



TRANSPORTATION CONCEPT REPORT

State Route 116

District 4



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California Department of Transportation

Provide a safe, sustainable, integrated and efficient transportation system to enhance California's economy and livability.

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This TCR will be posted in the Documents section of the Caltrans District 4 System Planning website at:

http://www.dot.ca.gov/dist4/systemplanning/ctsp_documents.htm

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CALTRANS MISSION

Provide a safe, sustainable, integrated and efficient transportation system to enhance California's economy and livability

GOALS

Safety and Health

Provide a safe transportation system for workers and users, and promote health through active transportation and reduced pollution in communities.

Stewardship and Efficiency

Money counts. Responsibly manage California's transportation-related assets.

Sustainability, Livability and Economy

Make long-lasting, smart mobility decisions that improve the environment, support a vibrant economy, and build communities, not sprawl.

System Performance

Utilize leadership, collaboration and strategic partnerships to develop an integrated transportation system that provides reliable and accessible mobility for travelers.

Organizational Excellence

Be a national leader in delivering quality service through excellent employee performance, public communication, and accountability.

ABOUT THE TRANSPORTATION CONCEPT REPORT

System Planning is the long-range transportation planning process for the California Department of Transportation (Caltrans). The System Planning process fulfills Caltrans' statutory responsibility as owner/operator of the State Highway System (SHS) (Gov. Code §65086) by evaluating conditions and proposing enhancements to the State's transportation system. Through System Planning, Caltrans focuses on developing an integrated multimodal transportation system that meets the State's planning and legislative objectives.

TCR Purpose

California's State Highway System needs long-range planning documents to guide the logical development of transportation systems as required by CA Gov. Code §65086 and as necessitated by the public, stakeholders, and system users. The purpose of the TCR is to evaluate current and projected conditions along the route and communicate the vision for the development of each route in all Caltrans Districts during a 20-25 year planning horizon. The TCR is developed with the goals of increasing safety, improving mobility, providing excellent stewardship, and meeting community and environmental needs along the corridor through integrated management of the transportation network, including the highway, transit, pedestrian, bicycle, freight, operational improvements and travel demand management components of the corridor.

STAKEHOLDER PARTICIPATION

The following organizations were consulted for the final production of this document:

- Sonoma County Transportation Authority (SCTA)
- City of Sebastopol
- Sonoma County
- Sonoma County Regional Parks Department

EXECUTIVE SUMMARY

CORRIDOR INTRODUCTION

State Route (SR) 116 is approximately 46 miles long and is contained entirely within the County of Sonoma. It extends from SR 1 on the Pacific Coast near Jenner to the intersection with SR 121 south of the city of Sonoma near Schellville.

SR 116 follows the Russian River from the intersection with SR 1 to Guerneville, and then goes inland passing through Forestville, Graton, and Sebastopol (where it intersects SR 12) to US 101 in Cotati. There is a break in the route for about 22 miles between Cotati and Petaluma (US 101 alignment). At Lakeville Highway in Petaluma SR 116 continues east for another 12 miles to terminate at the intersection with SR 121/12.

The route is primarily rural, passing through small towns such as Guerneville, Forestville, Sebastopol and Cotati. From Sebastopol to Petaluma, land use is a mix of small-scale agriculture, commercial, and large lot residential. East of Petaluma land use is mainly agricultural. Cotati and Petaluma are considered as important nodes in the corridor. However, they will be better appreciated in a future US 101 TCR and the current US 101 (North) CSMP.

SR 116 is an officially designated scenic highway between SR 1 and Sebastopol.

