signs, narrow lanes, roundabouts, road closures, pavement undulations, and measures that discourage truck traffic.\*

Policy CT-3e: Use AASHTO's, "A Policy on Geometric Design of Highways and Streets" to guide design standards for County Roads. Where these guidelines conflict with adopted design guidelines for a local community, with the Sonoma County Bikeway Plan, or with rural or community character, utilize the flexibility provisions in the AASHTO guidelines to avoid these conflicts while addressing traffic flow and safety.\*

Policy CT-3f: Implement safety improvements when and where problems arise. Where safety problems may result from a proposed project, require the safety improvements as a condition of approval.\*

Policy CT-3g: In conjunction with the SCTA and Caltrans, designate and design freeways as divided, controlled access highways with grade separated intersections that carry large volumes of interurban, regional, and interstate traffic, and carry local traffic in urban areas. The following policies apply to designated freeways:

- (1) Work with Caltrans to address neighborhood and community compatibility where conflicts arise from Caltrans design standards.
- (2) Develop the planned additional travel lanes on Highway 101 to allow for HOV and transit use during peak commute periods.
- (3) Add new or improved interchanges or under/overpasses at the following locations along the Highway 101 freeway. New interchanges are indicated with "(New)":

E. Washington Street

Rainier Avenue or Corona Road (New)

Old Redwood Highway North (Petaluma)	W. Railroad Avenue
Wilfred Avenue (New)	Hearn Avenue
Bellevue Avenue (New)	Baker Avenue
Mendocino/Hopper Avenue	River Road
Airport Blvd.	Shiloh Road
Arata Lane (New)	Todd Road
Mill Street	Dry Creek Road

Fulton Road

Add a new interchange on the Highway 12 Freeway at Fulton Road

- (4) Until the expiration of Ordinance No. 5111R, any improvements to Highway 101 within the Petaluma/Novato Community Separator that are funded in whole or in part from appropriations from Sonoma County's general fund shall not include any interchange or frontage road having a design capacity in excess of that necessary to serve local needs, but shall include bicycle lanes. "Local needs" shall mean those needs necessary to serve both existing development and potential development allowed within the Petaluma/Novato Community Separator as of November 3, 1998. This provision shall also apply to any general plan that succeeds the 1989 Sonoma County General Plan.
- (5) Consider additional traffic management actions such as ramp metering, auxiliary lanes, the Bay Area Traffic Operations System, and the Freeway Service Patrol.\*

Policy CT-3h: Designate and design Urban and Rural Principal and Minor Arterial Roads as highway routes that carry large volumes of intercity traffic and that place priority on the flow of traffic rather than on access to property. Utilize the Arterial Road system to provide back up capacity for Highway 101, connector routes between urban areas, and east/west routes that provide access to and from the Highway 101 and SMART passenger rail corridor. The following policies apply to Urban and Rural Arterials:

- (1) Work with Caltrans to modify Caltrans design standards (i.e. Design Exceptions) for Arterial Roads that are part of the State highway system where necessary to address neighborhood and community compatibility when conflicts arise.
- (2) Design Principal and Minor Arterial Roads to discourage access from abutting parcels and to prohibit such access if reasonable access is available elsewhere, to encourage driveway consolidations, to avoid parking during peak travel periods and to provide turn

---

deceleration and acceleration lanes at intersections where warranted. Operate traffic signals so that they favor the Arterial Roads.

- (3) Set and enforce access standards for new driveways and other encroachments to the Arterial Road system. These standards may include functional layout, location, and spacing requirements to minimize side frictions.
- (4) In agricultural areas, include measures such as road signs, wider shoulders, turnouts or over/under passes to provide safer roads for the agricultural industry, residents, and visitors where compatible with the character of the area.\*

Policy CT-3i: Designate and design Urban and Rural Major and Minor Collector Roads as routes that are intended to carry the internal traffic of a local area from the local road system to Arterial Roads and provide access to property. Collector Roads that are designated for traffic calming improvements are primarily intended to serve the local community. The following policies apply to Urban and Rural Collectors:

- (1) Allow access from abutting parcels and on-street parking.
- (2) Design traffic calming improvements to accommodate local circulation, to accommodate emergency vehicles, to reduce speeds, to promote the safety of pedestrian and bicycle traffic, and to discourage truck traffic and through traffic, particularly during peak periods.
- (3) In agricultural areas, include measures such as road signs, wider shoulders, turnouts or over/under passes to provide safer roads for the agricultural industry, residents, and visitors where compatible with the character of the area.\*

