

**Sonoma County General Plan 2020**

**CIRCULATION AND TRANSIT ELEMENT**

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

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# 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:

The Circulation and Transit Element uses the Land Use Element projections of future population and job growth. 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. Recreational uses of bicycle and pedestrian facilities 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, greenhouse gas emissions, 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.

The County's sustainability is dependent upon reducing automobile use through the substitution of walking and bicycling trips for automobile trips and the degree to which the transit system succeeds in attracting ridership. In addition, increased traffic is a major source of noise, public safety is reduced when the road network fails to safely accommodate demand from all users, and lack of opportunity to walk or bicycle to destinations results in an increasingly sedentary population, affecting our personal health.

### 1.3 SCOPE AND ORGANIZATION

The element contains nine sections. These include the introduction, discussion of existing and future conditions, and six sections containing Goals, Objectives, and Policies for the County circulation and transit system, public transit and alternative transportation modes, bicycle and pedestrian transportation, 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 2010

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.

Approximately 75% of the County's population is along the 70-mile long Highway 101 corridor, which serves as the County's primary transportation route. The Metropolitan Transportation Commission (MTC) forecasts that less than 9% of Sonoma County workers will commute out of county by 2030, but at the same time, there is anticipated to be a 48% increase in the number of trips within the County along the Highway 101 corridor.

Sonoma County has limited public transit, few bicycle and pedestrian facilities, and large distances between housing, jobs, schools, and commercial areas. Because of these conditions, the County has become the most automobile-dependent county in the Bay Area, and is the only county in the region where the number of automobiles exceeds the total population of the county. Additionally, many short trips to schools and within neighborhoods are made by automobiles due to lack of safe and convenient alternatives.

Bus transit serves the commute to San Francisco and Marin, as well as intra-County trips. Currently, intra-country transit is mostly utilized by people without access to automobiles, the elderly, students, and the disabled. Transit operators providing fixed route transit services within Sonoma County, include Golden Gate Transit, Mendocino County Transit Authority, and Sonoma County Transit, as well as various city provided services.

On January 1, 2003, the Sonoma-Marin Area Rail Transit District (SMART) was established to oversee the development and implementation of passenger rail service and regional bikeway in Sonoma and Marin Counties. The new rail district, created with the passage of California State Assembly Bill 2224 (Nation) holds in public ownership, over seventy miles of railroad right-of-way (ROW), estimated in 2000 to be worth more than \$1 billion. Rail freight service will be provided by the North Coast Railroad Authority, which owns the former NWPRR north of Cloverdale and holds a freight easement across the SMART right of way.

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. Increased reliance on the automobile for short trips, especially trips to schools, has further contributed to congestion. 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.

While significant progress has been made in data collection and congestion forecasting for motorized transportation, relatively little data exists regarding trip and safety data for non-motorized modes. This lack of information and modeling has been an impediment to incorporating transit and non-motorized transportation modes into traffic studies that rely on trip data to determine project impacts and identify mitigation measures.

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.

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 in 2003 provides additional transportation capacity along the Highway 101 corridor, with potential to reduce congestion during peak commute hours.

## 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 resulting from existing patterns of development, increased road congestion, and a continued preference for automobiles as the primary transportation mode. Over time, this has been compounded due to a lower level of importance given to development of alternative transportation modes, such as walking, bicycling and transit riding.

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 increase demand for travel between cities on Highway 101 and parallel county roads that provide alternative 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 would seem to suggest 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.

Capacity improvements alone are not likely to lead to a long-term sustainable solution to the County's transportation needs. Ensuring that alternative transportation mode choices are available, safe, and convenient will likely reduce vehicle miles of travel, particularly with a focus on substituting walking and bicycling for short trips that would take less than 15 minutes to complete on foot or by bicycle. One of the best ways to improve transportation networks for any mode is to integrate bicycle and pedestrian facilities with other modes by eliminating gaps, unsafe conditions, and substandard facilities in the bicycle and pedestrian network. Another way is to collect and analyze trip data to optimize future investments in the County's transportation network. The data gap can be overcome by establishing routine collection of non-motorized and public transit trip information and require such information be provided as part of project traffic studies.

There appears to be growing public support to move beyond a transportation system based only on travel by automobile. Public opinion has shown 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) Road capacity improvements that would be needed to provide high mobility will likely cause disruption of some communities, businesses and neighborhoods.
- (4) Lack of convenient public transit and safe bicycle and pedestrian facilities is a major barrier to reducing dependence on automobiles.
- (5) An automobile dependent transportation network is unsustainable and has a

significant impact on public health.

## 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 requires a robust public transit system and safe, convenient facilities for bicycling and walking in addition to capacity improvements for motor vehicles. Linking bicycle and pedestrian facilities with transit and eliminating gaps in these facilities is of critical importance. 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. Development of rail 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:



...traffic and greenhouse gas emissions. Of

- (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 and major employment centers 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) Improving 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.
- (12) Ensuring that land development projects are required to provide adequate pedestrian and bicycle facilities that will eliminate gaps and unsafe conditions in the bicycle and pedestrian network and furnish safe links to the alternative mode networks from 'trip generators'.

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. It also requires elevating investments in pedestrian, bicycle, and transit facilities, to an equal level with road improvements related to automobile travel. 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:** Reduce the need for future automobile use by a combination of improvements and land development policies that give equal favor to alternate modes as to automobile use.