CONCEPT SUMMARY

Figure 1 – Corridor Concept Summary

Segment	County	Segment Description	Existing Highway	20-25 Year Highway Concept	Smart Mobility Framework Strategies and Concept Modifications to be Considered
A PM 0 to 24.8	SON	SR 1 near Jenner to Sebastopol	2C*	2C	<ul style="list-style-type: none"> • Develop local seasonal transit shuttles • Consider designating River Road as main access to Russian River area • Roundabout at Forestville • Provide parking and sidewalks in local commercial areas • Develop “one-stop” parking solutions
A-PM** PM 24.8 to 27.8	SON	City of Sebastopol	2-3C OWC***	C	<ul style="list-style-type: none"> • Consider traffic calming and return to two-way streets for downtown Sebastopol • Possible eastern bypass
B PM 27.8 to 35.03	SON	Sebastopol to US 101 in Cotati	2-3C	2-3C	<ul style="list-style-type: none"> • Retain rural highway aesthetic (where appropriate) • Provide parking and sidewalks in local commercial areas • Develop Cotati around its PDAs and SMART station • Improvements to East Cotati Ave. • Look at segment relinquishment
C PM 35.04 to 46.8	SON	US 101 in Petaluma to SR 121	4-2C	4-2C	<ul style="list-style-type: none"> • Develop Petaluma as a Close in Center (2a) as per Smart Mobility Framework • Develop bike facility in relation to regional bike plan • Look at segment relinquishment

*C = conventional highway

**PM = Main Street/Petaluma Avenue

***OWC = one-way couplet

CONCEPT RATIONALE

This TCR looks to the next 25 years and makes use of the planning principles developed in Caltrans *Smart Mobility Framework* (SMF). SMF provides tools and strategies to meet the goals of Assembly Bill 32 (AB 32) and Senate Bill 375 (SB 375) on climate change and CO₂ emissions reduction. (See Caltrans *Smart Mobility Framework* on page 12.) The TCR raises issues that might result in a concept change in part(s) of the corridor within the 20-25 year planning horizon. Many of these issues are not yet clearly defined and will need further study and discussion with external partners.

Segment A:

The Russian River Valley is a significant recreational destination, and attracts substantial additional traffic and subsequent congestion in the summer months. The concept suggests ways to mitigate this traffic while enhancing the experience for locals and visitors. At Forestville it supports the idea that a roundabout will improve traffic flow through this community, but expresses concern over the impacts of a by-pass to the community.

Segment A-PM:

As with the SR 12 (West) TCR, the concept sees the removal of the current one-way streets system in Sebastopol as way of restoring a better balance between livability and vehicle through-put in the downtown area. A by-pass route that would be designed to correspond with the surrounding area may also be a future solution, taking a large proportion of SR 12 and SR 116 traffic out of the downtown.

Segment B:

The concept seeks to retain the rural aesthetic of this road while accommodating the needs of residents and businesses that use it. The need for widening and turn pockets should be carefully considered and weighed against the benefits of a narrower roadway that conforms to the rural character of the area. Sidewalks should be added in sections with pedestrian demand. In Cotati the city should maximize its location efficiency through its two Priority Development Areas (PDAs) and ensure that ridership on Sonoma-Marín Area Rail Transit (SMART) is not solely determined by the size of the parking lot, but by surrounding mixed-use developments. East Cotati Avenue links the PDAs, SMART and Sonoma State University, and by applying the principles of Smart Mobility Framework and the guidance in Caltrans Main Street guide could be made much more attractive to the community and non-motorized modes.

Segment C:

This segment of SR 116 has little role to play in the State Highway System, and the designated highway is not always the even busiest route. Relinquishment may be a practical solution. Bicycle facilities should be improved as part of the Regional Bicycle Plan. Petaluma is a Compact Community that has retained and enhanced its economic vitality and livability. With the SMART rail service and its proximity to San Francisco (40 miles) it could be developed more as a Close in Center (2a) with an enhanced local and regional transit system as described in Smart Mobility Framework.

CORRIDOR ISSUES

The following are a list of corridor issues discussed in this TCR that might impact the future concept. (Full details are described in Chapter 5).

- **SR 116 and the Russian River Valley**
- **Forestville Bypass**
- **Sebastopol's Downtown Traffic Circulation**
- **Complete Streets and Main Streets**
- **Development of PDAs in Petaluma and Cotati**
- **Route Relinquishment and Re-designation**

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LAYOUT OF THE DOCUMENT

Chapter 1: Planning Context explains the principles of SMF and introduces “place types” as a concept for explaining existing and potential future land uses. SMF is a new way of looking at land use/transportation interactions and solutions.