Policy CT-3j: Designate and design Local Roads as routes that are intended to provide access to property and to carry local traffic to Collector Roads. Local Roads that are designated for traffic calming improvements are primarily intended to serve the local community. The following policies apply to Local Roads:

- (1) Design local roads for reasonable access by emergency and service vehicles.
- (2) Design traffic calming improvements to accommodate local circulation, to accommodate emergency vehicles where possible, to reduce speeds, to promote the safety of pedestrian and bicycle traffic, and to discourage truck traffic and through traffic, particularly during peak periods.
- (3) When practical, locate horizontal and vertical road alignments to correspond to natural topography.
- (4) In agricultural areas, include measures such as road signs, wider shoulders, turnouts or

over/under passes to provide safer roads for the agricultural industry, residents, and visitors where compatible with the character of the area.

Policy CT-3k: Consider establishment of a Heritage Road Program to preserve public roads with unique scenic, historic, recreational, cultural, archeological and/or natural qualities that may be compromised if the road is fully improved to meet current road standards. As part of a Heritage Road Program, consider adoption of special design standards that would apply to improvements and maintenance of these roads in order to retain and protect their unique character where consistent with public safety.

Policy CT-3l: In general, capacity improvements to Highway 101 should be given a higher priority for funding than those for County roads that function as reliever routes for north/south traffic, such as Stony Point Road, Fulton Road, and Petaluma Hill Road.

Policy CT-3m: In general, capacity improvements to arterial roads should be given a higher priority for funding than capacity improvements to collector and local roads that may serve as alternate routes to those arterial roads.

Policy CT-3n: Consider intersection management improvements at key intersections throughout the County as needed to address intersection congestion and long delays for turning movements. These may include signal timing, re-striping, lengthening, turn lane additions, or other improvements, provided the improvements are consistent with the applicable road classifications.\*



## 2.6 PASSENGER AND FREIGHT RAIL

GOAL CT-4: Reduce future congestion along the Highway 101 corridor by developing the SMART rail corridor for passenger rail and freight use.\*

Objective CT-4.1: Develop the SMART right-of-way for passenger rail service and multi-modal service, including the necessary supporting multi-modal feeder system.

Objective CT-4.2: Work with the SCTA, SMART, and the Cities to identify and designate passenger rail station sites near employment centers and high density residential areas and freight hubs near employment centers and industrial areas along passenger rail corridor.

Objective CT-4.3: Work with the SCTA, the North Coast Rail Authority (NCRA), and the Cities to identify and designate suitable sites for rail freight hubs or intermodal freight centers.

The following policies shall be used to achieve these objectives:

Policy CT-4a: Establish passenger rail service between Cloverdale and Marin County through implementation of the SMART Rail Transit Project. Work with SMART and the NCRA to assure that both rail passenger and freight service is provided.\*

Policy CT-4b: Work with SMART, the NCRA, and Sonoma County Waste Management Agency to insure that freight service and improvement to the rail system will be compatible with the transfer of solid waste by rail to landfills outside of Sonoma County.

Policy CT-4c: Consider designation of passenger rail stations in unincorporated areas south of Healdsburg at key employment and high density residential centers.\*

Policy CT-4d: In coordination with SMART, review major development projects that might impact future rail service and preserve opportunities for future passenger and freight rail service.\*

Policy CT-4e: Work with the SCTA and SMART to identify sites for rail freight hubs and/or intermodal freight centers.



## 2.7 PHASING AND FUNDING OF IMPROVEMENTS

GOAL CT-5: Integrate the funding and development of planned circulation and transit system improvements with countywide transportation planning efforts and land use planning and development approval.

- Objective CT-5.1: Equitably allocate the costs of circulation and transit system improvements among the responsible public and private entities responsible for creating the need for system improvements.
- Objective CT-5.2: Work with the SCTA and Federal and State governments to obtain the necessary funding for the planned circulation and transit system.
- Objective CT-5.3: Maintain acceptable levels of service as set forth in this Element by implementing funding strategies for planned improvements.

The following policies shall be used to achieve these objectives:

Policy CT-5a: Work with the MTC, SCTA, SMART, and the Cities to maximize funding from Federal and State governments to address existing deficiencies, improve safety, and support ongoing maintenance of the circulation and transit system, particularly the rail system, Highway 101, the Stony Point Road/Fulton Rd corridor, Highway 12, and east/west connectors.