**Objective CT-1.5:** Reduce greenhouse gas emissions by minimizing future increase in VMT, with an emphasis on shifting short trips by automobile to walking and bicycling trips.

**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:** Require development projects contribute a fair share for development of alternative transportation mode facilities, including pedestrian and bicycle facilities along project frontages and links from these to nearby alternative mode facilities. Development near urban boundaries should provide safe access to the urban area.

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

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

**Policy CT-1t:** Collect and analyze bicycle, pedestrian, and transit trip data by establishing routine collection of alternative trip information on collector and arterial roadways and require such information be provided as part of project traffic studies.

## 2.4 PUBLIC TRANSIT AND MOTOR VEHICLE TRIP REDUCTION

Elevating public transit and related infrastructure to an equal level of consideration as travel by automobile is one of the basic principles of the Complete Streets Act of 2008, which mandates that all cities and counties modify the circulation element of their general plans to provide for a transportation network that equitably meets the mobility needs of all, including pedestrians, bicyclists, children, students, persons with disabilities, users of public transportation, together with motorists and movers of commercial goods. The following goal, and objectives and are intended to implement Complete Streets as it relates to public transit.

- 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:** Provide bicycle and pedestrian links from bus stops and other transit facilities to residential areas, employment centers, schools, institutions, parks, and the greater roadway system in general, especially focusing on short trips that could result in a mode shift away from automobile travel.
- Objective CT-2.9:** Develop alternative mode trip databases, to improve quantitative evaluation of public transit and improve integration with other alternative modes.
- 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.
- Objective CT-2.12:** Increase the safety, convenience, and comfort of transit riders, to eliminate the potential obstacles to this mode choice that is associated with the lack of these facilities.

**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:** Require discretionary development projects to provide bicycle and pedestrian improvements and gap closures necessary for safe and convenient bicycle and pedestrian travel between the project and the public transit system\*.

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

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

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

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

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

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

**Policy CT-2s:** 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-2t:** 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-2u:** 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-2v:** Require discretionary development projects, where nexus is identified, to provide crossing enhancements at bus stops, recognizing that many transit riders have to cross the street on one of the two-way commutes. \*

**Policy CT-2w:** Increase the convenience and comfort of transit riders by providing more amenities at bus stops, including adequately-sized all-weather surfaces for waiting, shelters, trash cans, bike racks, and pedestrian-sized lighting. Required that these improvements be provided as part of nearby public or private development projects.\*

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

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

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

## 2.5 BICYCLE AND PEDESTRIAN TRANSPORTATION NETWORK

A comprehensive, safe, and convenient bicycle and pedestrian transportation network is a critical component of an overall strategy to create a sustainable transportation network for Sonoma County, as well helping to meet greenhouse gas emissions (GHG) reduction standards established under the California Global Warming Solutions Act of 2006 (AB32).

Walking and bicycling are the most energy efficient modes of transportation. When all energy inputs are considered, walking or bicycling to work will consume less than 1% of the energy used by the most fuel efficient automobile. Given that



transportation accounts for almost half of carbon emissions generated in Sonoma County, even small mode shifts away from automobiles to walking and bicycling will create significant reductions in the County's carbon footprint.

Bikeways are classified as Class I, II, III or Bicycle Boulevards.

Class I Bikeways are also known as multi-use paths. Class I bikeways provide bicycle travel on an all-weather surface within a right-of-way that is for exclusive use by pedestrians, bicyclists and other non-motorized modes. Class I bikeway surface must be compliant with provisions of the Americans with Disabilities Act (ADA). These bikeways are intended to provide superior safety, connectivity, and recreational opportunities as compared to facilities that share right-of-way with motor vehicles.

Class II Bikeways are often referred to as "bike lanes" and provide a striped and stenciled lane for one-way travel on either side of a street or highway. Unlike Class III bikeways (below), Class II bikeways have specific width and geometric standards.

Class III Bikeways are facilities shared with motor vehicles that provide connection to Class I and II bikeways through signage, and design, creating advantages for bicyclists not available on other streets. By law, bicycles are allowed on all roadways in California except on freeways when a suitable alternate route exists. However, Class III bikeways serve to identify roads that are more suitable for bicycles.

Bicycle Boulevards are streets where the following conditions are created in order to enhance bicycle safety and optimize travel for bicycles rather than automobiles:

- Reduced traffic speed and volume.
- Use of diverters and roundabouts to discourage through and non-local motor vehicle traffic.
- Improving travel for bikes by assigning the right-of-way to the bicycle boulevard at intersections with other roads wherever possible.
- Traffic controls that help bicycles cross major arterial roads.
- Signage and street design that encourages use by bicyclists and informs motorists that the roadway is a priority route for bicyclists.

Bicycle boulevards use a variety of traffic calming elements to achieve a safe environment. For instance, diverters with bicycle cut-outs allow cyclists to continue to the next block, but discourage through traffic by motor vehicles. Typically, these modifications will also calm traffic and improve pedestrian safety as well as encourage bicycling.