Chapter 2: Corridor Overview examines the existing conditions and transportation facilities in the corridor, and explains the segmentation process used for this document. The descriptive elements of this chapter make use of place types described in SMF, reducing ambiguity and suggesting solutions to meet the legislation and planning objectives. It is therefore strongly recommended that the reader become familiarized with the various place types in SMF prior to continuing through the document. A summary is provided in Chapter 1: Planning Context.

Chapter 3: Corridor Information & Data presents traffic data and road classification information providing a background of existing conditions. As SMF is about change, this section is given less weight than in traditional TCRs, but it remains a useful source of information.

Chapter 4: Place Types in the Corridor describes the place types present in the corridor and assesses the potential for place type changes. A map summarizes the place types for the entire corridor.

Chapter 5: Corridor Issues presents the main transportation issues identified in the TCR and stakeholder input.

Chapter 6: Corridor Concept includes future transportation changes beyond the current highway configuration. These are seen as potential solution to improve the corridor within the 20-25 year planning horizon of the TCR.

The **Appendices** contain information on the region’s **Plan Bay Area** process (especially Priority Development Areas), relevant plans, policies, programs, and project lists.

CHAPTER 1: PLANNING CONTEXT

This section of the TCR introduces select State planning documents and outlines the principles of the Smart Mobility Framework (SMF) used throughout the TCR. (See Appendix for a complete list of State planning efforts.)

STATE PLANNING

The California Transportation Plan (CTP) provides a long-range policy framework to meet California’s future mobility needs and reduce greenhouse gas emissions. The CTP defines goals, performance-based policies, and strategies to achieve the collective vision for an integrated multimodal transportation system. The plan envisions a sustainable system that improves mobility and enhances quality of life. Key to this vision is considering “the 3 E’s of Sustainability”: a prosperous economy, quality environment and social equity in all transportation decisions. The CTP works to both support and guide regional transportation planning efforts to meet AB 32 and SB 375.

The California Interregional Blueprint (CIB) is a State-level document that articulates the State’s vision for an integrated multimodal transportation system which complements regional transportation and land use plans. It links statewide transportation goals with regional transportation and land use goals to produce a unified transportation strategy. It supports the development of Sustainable Communities Strategies at the regional level, and has been incorporated into the CTP.

CALTRANS SMART MOBILITY FRAMEWORK

Caltrans 2020 *Smart Mobility: A Call to Action for the New Decade* presents a new approach to the integration of transportation and land use. The Smart Mobility Framework (SMF), seeks to develop multi-modal and sustainable transportation strategies for California. SMF was prepared in partnership with the US Environmental Protection Agency, the Governor’s Office of Planning and Research, and the California Department of Housing and Community Development.

SMF aims to address:

- The State’s mandate to reduce greenhouse gas (GHG) emissions and find solutions to climate change.
- The need to reduce per capita vehicle miles traveled. Reduced per capita auto use will lower emissions of GHG and conventional pollutants, reduce petroleum consumption and associated household transportation costs, and minimize negative impacts on air quality, water quality, and noise environments.
- The demand for a reliable and safe transportation system that gets people and goods to their destinations. SMF endorses the application of strategies that result in a shift away from higher-polluting modes to the use of transit, carpooling, walking, and biking to meet travel needs.
- The commitment to create a transportation system that advances social equity and environmental justice. SMF integrates social equity concerns into transportation decisions and investments.

SMF recognizes that transportation planning extends beyond the transportation system and sees land use as an important determinant in developing transportation solutions. The principles of SMF look to a multi-modal vision actively deemphasizing the use of vehicle-only Level of Service for transportation decision-making.

PLACE TYPES

While SMF does not mandate land use patterns, it does promote “location efficiency.” Location efficiency describes the fit between a specific physical environment and its corresponding transportation system and services to achieve more efficient integration of land use and transportation modes. The physical environment is summarized as a “place type” for a particular location. SMF distinguishes seven broad place types, listed below, which represent a distinct context where implementation of certain transportation investments, along with other planning strategies, will help improve location efficiency and achieve Smart Mobility benefits:

- 1. Urban Centers**
- 2. Close-in Compact Communities**
- 3. Compact Communities**
- 4. Suburban Communities**
- 5. Rural and Agricultural Lands**
- 6. Protected Lands**
- 7. Special Use Areas**

The place types are themselves broken down further, though remain generalized for use in sketch planning, not implying specific zoning or land use. Definitions and examples for place types are provided in Figure 2.