Policy CT-5b: Implement a regional mitigation fee, by identifying highway and transit system improvements serving countywide travel demand that are needed to accommodate new development. Based upon a nexus, assign fair share responsibility for funding of these improvements between the Cities and County through the establishment and collection of development fees or other funding mechanism.\*

Policy CT-5c: Identify improvements to the Countywide transportation system that primarily serve local travel demand and are needed to accommodate new growth. Based upon an established nexus, assign responsibility for funding of these improvements to new development in the affected area through the establishment and collection of development fees or fair share contributions.\*

Policy CT-5d: Utilize LAFCO review of City annexations and sphere of influence amendments to assure that public service plans associated with these actions provide for the applicable City's fair share of funding necessary to construct circulation improvements in unincorporated areas needed to serve future development within the proposed annexation or sphere of influence change.\*

Policy CT-5e: Coordinate with the SCTA to provide annual updates of the countywide traffic model to implement Policy CT-1p. Utilize traffic counts, traffic impact studies, and the countywide traffic modeling program to determine whether or not the LOS objectives of Policy CT-3a and CT-3b are being met. Collect and report this information in a consistent format that will aid in development decisions.

Policy CT-5f: Review and condition discretionary development projects in the unincorporated

area to assure that the LOS and/or public safety objectives established in Policy CT-3a and CT-3b are being met. If the proposed project would result in a LOS worse than these objectives, consider denial of the project unless one or more of the following circumstances exists:

- (1) The improvements needed to meet the LOS and/or public safety objectives will be completed prior to occupancy of the use,
- (2) Funding is identified and committed to completion of the needed improvements, or
- (3) A fee or fair share contribution has been established for the needed improvement that will fully fund the project's fair share of the future improvements.\*

Policy CT-5g: Require that new development provide project area improvements necessary to accommodate vehicle and transit movement in the vicinity of the project, including capacity improvements, traffic calming, right-of-way acquisition, access to the applicable roadway, safety improvements, and other mitigation measures necessary to accommodate the development.\*

Policy CT-5h: Carry out on an as needed basis projects that enhance traffic safety but do not significantly increase capacity, including but not limited to traffic control devices, curvature reduction, turn lanes at intersections, shoulder improvements, reconstruction and resurfacing.

### 3. CIRCULATION AND TRANSIT POLICIES FOR THE PLANNING AREAS

The circulation and transit goals, objectives, and policies expressed in the preceding sections are countywide in scope. In addition, there are circulation and transit issues that are applicable to specific planning areas or smaller geographic portions of the county. This section includes those policies, organized by Planning Area.

#### 7.1 SONOMA COAST/GUALALA BASIN

The Sonoma Coast/Gualala Basin region has a sparse highway network due to its remote location and very low population density. The major highways are State Route 1, Highway 116, Bodega Highway, and Bohemian Highway. All highways in the region are two lane rural roadways. Daily buses connect the small communities along Highway 1 to Sebastopol and Santa Rosa.

Traffic patterns are affected primarily by recreational travel, particularly on weekends. The Local Coastal Plan certified in 1980, and amended in 2001, provided for a bypass route around Bodega Bay, primarily to reduce congestion during summer weekends. The plan also allowed additional urban development if the bypass was constructed. Since that time, the construction

of such a bypass appears to no longer be economically feasible given the lack of State highway funding and other priorities.

The following policies apply within the Sonoma Coast/Gualala Basin Planning Area:

Policy CT-6a: A bypass route for Highway 1 around the community of Bodega Bay is not planned at this time. Amend the Local Coastal Plan to delete the Bodega Bay bypass.

Policy CT-6b: Consider traffic calming improvements in the unincorporated communities of Bodega, Bodega Bay, Freestone, Jenner, and Occidental.

## 7.2 CLOVERDALE/N.E. COUNTY

The major highways in the Cloverdale/N.E. County region include the Highway 101 Freeway, State Route 128, Dry Creek Road, Dutcher Creek Road and Alexander Valley Road. With the exception of the Highway 101 Freeway, all highways in the region are two lane rural roadways. Transit service includes intercity service along the U.S. 101 Corridor.

Recreational activities affect travel patterns in this region. Highway 101 near Lake Sonoma has become a major visitor destination and will affect Dry Creek and Dutcher Creek Roads as well as Highway 101. River Rock Casino in Alexander Valley operates 24 hours a day, 365 days a year, and attracts visitors throughout the Bay Area. Increased agricultural tourism will also impact this planning area.

The City of Cloverdale is a key location for future passenger rail service and development of supporting land uses around the station is an important policy issue as the City reviews and updates its General Plan. SMART has identified passenger rail station and maintenance facility sites in the City of Cloverdale.

The following policies apply within the Cloverdale/Northeast County Planning Area:

Policy CT-6c: Work with the City of Cloverdale to provide supporting land uses and circulation infrastructure to accommodate passenger rail service in the City.