A primary goal of the California Complete Streets Act of 2008 is to increase the likelihood of residents to choose bicycling and walking modes over the choice to drive. To meet this goal, it is necessary to elevate the commitment to providing walking and bicycling facilities. Continuous

sidewalks, walkways, trails, and bikeways are necessary to provide safety and convenience to allow people to choose non-motorized transportation modes. Especially important is developing more sidewalks and increasing the number of pedestrian street crossings. Substituting a ten minute walk for a five minute drive is feasible if bicycle and pedestrian facilities are continuous and link people from their neighborhoods to destinations such as schools, stores, jobs, public institutions, and parks.

If the needs of all, including children, seniors, and those with disabilities are considered when incorporating bicycle and pedestrian facilities into the countywide transportation network, it is likely there will be a substantial increase in the number of short trips traveled by foot or bike rather than by automobile. To that end, the strategy to integrate provisions of the Complete Streets Act into the General Plan includes the following goal and objectives.

- GOAL CT-3:**                    **Establish a viable transportation alternative to the automobile for residents of Sonoma County through a safe and convenient bicycle and pedestrian transportation network, well integrated with transit, that will reduce greenhouse gas emissions, increase outdoor recreational opportunities, and improve public health.**
- Objective CT-3.1:**            Design, construct and maintain a comprehensive Bikeways Network that links the County's cities, unincorporated communities, and other major activity centers including, but not limited to, schools, public facilities, commercial centers, recreational areas and employment centers.
- Objective CT-3.2:**            Reduce Sonoma County's greenhouse gas emissions by achieving a non-motorized trips mode share of 5% for all trips and 10% for trips under five miles long by 2020.
- Objective CT-3.3:**            Encourage pedestrian, bicycle, and transit oriented development.
- Objective CT-3.4:**            Increase use of non-motorized modes for commute trips by providing safe, convenient routes and adequate end of trip facilities at workplaces, with an emphasis on facilities that have potential to close gaps in the network and/or reduce shorter trips.
- Objective CT-3.5:**            Provide incentives for business and government to increase the use of walking and bicycling by employees for both commuting and daily operations.
- Objective CT-3.6:**            Reduce bicycle and pedestrian accidents per mile traveled by at least 2% per year.
- Objective CT-3.7:**            Provide a diverse range of recreational opportunities through a well designed network of bikeways, multi-use trails, sidewalks, and related support facilities.

- Objective CT-3.8** Increase the safety, convenience, and comfort of all pedestrians and bicyclists, by eliminating the potential obstacles to this mode choice that is associated with the lack of continuous and well-connected pedestrian walkways and bicycle facilities, and the lack of safe crossing facilities, especially focusing on short trips that could result in a decrease in automobile travel.
- Objective CT-3.9** Develop alternative mode trip and accident databases, to improve safety, allow regional coordination of improvements, and travel model development to improve the level of quantitative evaluation.

**The following policies shall be used to achieve these objectives:**

**Policy CT-3a:** Use the adopted Sonoma County Bicycle and Pedestrian Plan (Bikeways Plan) as the detailed planning document for existing and proposed bikeways and pedestrian facilities.\*

**Policy CT-3b:** Use the policies of the Bikeways Plan whenever reviewing development projects to insure that projects are consistent with the Bikeways Plan and incorporate necessary bicycle and pedestrian improvements identified in the Bikeways Plan as a condition of project approval.\*

**Policy CT-3c:** The Sonoma County Bicycle and Pedestrian Advisory Committee (BPAC) shall be responsible for advising the Board of Supervisors, Planning Commission, Board of Zoning Adjustments, Project Review Advisory Committee, and County staff on the ongoing planning and coordination of the County's bicycle and pedestrian transportation network.\*

**Policy CT-3d:** The Regional Parks Department shall be responsible for establishing and maintaining Class I bikeways, and the Department of Transportation and Public Works (TPW) shall be responsible for establishing and maintaining Class II and III bikeways and pedestrian facilities along public rights-of-way in unincorporated areas.\*

**Policy CT-3e:** The Board of Supervisors shall designate the County department(s) responsible for providing a bicycle and pedestrian coordinator to oversee implementation of the Sonoma County Bicycle and Pedestrian Plan, provide staff support to the BPAC, and coordinate activities between County agencies, the Cities, and other jurisdictions.\*

**Policy CT-3f:** Regional Parks and TPW shall be responsible for periodically collecting bicycle and pedestrian counts at locations shown in the Bikeways Plan <sup>↑</sup>County Location<sup>↑</sup>table per current Metropolitan Transportation Commission standards. The BPAC, in consultation with Regional Parks and TPW, shall review this data annually to determine effectiveness in applying such data for County improvement projects and update the count locations as needed.\*

**Policy CT-3g:** Revise County Traffic Guidelines to require that traffic studies identify impacts to

existing and planned bicycle and pedestrian facilities. Consider development of bicycle and pedestrian facilities as mitigation measures for congestion and greenhouse gas emission impacts\*.

**Policy CT-3h:** Develop a Level of Service standard for identifying performance of the bicycle and pedestrian transportation network that takes into consideration travel distance, potential bicycle and pedestrian transportation needs, potential for improved mode split with improved facilities, and existing network deficiencies.

**Policy CT-3i:** Use the Level of Service standard developed by Policy CT-3h to evaluate impacts to bicycle and pedestrian facilities that may result from discretionary projects, and identify corrections and/or improvements necessary to mitigate those impacts.