Figure 2 - List of Smart Mobility Framework Place Types

Place Type	Sub-Place Types	Examples
URBAN CENTERS <i>High-density, mixed-use places with well-connected street networks, high levels of transit service and pedestrian supportive environments.</i>	1a. Urban Cores	Downtowns of Long Beach, San Francisco, San Jose, Los Angeles, San Diego, Oakland
	1b. Urban Centers	Berkeley, Palo Alto, Pasadena, Stockton, Santa Monica
CLOSE-IN COMPACT COMMUNITIES <i>Close-in compact communities usually near urban centers; mostly residential housing centered along arterial corridors; transit available primarily serving commute trips.</i>	2a. Close-in Centers	Downtowns of Santa Rosa, San Rafael, Uptown San Diego
	2b. Close in Corridors	San Pablo Avenue - Berkeley; Mission District - San Francisco; Rockridge – Oakland
	2c. Close in Neighborhoods	Midtown Sacramento, North Beach - San Francisco, Little Italy - San Diego
COMPACT COMMUNITIES <i>Historic cities/towns and newer places with strong presence of community design elements; mostly outside metropolitan areas or on their periphery.</i>	3. Compact Communities	Eureka, San Luis Obispo, Santa Barbara, Paso Robles
SUBURBAN COMMUNITIES <i>Communities with low level of integration of housing with jobs, retail, and services, poorly connected street networks, low levels of transit service, large amounts of surface parking, and poor walking environment.</i>	4a. Suburban Centers	Walnut Creek
	4b. Suburban Corridors	Farmers Lane and Santa Rosa Avenue - Santa Rosa
	4c. Dedicated Use Areas	Warehouse District – Oakland
	4d. Suburban Neighborhoods	Bennett Valley - Santa Rosa
RURAL & AGRICULTURAL LANDS <i>Settlement pattern with widely-spaced towns separated by farms, vineyards, orchards, or grazing lands; may include tourist and recreation destinations.</i>	5a. Rural Towns	St. Helena, Ferndale, Sonoma, Sebastopol
	5b. Rural Settlements and Agricultural Lands	Southwest Sebastopol
PROTECTED LANDS	6. Protected Lands	Lands protected from development (wildlife refuges, parks)
SPECIAL USE AREAS	7. Special Use Areas	Airports, industrial and military facilities, some hospitals and universities.

CHAPTER 2: CORRIDOR OVERVIEW

This section presents a summary description of the corridor followed by how the corridor was segmented and finally a more detailed description of each segment. (See Appendix F for Functional Classification (FC) designations.)

STATE ROUTE 116

SR 116 is a 46-mile long State highway in Sonoma County. The route runs from SR 1 on the Pacific Coast near Jenner to SR 121 south of the City of Sonoma. From SR 1 the route heads east along the north bank of the Russian River to Guerneville, River Road continues east along the river to US 101, but SR 116 goes inland passing through Forestville, Graton, and Sebastopol, where it intersects with SR 12, coming from Santa Rosa. SR 116 continues through Sebastopol to join US 101 in Cotati. There is then a “break in route” with the SR 116 resuming in Petaluma at Lakeville Highway. From Petaluma the route heads east to the intersection SR 121. This last segment has various names in different locations: Lakeville Highway, Stage Gulch Road, and Arnold Drive.