Policy CT-6d: Work with the Dry Creek Rancheria Band of Pomo Indians to identify and fund transportation improvements needed to accommodate travel to and from River Rock Casino.

Policy CT-6e: Consider traffic calming improvements in the unincorporated community of Geyserville.

## 7.3 HEALDSBURG AND ENVIRONS

This region has a relatively extensive road network in the vicinity of Healdsburg and Windsor.

The major traffic artery is Highway 101. Other major highways include Dry Creek and Alexander Valley Roads, Eastside and Westside Roads, Chalk Hill Road, Windsor River Road, Shiloh Road, and Old Redwood Highway. All highways have two lanes except Highway 101. Transit service operates principally on Old Redwood Highway and Healdsburg has a municipal bus service.

Several roadways are and will continue to be affected by weekend recreational travel, including Highway 101. To a lesser extent, Dry Creek Road and Highway 128 are also affected during peak weekend hours.

SMART has identified a passenger rail station site in the City of Healdsburg and commuter rail station and maintenance facility sites in the Town of Windsor.

The following policy applies within the Healdsburg and Environs Planning Area:

Policy CT-6f: Work with the City of Healdsburg and the Town of Windsor to provide supporting land uses and circulation infrastructure to accommodate passenger rail service in the City and Town.\*

#### 7.4 RUSSIAN RIVER

The Russian River Area has a relatively extensive road network in the Russian River resort corridor. Many local roads are very narrow and do not meet modern standards. Major traffic arteries are River Road, State Highway 116, Bohemian Highway, and Mirabel Road. All major routes are two lane rural roadways. Intercity transit service connects the river communities with Santa Rosa via Sebastopol.

Traffic patterns in the Russian River Area are affected by recreational travel, especially on summer weekends.

A bypass route for Forestville has been identified in order to provide an alternate route for heavy traffic to avoid the downtown area and neighborhoods. It would also accommodate plans for mixed use development in the center of town. If approved, the new route will be appropriate for redesignation as Highway 116.

The following policies apply within the Russian River Planning Area:

Policy CT-6g: When a bypass route for Highway 116 in Forestville is completed, encourage Caltrans to designate the bypass route as a State Highway.

Policy CT-6h: Consider traffic calming improvements in the unincorporated communities of Forestville, Guerneville, and Monte Rio.

Policy CT-6i: Consider increased access management along Guerneville Road between

Highway 116 and the Santa Rosa city limits to preserve through traffic carrying capacity, provided that the improvements are consistent with the designated road classifications.\*

Policy CT-6j: Work with Caltrans in considering signalization, turning lanes, passing lanes, and other traffic management improvements along Highway 12 to reduce congestion, provided that the improvements are consistent with the designated road classifications.

Policy CT-6k: Work with Caltrans in considering passing and turning lanes along Highway 116 to reduce congestion, provided that the improvements are consistent with the designated road classifications.

## 7.5 SANTA ROSA AND ENVIRONS

The Santa Rosa area has the County's most extensive roadway network. The Highway 101 freeway is the major corridor. State Route 12 has several segments that are constructed to freeway standards. Important arterial roads include Fulton and Stony Point Roads on the west and Old Redwood Highway and Petaluma Hill Road on the east. Other major arteries include Highway 12, River Road, Guerneville Road, Hearn Avenue, Todd Road, Mark West Springs Road, and Calistoga Road.

Santa Rosa has an extensive local transit service. Regional and intercounty commute bus service is available to Marin County and San Francisco. Sonoma County Transit connects Santa Rosa to the other eight cities in Sonoma County as well as most of the unincorporated communities. Transfers between routes and systems is provided in Santa Rosa at the Second Street Transit Mall.

The dominant role of Santa Rosa in the County's economy will influence future travel patterns and generate significant commuter traffic on area roadways. Projected 2020 traffic volumes will substantially increase over present levels. Coordination of circulation and transit system planning between Santa Rosa and the County is particularly important as General Plans are updated in the future.

Development in the Airport Industrial Area has resulted in severe congestion without sufficient funding for improvements needed to meet demand for transportation in this area. Widening of Airport Boulevard and extension of Brickway Road are key capacity improvements that will require increased contributions from future development in order to complete these improvements. Focused modeling studies will be necessary in order to identify detailed safety and intersection improvements in this area.

Congestion in the unincorporated community of Larkfield will increase due to growth in the Town of Windsor, City of Santa Rosa, and the Airport Industrial Area. Future improvements may be needed in this area in order to maintain safety and reduce congestion.