**Policy CT-3j:** Use the following criteria to determine the appropriate type, location and priority of bicycle facilities when selecting new routes in the future:\*

- (1) Skill level of anticipated users - Consideration should be given to the skills and preferences of the types of bicyclists that are likely to use the bikeway. Facilities near schools, parks, and residential neighborhoods are likely to attract a greater percentage of children and beginning cyclists, and should have a very high emphasis on safety. While inexperienced bicyclists prefer more lightly-traveled streets, more experienced cyclists tend to prefer the most direct route possible.
- (2) Accessibility - Routes and bikeway design must be ADA compliant. Consideration should be given to the scope of upgrades and improvements that may be necessary to meet ADA standards when selecting routes. Attention should be paid to routes that serve schools, parks, major medical centers, and government facilities.
- (3) Motor Vehicle Parking - Turnover and density of on-street parking in retail and commercial areas may affect bicycle safety due to the high potential for conflicts with motor vehicles. Consider alternative routes or reconfiguration of on-street parking in these areas.
- (4) Directness - Bikeways should be located along the most direct line of travel that is convenient for users, and provide logical connections between residential areas, retail, commercial, industrial, and employment centers, recreational facilities, and public facilities. Routes should be chosen that minimize the number of stops, intersections, and mid-block crossings.
- (5) Pavement surface quality - Bikeways should be free of surface defects that compromise bicycle safety. Utility covers and drains should be at grade and, if possible, outside the bikeway. Drainage grates should be aligned perpendicular to the direction of travel in order to avoid catching bicycle wheels.
- (6) Transit - Where bus stops are located along bikeways, care should be taken to avoid conflicts between passengers, buses, and bicycles. Railroad crossings should be improved as necessary to provide safe bicycle crossings.
- (7) Traffic volumes and speed - Experienced bicycle commuters generally prefer arterial

Footnote\* Mitigating Policy

streets because they are often the most direct route, assuming that traffic speed and volume are appropriate. If adequate right-of-way exists, it may be more desirable to improve arterial streets with bike facilities than adjacent lower volume streets.

- (8) Bridges - Many bridges are narrower than the adjacent roadway, and lack adequate shoulders. Widening a bridge is likely to be expensive and alternative routes should be considered if equal connectivity and convenience for bicyclists and pedestrians can be provided by the alternative route. On existing and proposed routes with narrow bridges or bridges that are otherwise unsafe for bicyclist and pedestrians, safety-related bridge improvements shall be assigned a high priority regardless of the priority assigned to the remainder of the bike route.
- (9) Costs and Funding - Bikeway selection normally will involve a cost analysis of alternatives. While funding availability may limit alternatives, it is very important to avoid choosing poor routes or an inadequate design solely on the basis of available funds. The decision to improve bikeways or create new facilities should be made with a conscious, long term vision. When funding is limited, emphasis should be given to low cost improvements such as bicycle parking, removal of barriers, and gap closures. Identification of a reliable source of funds to support maintenance and operation must be considered before developing new Class I Bikeways. Bikeway design and route selection should always seek to maximize public benefit and safety per dollar invested.

**Policy CT-3k:** Use the most recent version of Chapter 1000 of the Caltrans Highway Design Manual, AASHTO's "Guide for the Development of Bicycle Facilities", and the "California Manual on Uniform Traffic Control Devices" (MUTCD) as general design guidelines for design, construction and maintenance of Sonoma County bikeways.\*

**Policy CT-3l:** In addition to the general standards found in Policy CT-3k above, use standards found in the most recently adopted Bikeways Plan for selection, design, construction, and maintenance of Class I, II and III bikeways.\*

**Policy CT-3m:** Where several bikeways of different classes follow a similar route or provide similar connectivity, the BPAC shall be consulted when construction of one facility appears to reduce the need or function of other facilities.\*

**Policy CT-3n:** Use the following criteria to determine consistency of public and private projects with the Bikeways Plan:

- (1) Development of lands traversed or adjoined by an existing or future Class I bikeway shall not preclude establishment of the bikeway, nor conflict with use and operation of the bikeway or adversely affect long term maintenance and safety of the facility.
- (2) Construction, widening, or maintenance of roads with designated bikeways meets the design and maintenance standards for the appropriate class of bikeway as specified by the Bikeways Plan.\*

**Policy CT-3o:** Consider development of Bicycle Boulevards in urbanized areas and unincorporated communities on routes that offer alternatives to bikeways on high speed collector and arterial roadways. Bicycle boulevards are streets optimized for travel by bicycles rather than automobiles through reduction of traffic speed and volume using traffic calming measures such as diverters and roundabouts. Traffic controls should be optimized to assign right of way to bicycles. Signage and street design should encourage use by bicyclists and inform motorists that the roadway is a priority route for bicyclists.

**Policy CT-3p:** Use the following recommendations for design, striping and signage at freeway interchanges:

- (1) Design ramp intersections with local roads with 90-degree intersections rather than free flowing ramps with high speed connections.
- (2) Restrict local road speed to 35 mph or less through the interchange.
- (3) Decrease the radii of ramp intersections such that right hand turn speeds are reduced to 25 mph or less.
- (4) Control off-ramp traffic with stop sign or traffic signal, or roundabouts as appropriate for each intersection.