ROUTE SEGMENTATION

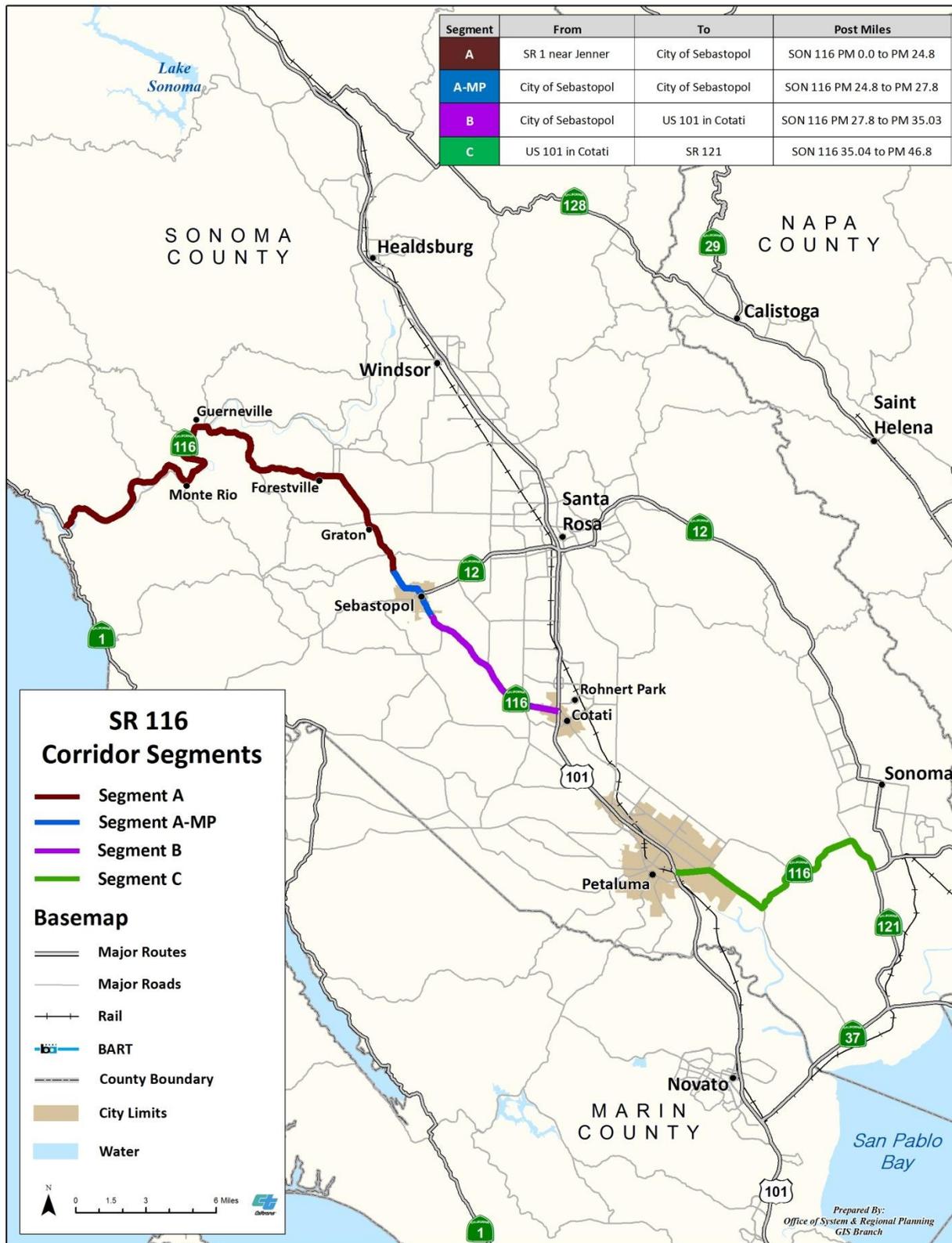
The route has been segmented for planning, and not necessarily operational purposes. The defined segments reflect the changing use and character of SR 116.

Figure 3 - SR 116 Segmentation

Segment	From	To	Post Miles
A	Intersection with SR 1 near Jenner	City of Sebastopol (northern city limits)	SON 116 PM 0.0 to PM 24.8
A-MP*	City of Sebastopol (northern city limits)	City of Sebastopol (southern city limits)	SON 116 PM 24.8 to PM 27.8
B	City of Sebastopol (southern city limits)	US 101 in Cotati	SON 116 PM 27.8 to PM 35.03
C	US 101 in Petaluma	Intersection with SR 121	SON 12 PM 35.04 to PM 46.8

*MP = Main Street/Petaluma Ave

Figure 4 - SR 116 Segmentation Map



CORRIDOR DESCRIPTION BY SEGMENT

This section describes the current conditions in each segment. It makes reference to “**place types**” from the Caltrans *Smart Mobility Framework (SMF) 2010*. Place types are a way of characterizing land uses. Each place type has an associated “location efficiency” a term depicting the degree to which existing transportation options within a place or an area optimize access and mobility. The principles constituting the SMF place types come with a toolbox of suggestions for increasing location efficiency. This is described in *Caltrans Smart Mobility Framework* on page 11 - 13.