SMART has identified passenger rail station sites in the City of Santa Rosa, and passenger rail station and maintenance facility sites in the Town of Windsor. Other sites may be available between these cities, south of Airport Blvd. The Airport Industrial Area, an important County job center, needs good rail access to reduce reliance upon commute trips in the automobile. Rail access is also important to improve access to the Charles M. Schulz Sonoma County Airport and job centers in the Airport Industrial Area.

The following policies apply within the Santa Rosa and Environs Planning Area:

Policy CT-6l: Work with the City of Santa Rosa to develop supporting land uses and circulation infrastructure to accommodate passenger rail service in the City.\*

Policy CT-6m: Utilize the County traffic model to identify operational improvements necessary to reduce congestion in the Airport Industrial area. Update traffic mitigation fees, or establish an assessment district or similar mechanism to fund the planned capacity and operational improvements.

Policy CT-6n: Work with SMART to provide funding for development of a passenger rail station at the Airport Industrial Area.\*

Policy CT-6o: Coordinate with the City of Santa Rosa to improve and maintain Highway 12 as the east/west route connecting the City of Santa Rosa and Sonoma Valley.

Policy CT-6p: Work with Caltrans in considering signalization, turning lanes, passing lanes, and other traffic management improvements along Highway 12 to reduce congestion, provided that the improvements are consistent with the designated road classifications.

Policy CT-6q: Work with Caltrans in considering passing and turning lanes along Highway 116 to reduce congestion, provided that the improvements are consistent with the designated road classifications.

## 7.6 SEBASTOPOL AND ENVIRONS

The key traffic issues in this planning region are the weekday commute and weekend travel through the City of Sebastopol and along State Highways 12 and 116. Safety and access issues are a concern on Bodega Highway. Improvements are planned to widen this segment to 3 lanes where needed to allow safe access from side streets and driveways.

The following policies apply within the Sebastopol and Environs Planning Area.

Policy CT-6r: Limit the capacity improvements on Highway 12 between the City of Sebastopol and Llano Road to the existing 3 lane roadway in order to provide a smooth transition to the 2 lane roadway at the City boundary.

Policy CT-6s: Consider traffic calming improvements in the unincorporated community of Graton.

Policy CT-6t: Work with Caltrans in considering passing and turning lanes along Highway 116 to reduce congestion, provided that the improvements are consistent with the designated road classifications.

## 7.7 ROHNERT PARK - COTATI AND ENVIRONS

Traffic patterns in the Rohnert Park-Cotati region are significantly affected by north/south commute travel on Highway 101. Other important roadways include Old Redwood Highway, Highway 116, the Rohnert Park Expressway, Snyder Lane, Petaluma Hill Road, and East Cotati Avenue. Regional commute transit and intercity transit exist along the Highway 101 Corridor. Local service is provided in the two cities.

The City of Rohnert Park has identified the Petaluma Hill Road corridor for urban development in its most recent General Plan and has agreed to assist in the funding of improvements needed to mitigate resulting traffic impacts in the Penngrove area. These may include traffic calming improvements on Adobe Road, Main Street, and Petaluma Hill Road in combination with capacity improvements on Old Redwood Highway, realignment of Petaluma Hill Road, safety/capacity improvements on Petaluma Hill Road and Railroad Avenue, and the southbound on ramp from Railroad Avenue to Highway 101.



The Federated Indians of Graton Rancheria have proposed a large casino and hotel facility near the City of Rohnert Park. The casino has the potential to generate significant demand on the local road network and the Highway 101 corridor.

SMART has identified passenger rail station sites in City of Rohnert Park and City of Cotati.

The following policies apply within the Rohnert Park - Cotati Planning Area:

Policy CT-6u: Work with the Cities of Rohnert Park and Cotati to provide supporting land uses and circulation infrastructure to accommodate passenger rail service in the Cities.

Policy CT-6v: Utilize the SCTA traffic model as a foundation to prepare a detailed operational analysis of roads and streets in the unincorporated community of Penngrove to identify specific

traffic calming improvements within the community and to route through traffic to the Highway 101 and SMART rail corridor. As part of this study, consider designating Adobe Road from Davis Lane to Frates Road and Petaluma Hill Road from Formschlag Lane to Railroad Avenue for traffic calming improvements. Also consider improvements to the intersections of Adobe/Corona Roads and Adobe/Frates Roads that could reduce congestion along Adobe Road, provided the improvements are consistent with the applicable road classifications. Develop a phasing mechanism for these improvements that provides for completion of traffic calming improvements on designated roadways in the community prior to improvement of other roads that accommodate through traffic.\*