**Policy CT-3q:** Design, construct, and improve bikeways consistent with the Bikeways Plan

↑ Project Priority List ↑ This list shall establish the priority, class, and location of Sonoma County bikeways projects.

**Policy CT-3r:** Work with the nine Cities and Sonoma County Transportation Authority (SCTA) to identify a Primary Bicycle Network with routes selected on the basis of providing safe, continuous routes between urbanized areas, job centers, and major retail areas.

**Policy CT-3s:** Refer the following projects to the BPAC to review consistency with the Bikeways Plan and to evaluate potential for creating hazards or barriers to walking or bicycling: \*

- (1) Road widening projects
- (2) Road capacity improvement projects.
- (3) Resurfacing, restoration, and/or rehabilitation of roads with existing or proposed Class II or Class III bikeways.
- (4) Resurfacing, restoration, and/or rehabilitation of roads that include the installation of rumble strips, AC berms or similar barriers, and/or roadway dots in the shoulder area.
- (5) Traffic calming improvements.
- (6) Discretionary projects adjacent to existing or proposed Class I bikeways and/or roads with existing or proposed Class II or Class III bikeways.

- (7) Discretionary projects anticipated to be conditioned with roadway improvements along existing or proposed Class I, II or III bikeways.

**Policy CT-3t:** Require that bikeway improvements be included as part of all road maintenance or improvement projects along road segments with existing or proposed bikeways to the maximum extent feasible.

**Policy CT-3u:** Upgrade or adjust existing traffic signal detectors on County roadways to reliably detect bicycles. On streets without dedicated right turn lanes where upgrading the existing traffic signal loop detector is not feasible, install buttons to trigger the signal located such that bicyclists do not have to leave the bikeway to use the button.\*

**Policy CT-3v:** Where nexus exists, require private or public development to plan, design, and construct bicycle and pedestrian facilities to integrate with the existing and planned bicycle and pedestrian network.

**Policy CT-3w:** Where discretionary projects in Urban Service Areas and unincorporated communities are found to create additional demand for bicycle travel, require the project to directly provide or participate in the funding of bikeway improvements such as gap closures, shoulder widening, safety improvements and signage that will improve bicycle access to destinations located within 3 miles of the project site.

**Policy CT-3x:** Require mitigation either through in-lieu fees, or development of alternative facilities that have been recommended by the BPAC, when development projects or road improvements are anticipated to result in a loss of existing bicycle and pedestrian facilities or jeopardize development of future facilities identified in the Bikeways Plan.

**Policy CT-3y:** Develop a maintenance reporting system for bikeways with a central point of contact that can be used to report, track, and respond to routine bicycle and pedestrian maintenance issues in a timely manner.

**Policy CT-3z:** Require road construction projects to minimize their impacts on bicyclists and pedestrians through the proper placement of construction signs and equipment and by providing adequate, safe, well marked detours. Where it is safe to do so, allow bicyclists and pedestrians to pass through construction areas in order to avoid detours. Where two-way bicycle and pedestrian travel can be safely accommodated in a one-way traffic control zone, adequate signage shall be placed to alert motorists of bicycles and pedestrians in the lane.

**Policy CT-3aa:** Encourage cooperation between Regional Parks, TPW, SCTA, Sonoma-Marín Area Rail Transit District (SMART), North Coast Railroad Authority (NCRA), Sonoma County Water Agency, Caltrans, and the Cities, to close gaps in the bikeway network and ensure the system is constructed, and maintained.

**Policy CT-3bb:** Require dedication or purchase of right of way for Class I bikeways as part of open space requirements for development, when a nexus can be established between the proposed development and the need for bikeways in the affected area.\*

**Policy CT-3cc:** Review the status of abandoned railroad rights-of-way, natural waterways, flood control rights-of-way and public lands on an annual basis or as often as needed for opportunities to develop new Class I bikeways.\*

**Policy CT-3dd:** Develop a Class I "Rails with Trails" bikeway along the SMART and NCRA rights-of-way. Give highest priority to segments that provide connections between cities along the Highway 101 corridor from Windsor to Petaluma.

**Policy CT-3ee:** Encourage the use of flexible parking, circulation and road design standards for higher density residential and mixed-use projects that make walking and bicycling the preferred mode of transportation within the project and surrounding area.\*

**Policy CT-3ff:** Provide adequate bicycle parking as part of all new school, public transit stops, public facilities, and commercial, industrial, and retail development following standards established in adopted Bikeways Plan.\*

**Policy CT-3gg:** Provide shower and locker facilities for employees, and bicycle parking consistent with Policy CT-3ff at existing and future public facilities. The bicycle support facilities should be designed to accommodate walking or bicycling by at least 5 percent of the full time workforce.\*

**Policy CT-3hh:** Encourage local and regional transit agencies to provide and maintain convenient and secure bike parking facilities, all-weather shelters, and other amenities at major transit stops and transportation centers.

**Policy CT-3ii:** Encourage local and regional transit agencies to accommodate bicycles on buses, trains and ferries.

**Policy CT-3jj:** Require periodic consultation between the BPAC and transit agencies to review bicycle parking at transit facilities and accommodations to carry bicycle on-board buses, trains and ferries to assure that anticipated demand for parking and on-board accommodations can be met.

**Policy CT-3kk:** Encourage local and regional transit agencies to consult with the BPAC when major service changes are proposed.