Policy CT-6w: Request cooperation by the Cities of Santa Rosa, Rohnert Park, Cotati, and Petaluma in the funding and implementation of traffic calming and capacity improvements in this area. Work with these Cities in establishing a nexus between development and impacts to the transportation system in order to determine equitable funding contributions. In light of the City of Rohnert Park's General Plan Policy TR-21A, request that the City assist in the funding of, at a minimum, the following specific improvements necessary to reduce congestion in the unincorporated community of Penngrove resulting from development within the City:

- (1) Highway 101 southbound on ramp at Railroad Avenue,
- (2) Widening of Railroad Avenue and Petaluma Hill Road to 3 lanes where necessary,
- (3) Traffic calming improvements on Main Street, Adobe Road east of Davis Lane, and Petaluma Hill Road south of Formschlag Lane,
- (4) Widening of Old Redwood Highway to 4 lanes, and
- (5) Realignment of Petaluma Hill Road at Railroad Avenue.\*

Policy CT-6x: Consider traffic calming improvements on local streets in the unincorporated community of Penngrove in order to reduce through traffic trips attempting to avoid congestion on Petaluma Hill Road, Adobe Road, Old Redwood Highway, and Railroad Avenue.\*

Policy CT-6y: Work with the Cities of Rohnert Park, Petaluma, and Cotati to enhance east/west traffic flow through these cities to the Highway 101/SMART rail corridor and to evaluate the feasibility of closure of Petaluma Hill Road and diversion of traffic from the Petaluma Hill Road corridor near Railroad Avenue to the freeway.\*

Policy CT-6z: Work with the Federated Indians of Graton Rancheria to identify and fund transportation improvements needed to accommodate travel demand created by Graton Rancheria's proposed casino.

Policy CT-6aa: Consider intersection improvements and restrictions, turning lanes, and signalization along Petaluma Hill Road to reduce congestion, provided that the improvements

are consistent with the designated road classifications.\*

Policy CT-6bb: Consider additional turning lanes at the intersection of Rohnert Park Expressway and Stony Point Road to reduce congestion on the Rohnert Park Expressway.\*

## 7.8 PETALUMA AND ENVIRONS

This planning area has the County's highest out-of-county commute rate. The major transportation corridor is the Highway 101 Freeway. Other principal traffic arteries are State Highways 116 (Stage Gulch Road) and 37, Old Redwood Highway North, Adobe Road, Lakeville Highway, Stony Point Road, Petaluma-Valley Ford Road, Petaluma-Point Reyes Road, Ely Road, Washington Street, and Petaluma Boulevard. Regional and intercounty commute bus service is available in the Highway 101 corridor with loops into Petaluma. There is intercity service between Petaluma and other cities. Local service is provided by the Petaluma transit system. Port Sonoma is being considered as a potential future ferry terminal site connecting travelers from the North Bay to other Bay Area sites. SMART has identified two passenger rail station sites in the City of Petaluma.

In addition to the southerly, northerly, and easterly commute, travel patterns are affected by residential development and several large job and retail centers, many of which are being developed within the Urban Growth Boundary (UGB) areas immediately adjacent to the rural unincorporated lands to the west and northwest of the City of Petaluma. Numerous rural roadways in the West Petaluma area between Bodega Avenue and Stony Point Road are affected by the traffic emanating from the residences and businesses within the City and by extensive through traffic bypassing the City and/or Highway 101 by using roads in this area. These conditions will be exacerbated in the future as the City permits development within its UGB.

Several rural roadways are affected by recreational travel on weekends, including Highway 101, Highway 116, Adobe Road, Frates Road, and Lakeville Highway.

The following policies apply within the Petaluma and Environs Planning Area:

Policy CT-6cc: Work with the City of Petaluma to provide supporting land uses and circulation infrastructure to accommodate passenger rail service in the City.\*

Policy CT-6dd: Coordinate with the City of Petaluma to improve and maintain Highway 116 and Frates Road as the primary east/west routes connecting the Highway 101 corridor to the Sonoma Valley. Expand and maintain the Highway 37, Lakeville Highway, Highway 116 corridor as the primary east/west route connecting the City and Highway 101/SMART rail corridor to Napa County and points east.

Policy CT-6ee: Support future use of Port Sonoma as a ferry terminal and water transit

connection to the Bay Area, including a potential passenger rail connection.\*

Policy CT-6ff: Coordinate and collaborate with the City of Petaluma in establishing a traffic and circulation plan, and necessary funding, to mitigate the impacts of County and City traffic on rural roads in the County area adjacent to the City. Establish a nexus between development and impacts to the transportation system in order to determine equitable funding contributions.\*

Policy CT-6gg: Prepare a baseline analysis of existing operational conditions on County maintained rural roads in Planning Area 8. When annexations are proposed in this area, prepare additional analysis to determine the impacts to County maintained rural roads that may be created if the annexation and subsequent development is approved. As part of this additional analysis, identify those traffic calming improvements for County maintained rural roads within the specific area between Bodega Avenue and Stony Point Road that will alleviate detrimental traffic conditions, with a priority on those methods that will promote the safety of pedestrian movement, especially for school children and for bicycle traffic.

Policy CT-6hh: Consider intersection improvements and restrictions, turning lanes, and signalization along Petaluma Boulevard North to reduce congestion, provided that the improvements are consistent with the designated road classifications.

Policy CT-6ii: Work with Caltrans in considering turning lanes, access controls, and other traffic management improvements along Highway 37 to reduce congestion, provided that the improvements are consistent with the designated road classifications.

Policy CT-6jj: Work with Caltrans in considering passing and turning lanes along Highway 116 to reduce congestion, provided that the improvements are consistent with the designated road classifications.

## 7.9 SONOMA VALLEY

The main transportation corridor in the planning area is State Route 12. Other important traffic arteries include Arnold Drive and State Routes 116 (Stage Gulch Road), 121 and 37. With the exception of a three lane segment of Highway 12 in central Boyes Springs, all roads are two lanes. Intercity transit service links the south valley urban area with Santa Rosa and with Petaluma, and with Golden Gate Transit to San Francisco International Airport.

Traffic conditions are affected by substantial commuter travel to the Santa Rosa area and Marin/San Francisco, recreational travel, and travel within the valley. The potential for future improvements or expansion of highway capacity in the Route 12 corridor is limited by cost and existing development along the roadway in the Boyes Springs/Agua Caliente area. Due to the existing development along Highway 12 in Boyes Hot Springs/El Verano, additional capacity improvements beyond three lanes is not feasible.

Sonoma Valley is heavily impacted by recreational travel. The valley's history, its wine industry, and its proximity to the Bay Area results in significant weekend congestion, particularly during summer months and harvest season. Increased special event activity also contributes to this traffic. The growth in demand for tourist serving uses particularly affects Highway 121 and 12 between Sears Point, Arnold Drive, and Broadway. Highway 121 in Sonoma Valley and Highway 12 in Kenwood are projected to be congested during peak weekend periods.

The following policies apply within the Sonoma Valley Planning Area:

Policy CT-6kk: Require development of parcels fronting on Highway 12 between Sonoma and West Thomsen Avenue to dedicate right-of-way sufficient to accommodate planned improvements as a condition of all discretionary permits where adequate nexus exists.

Policy CT-6ll: Address pedestrian safety issues and access as part of any update of the Glen Ellen Local Area Development Guidelines and/or the Highway 12 Design Guidelines. In the interim, encourage development of measures that enhance pedestrian safety and access.\*

Policy CT-6mm: Continue to utilize the Traffic Sensitive designation and zoning district to reduce project traffic impacts on Highway 12.

Policy CT-6nn: Require a traffic analysis and consider cumulative weekend traffic impacts in the review of discretionary projects throughout the Sonoma Valley Planning Area.\*

Policy CT-6oo: Coordinate with the City of Sonoma to improve and maintain Highway 12 as the east/west route connecting the City of Santa Rosa and Sonoma Valley. \*

Policy CT-6pp: Consider traffic calming improvements in the unincorporated communities of Kenwood and Glen Ellen.\*

Policy CT-6qq: Consider intersection improvements such as signalization and left turn lanes at various intersections along Arnold Drive to reduce congestion, provided that the improvements are consistent with the designated road classifications.

Policy CT-6rr: Work with Caltrans in considering signalization, turning lanes, passing lanes, and other traffic management improvements along Highway 12 to reduce congestion, provided that the improvements are consistent with the designated road classifications.

Policy CT-6ss: Work with Caltrans in considering turning lanes, access controls, and other traffic management improvements along Highway 37 to reduce congestion, provided that the improvements are consistent with the designated road classifications.\*

Policy CT-6tt: Work with Caltrans in considering passing and turning lanes along Highway 116

to reduce congestion, provided that the improvements are consistent with the designated road classifications.\*

Policy CT-6uu: Work with Caltrans in considering intersection improvements at Highways 116 and 121 and passing lanes, and access management along Highway 121 to reduce congestion, provided that the improvements are consistent with the designated road classifications. \*

## 4. CIRCULATION AND TRANSIT IMPLEMENTATION PROGRAM

### Circulation and Transit Program 1: Ordinances Establishing Traffic Mitigation Fees

Program Description: Maintain and update County Development Code establishing traffic mitigation and roadway improvement fees (Policy reference: CT-5b, 5c).