**Policy CT-3ll:** Work with transit providers to implement a Safe Routes to Transit program for bicycle and pedestrian access to transit stops and stations.

**Policy CT-3mm:** Collect bicycle and pedestrian accident data in the unincorporated areas on an annual basis. The BPAC shall review this data and identify high risk areas, prioritizing

improvements, or additional needs for future accident data collection.\*

**Policy CT-3nn:** Give highest priority to safety related improvements of pedestrian facilities in the vicinity of schools, public transit facilities, and crossings in Urban Service Areas and unincorporated communities.

**Policy CT-3oo:** Require new development in Urban Service Areas and unincorporated communities to provide safe, continuous and convenient pedestrian access to jobs, shopping and other local services and destinations. Maintain consistency with City standards for pedestrian facilities in Urban Service Areas that are within a city's Sphere of Influence or Urban Growth Boundary.

**Policy CT-3pp:** Require pedestrian-oriented street design in Urban Service Areas and unincorporated communities.

**Policy CT-3qq:** Encourage development of amenities that enhance the walking experience, such as landscaping, public art, seating and drinking fountains, in Urban Service Areas and unincorporated communities.

**Policy CT-3rr:** Require centrally located shared parking in Urban Service Areas and unincorporated communities whenever feasible for commercial uses rather than requiring individual businesses to provide separate parking areas.

**Policy CT-3ss:** Where discretionary projects in Urban Service Areas and unincorporated communities are found to create additional demand for pedestrian travel, require the project to directly provide or participate in the funding of pedestrian improvements such as sidewalks, gap closures, steps, safety improvements, and/or trails that will improve pedestrian access to destinations located within  $\frac{1}{4}$  mile of the project site.



**Policy CT-3tt:** Require discretionary projects within the Urban Growth Boundary or Sphere of Influence of a city to provide sidewalks consistent with city design standards.

**Policy CT-3uu:** Use pedestrian-level lighting rather than conventional full height lighting standards within the Urban Service Areas wherever appropriate.

**Policy CT-3vv:** Provide high-visibility crosswalk marking at all intersections in Urban Service Areas, and wherever feasible countywide. Wherever possible, avoid mid-block pedestrian

crossings, and where mid-block crossings are necessary, install signalization, refuge islands and signage warning vehicles to stop for pedestrians and watch for cyclists.

**Policy CT-3ww:** Require development projects in Urban Service Areas and unincorporated communities that conflict or interfere with development of future planned pedestrian facilities to provide development of equivalent facilities within the same area.

**Policy CT-3xx:** Design sidewalks and pedestrian paths to provide defensible space and adequate sight lines between adjoining development to insure safety and security. Sidewalks should feel comfortable and welcoming at all times of the day and night.

**Policy CT-3yy:** Encourage ongoing development of the Safe Routes to School program by coordinating efforts of advocacy groups, school districts, Cities, and County departments.

**Policy CT-3zz:** Encourage development of a Pedi/Bike-Bus Program by coordinating efforts of advocacy groups, parents, school districts, Cities, and County departments.

**Policy CT-3aaa:** Inventory safety needs/hazards along routes to and around schools in order to identify improvements necessary to improve safety and create a priority list of projects necessary to correct these hazards.

**Policy CT-3bbb:** Encourage school districts to participate in providing safe bicycle and pedestrian connections that serve students from surrounding neighborhoods when constructing or improving schools. Encourage school districts to provide secure bicycle parking areas for students, faculty, and staff. Require private schools to provide continuous pedestrian pathways and bicycle facilities from adjacent residential communities to the school grounds.

**Policy CT-3ccc:** Coordinate Bicycle Safety Education Programs at schools, with law enforcement agencies, school districts, advocacy groups, local bicycle shops, and other interested organizations. The program shall include traffic rules, bicycle handling skills, the importance of good helmets, lights and reflectors, bicycling clothing, and bicycle maintenance courses in cooperation with local bicycle shops and organizations.\*

**Policy CT-3ddd:** Distribute bicycle and pedestrian safety, educational, and promotional materials to students, parents, faculty, and staff at school orientations. Consider other opportunities for public education such as drivers training and citation diversion programs.\*

**Policy CT-3eee:** Work through the Department of Health Services programs to promote the health benefits of bicycling and walking.\*

**Policy CT-3fff:** Develop a bicycle and pedestrian safety campaign that produces comprehensive driver, bicyclist and pedestrian educational materials and information, and increases public awareness of the benefits of walking and bicycling as healthy alternatives to motorized transportation.\*

**Policy CT-3ggg:** Educate motorists, bicyclists, and pedestrians with regard to safety, rights, and responsibilities associated with use of the County transportation system.\*

**Policy CT-3hhh:** Support constructive efforts from advocacy groups to address bicycle and pedestrian transportation issues.

**Policy CT-3iii:** Provide the option of flexible work schedules to County employees in order to accommodate commuting by bicycle, walking, or transit.\*

**Policy CT-3jjj:** Develop a Guaranteed Ride Program for County workers and employees of other employers with participating programs who regularly bicycle, walk, vanpool, carpool, or use transit for their trip to work. The program would encourage use of alternative transportation modes by providing free transportation in the event of personal emergencies, illness, or unscheduled overtime.\*

**Policy CT-3kkk:** Consider establishing greenhouse gas impact fees for new development. Use a portion of this fee to fund planning, design, and construction of bikeways and pedestrian facilities\*.