### Circulation and Transit Program 2: Subregional Traffic Mitigation

Program Description: The County would work with the SCTA and Cities, to agree upon a countywide or subregional traffic mitigation fee that would fund needed countywide or subregional capacity improvements (Policy reference: CT-1n, 1o, 5b).

### Circulation and Transit Program 3: Local Sales Tax Measure

Program Description: Planned circulation and transit improvements may require funding in addition to that already provided by Measure M. State law enables local jurisdictions to levy a sales tax increase of 0.25 to 1.0 percent for public transit, State highway or local street and road projects. Working through the SCTA and SMART, the County would utilize this authority to place before voters one or more measures to fund planned circulation and transit improvements, safety, and/or maintenance projects and concurrent growth management strategy (Policy reference: CT-1m).

### Circulation and Transit Program 4: Monitoring Programs

Program Description: Develop funding to enable the County Department of Transportation and Public Works to perform an enhanced traffic counting program, including regular truck classification counts and some counts on State Highways. Additional traffic studies would be carried out in specific areas as needed. The County would also participate with the SCTA and Cities in the refinement and maintenance of the countywide traffic model utilized for the update of the General Plan, providing traffic counts, transit ridership data, and land use data necessary for keeping the model current with land use, development, and circulation and transit conditions. The updated model can also be used to evaluate countywide impacts from new development. Traffic counts would also be the primary data collected for assessment of weekend traffic volumes (Policy Reference CT-1p, 1q, 5d).

#### Circulation and Transit Program 5: Sonoma County Transit Agency

Program Description: The County would maintain a transit agency to provide intercity transit services and provide local service by contract within the Cities. Services may include express commute buses (Policy reference: CT-2a, 2l, 2m, 2n, 2p).

#### Circulation and Transit Program 6: Capital Project Plan/Budget

Program Description: The County would utilize the Capital Project Plan to establish priorities and scheduling for roadway construction projects and transit facility construction. Finance roadway and transit facility construction through a combination of revenue sources, including traffic mitigation fees, the general fund and categorical grants such as those offered under the Transportation Development Act, as well as other Federal and State programs and other City, County, and developer contributions (Policy reference: CT-1a).

#### Circulation and Transit Program 7: Transportation Planning Programs

Program Description: The County would continue to participate with all regional, countywide, and local planning and funding entities that are responsible for provision of circulation and transit system improvements, including MTC, SCTA, CalTrans, SMART, Transportation Planning Council, North Coast Rail Authority, and other entities as they may arise (Policy reference: CT-2f, 2g, 4a, 4c, 5a, 5e).

#### Circulation and Transit Program 8: Penngrove Traffic Calming Program

Program Description: The County would utilize the countywide traffic model to prepare a detailed operational analysis of potential traffic calming improvements that would be effective in reducing the amount of through traffic that would utilize the local streets and roads in that community. The analysis would be conducted in cooperation with the community with opportunities for citizen input. This program should be initiated immediately so as to coincide with the new development proposed by the City of Rohnert Park along the Petaluma Hill Road corridor (Policy reference CT-6v).

#### Circulation and Transit Program 9: Petaluma Hill Rd Diversion Feasibility Study

Program Description: The County would work with adjoining Cities to evaluate the feasibility of diverting traffic from the Petaluma Hill Rd corridor onto Railroad Ave to and from Old Redwood Highway and Highway 101. The study would also include other options for providing east/west connection to the Highway 101/ SMART rail corridor (Policy reference: CT-6w, 6y).

#### Circulation and Transit Program 10: Airport Industrial Area Improvement Funding

Program Description: The County would utilize the countywide traffic model as a foundation

to prepare a detailed operational analysis of traffic congestion and intersection improvements on Airport Blvd serving the Airport Industrial Specific Plan Area. The analysis would identify all of the operational improvements necessary to meet LOS objectives and identify costs and a funding formula that would pay for capacity and operational improvements. The portion of the funding shared by existing and future development at the airport would be assessed through creation of an assessment district, traffic mitigation fees and/or similar mechanism (Policy reference: CT-6m).

#### Circulation and Transit Program 11: Heritage Roads

Program Description: The County will establish a nomination and signage program for considering designation of certain older rural roads that meet the criteria of Policy CT-3k as "heritage roads" and development of design standards that would protect their unique character while maintaining safe road conditions (Policy reference: CT-3k).