**Policy CT-3lll:** Work with Federal, State, regional, and local agencies and any other available public or private funding sources to secure funding for bikeways and pedestrian facilities\*.

**Policy CT-3mmm:** Encourage multi-jurisdictional funding applications for design, construction and maintenance of bikeways and pedestrian facilities that provide regional connectivity\*.

**Policy CT-3nnn:** Develop a long range strategy to provide long term funding necessary to maintain and operate the Class I bikeway network\*.

## 2.6 COUNTYWIDE HIGHWAY SYSTEM

**GOAL CT-4:** 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-4.1:** Maintain LOS C or better on roadway segments unless a lower LOS has been adopted as shown on Figure CT-3.

**Objective CT-4.2:** Maintain LOS D or better at roadway intersections.\*

**Objective CT-4.3:** 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-4.4:** Utilize the American Association of State Highway Transportation Officials (AASHTO) functional classification system and guidelines for geometric design for the highway network.\*
- Objective CT-4.5:** 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-4.6:** 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-4.7:** 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-4a:** Use the levels of service established in Objectives CT-4.1 and 4.3 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-4b:** Use area and/or project traffic analyses to determine if intersections meet the LOS standards of Objectives CT-4.2 and CT-4.3. Based on this analysis, identify and implement intersection improvements needed to achieve LOS D.\*

**Policy CT-4c:** 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-4d:** 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-4e:** Use AASHTO's, <sup>↑</sup> A Policy on Geometric Design of Highways and Streets <sup>↑</sup> 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-4f:** 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-4g:** 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

Footnote: \*Mitigating Policy

Mill Street	Dry Creek Road
Fulton Road	

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

- (4) Improvements to Highway 101 within the Petaluma/Novato Community Separator shall not include any interchange or frontage road having a design capacity in excess of that necessary to serve projected General Plan land use but shall include bicycle lanes.
- (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-4h:** 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-4i:** 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-4j:** 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-4k:** 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-4l:** 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-4m:** 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

Footnote: \*Mitigating Policy

alternate routes to those arterial roads.

**Policy CT-4n:** 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.\*

## 2.7 PASSENGER AND FREIGHT RAIL

**GOAL CT-5:** Reduce future congestion along the Highway 101 corridor by developing the SMART rail corridor for passenger rail and freight use.\*

**Objective CT-5.1:** Develop the SMART right-of-way for passenger rail service and multi-modal service, including the necessary supporting multi-modal feeder system.

**Objective CT-5.2:** 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-5.3:** 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-5a:** 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-5b:** 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-5c:** Consider designation of passenger rail stations in unincorporated areas south of



Healdsburg at key employment and high density residential centers.\*

**Policy CT-5d:** 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-5e:** Work with the SCTA and SMART to identify sites for rail freight hubs and/or intermodal freight centers.

## 2.8 PHASING AND FUNDING OF IMPROVEMENTS

**GOAL CT-6:** **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-6.1:** 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-6.2:** Work with the SCTA and Federal and State governments to obtain the necessary funding for the planned circulation and transit system.

**Objective CT-6.3:** 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-6a:** 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-6b:** 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.\*

Footnote: \*Mitigating Policy

**Policy CT-6c:** 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-6d:** 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-6e:** 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-6f:** Review and condition discretionary development projects in the unincorporated area to assure that the LOS and/or public safety objectives established in Policy CT-4a and CT-4b 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-6g:** 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-6h:** 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-7a:** 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-7b:** 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 Highway 101, all highways in the region are two lane rural roadways. Transit service includes intercity service along the Highway 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-7c:** Work with the City of Cloverdale to provide supporting land uses and circulation infrastructure to accommodate passenger rail service in the City.

**Policy CT-7d:** 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-7e:** 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-7f:** 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-7g:** When a bypass route for Highway 116 in Forestville is completed, encourage Caltrans to designate the bypass route as a State Highway.

**Policy CT-7h:** Consider traffic calming improvements in the unincorporated communities of Forestville, Guerneville, and Monte Rio.

**Policy CT-7i:** 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-7j:** 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-7k:** 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.

Footnote: \*Mitigating Policy

## 7.5 SANTA ROSA AND ENVIRONS

The Santa Rosa area has the County's most extensive roadway network. Highway 101 is the major north-south corridor through Santa Rosa and surrounding cities. 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-7I:** 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-7m:** 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-7n:** Work with SMART to provide funding for development of a passenger rail station at the Airport Industrial Area.\*

**Policy CT-7o:** 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-7p:** 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-7q:** 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-7r:** 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-7s:** Consider traffic calming improvements in the unincorporated community of Graton.

**Policy CT-7t:** 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.

Footnote: \*Mitigating Policy

## 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-7u:** 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-7v:** 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-7w:** 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-7x:** 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-7y:** 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 Highway 101.\*

**Policy CT-7z:** 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-7aa:** 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-7bb:** 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 highest out-of-county commute rate in Sonoma County. The major transportation corridor connecting Petaluma to Bay Area employment centers is Highway 101.

Footnote: \*Mitigating Policy

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-7cc:** Work with the City of Petaluma to provide supporting land uses and circulation infrastructure to accommodate passenger rail service in the City.\*

**Policy CT-7dd:** 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-7ee:** 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-7ff:** 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-7gg:** 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-7hh:** 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-7ii:** 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-7jj:** 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:**

Footnote: \*Mitigating Policy

**Policy CT-7kk:** 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-7ll:** 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-7mm:** Continue to utilize the Traffic Sensitive designation and zoning district to reduce project traffic impacts on Highway 12.

**Policy CT-7nn:** Require a traffic analysis and consider cumulative weekend traffic impacts in the review of discretionary projects throughout the Sonoma Valley Planning Area.\*

**Policy CT-7oo:** 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-7pp:** Consider traffic calming improvements in the unincorporated communities of Kenwood and Glen Ellen.\*

**Policy CT-7qq:** 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-7rr:** 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-7ss:** 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-7tt:** 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-7uu:** 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-6b, 6c).

### 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, 6b).

### 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 and Regional Parks to perform an enhanced traffic counting program, including regular truck classification counts, bicycle and pedestrian 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, bicycle and pedestrian 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, 3f, 6d).

### Circulation and Transit Program 5: Bicycle and Pedestrian Data Collection

**Program Description:** Using current procedures developed by the Metropolitan Transportation Authority, the County will establish count locations and methodology for bicycle and pedestrian facilities. This program will also maintain an inventory of existing bicycle and pedestrian facilities that identifies facility gaps, physical condition of the facilities, and priorities for maintenance and

Footnote: \*Mitigating Policy

improvement.  
(Policy Reference: CT-3mm)

### **Circulation and Transit Program 6: 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 7: 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 8: 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, 5a, 5c, 6a, 6e).

### **Circulation and Transit Program 9: 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-7v).

### **Circulation and Transit Program 10: 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-7w, 7y).

### **Circulation and Transit Program 11: 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-7m).

### **Circulation and Transit Program 12: 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-4k as heritage roads and development of design standards that would protect their unique character while maintaining safe road conditions (Policy reference: CT-4k).

### **Circulation and Transit Program 13: Bicycle Parking Design Guidelines**

**Program Description:** The County will develop design guidelines for location, placement, and design of bicycle parking facilities (Policy Reference: CT-3ff, 3gg).

### **Circulation and Transit Program 14: Highway 101 Bicycle and Pedestrian Crossing**

**Program Description:** The County will establish pedestrian and bicycle friendly design standards for freeway interchanges and work with Caltrans to implement these standards in Sonoma County. The program will also identify appropriate locations to construct bicycle and pedestrian over/under crossings in order to improve east/west connectivity for bicycles and pedestrians (Policy Reference: CT-1g, 3p).

### **Circulation and Transit Program 15: Bridge Safety**

**Program Description:** The County will establish a improvement priority list of bridges along County bikeways with inadequate width or other safety deficiencies that create hazards for bicyclist and pedestrians. Priorities for improving these bridges will be based on hazards involved, gap closures, and anticipated usage by bicycles and pedestrians once the bridge is widened and hazards are eliminated (Policy Reference: CT-3j(8)).

### **Circulation and Transit Program 16: Pedi/Bike-Bus Program**

**Program Description:** The County, in collaboration with school district and parents groups will develop a program students are met at their homes and taken to school on foot and/or by bicycle, using volunteers. The program is based on the school bus model: Students wait for the Pedi/Bike-bus at "stops" in front of specified signs giving Pedi/Bike-Bus schedules, and volunteer parent details, and then join the bus to complete their journey to school, with volunteer parents. The program is based voluntary parental collaboration with organizational and logistic support from school districts.  
(Policy Reference: CT-3zz).

### **Circulation and Transit Program 17: Class I Bikeway Maintenance Funding**

**Program Description:** The County will establish a strategy to identify and secure a permanent funding mechanism for maintenance and operation of Class I bikeways (Policy Reference: CT-3nnn).

### **Circulation and Transit Program 18: Guaranteed Ride**

**Program Description:** The County will develop a program that guarantees commuters who regularly vanpool, carpool, bike, walk, or take transit with a reliable ride home in the case of personal emergency, sickness, or unscheduled overtime. Participants will be issued vouchers good for a free ride home in a taxi or rental car, depending on distance between work and home.  
(Policy Reference: CT-3jjj)

### **Circulation and Transit Program 19: Bicycle Boulevard Program**

**Program Description:** The County will develop Bicycle Boulevard design standards and identify streets that are appropriate for conversion to Bicycle Boulevards. A Bicycle Boulevard is a street where all types of vehicles are allowed, but the roadway is modified as needed to enhance bicycle safety and convenience. Typically these modifications will also calm traffic and improve pedestrian safety.  
(Policy Reference: CT-3o)

### **Circulation and Transit Program 20: Bicycle and Pedestrian Level of Service**

**Program Description:** The County will develop Level of Service standards for bicycle and pedestrian facilities that would evaluate demand for travel, facility deficiencies, length of trip, and proximity to generators and attractors for the bicycle and pedestrian transportation network in order to:

- (1) Establish method to rate performance of various segments of the networks and
- (2) Establish thresholds to determine when a discretionary project would have an impact on bicycle and pedestrian facilities, and

- (3) Identify actions needed to mitigate impacts.  
(Policy Reference: CT-3g, 3h, 3i).