Segment A:

SR 116 is a two-lane conventional highway that follows the Russian River as far as Guerneville, running along the old railroad alignment from Monte Rio. The Jenner-to-Guerneville section is subject to frequent flooding, and there have been twelve major floods since 1955. During these, travel on SR 116 and many local roads can be impossible. The highway passes through Monte Rio, Guerneville, Forestville, and other small roadside communities (**Rural Towns 5a**) where SR 116 functions as a “main street”, with many driveways providing access to residences, businesses, and community facilities. The Russian River Valley is a notable recreation and tourist area for the Bay Area and beyond. Between SR 1 and Guerneville it is largely the only continuous road, with limited river crossings. There are, however, two “summer bridges” near Guerneville, which are dismantled in the winter, that provide additional crossing points. At Guerneville SR 116 crosses and heads away from the river, whereas River Road continues east and is the most direct route to connect to US 101 (following the old railroad alignment between Guerneville and Santa Rosa) continuing along the Russian River. In Guerneville, a new bridge was constructed in 1998, though the historic steel truss bridge (built in 1922) was maintained for use by pedestrians and bicyclists. Travelling to/from San Francisco via SR 116 is marginally slower than via River Road and US 101, but on summer weekends traffic by either route is very congested. A roundabout is planned in Forestville at Mirabel Road, and a Forestville by-pass is under consideration.



SONOMA COUNTY REGIONAL PARKS

West County Regional Trail - A recreational trail that runs between Sebastopol and Forestville. This approximately 5 ½ mile trail, with an unpaved equestrian adjacent to the paved trail, follows the route of the old Petaluma and Santa Rosa Railroad. The Petaluma and Santa Rosa Railroad was an electrified inter-urban service that terminated in Forestville with passenger service ending in 1933. In Sebastopol the trail is linked to the 8 ½ mile **Joe Rodota Trail** connecting to Santa Rosa. The trail provides an off road alternative to SR 116 between Sebastopol and Forestville, and an extension is planned from Forestville to River Road. Because it is unlit and somewhat isolated, it cannot be seen as an all year round commuting facility.

Transit is provided by Sonoma Transit, with a regular service (around every 90 minutes) between Monte Rio and Santa Rosa via Sebastopol (#20 Bus), though more limited service at weekends. Sonoma Transit also runs a supplemental local service (Bus #28), but frequency is low and there is no weekend service. Truck traffic is generally low, but there is some local movement of sand and gravel from a quarry near Forestville.

Between Guerneville and Forestville there is little to no shoulder along the rolling, winding road and only occasional driveways and pullouts. However, there are alternative routes to SR 116 for bicyclists by continuing along River Road to Martinelli and Mirabelle roads (see West County Trail description page 16). The Sonoma County Bike Plan (updated in 2014) suggests bike lanes on SR 116 between Guerneville and Forestville. However, implementation would be costly and benefits should be weighed against impacts of widening on the rural nature of this section SR 116. From Monte Rio to Guerneville SR 116 is included in MTC's Regional Bike Plan.

Segment A-PM:

Segment A-PM is the portion of SR 116 within the City of Sebastopol. State highways 116 and 12 are at the center of historic downtown Sebastopol. Sebastopol is a local hub for this part of Sonoma County and a center for apple and wine production. Within the city, SR 116 was divided into two one-way arterials in the 1980s, Main Street and Petaluma Avenue, southbound and northbound respectively. The one-way streets, designed to improve vehicle flow, make the downtown more a place to drive through rather than to walk or bike. There is also a circulatory (one-way) system that merges traffic from SR 12 further impacting the downtown. These two traffic elements have somewhat bisected the downtown and do not maximize its location efficiency as a larger **Rural Town 5a**. Conversion to two-way streets and/or a by-pass are possible solutions (See Corridor Issues Chapter 5).

Sonoma Transit Routes #20 and #22 provide an approximate hourly all day service on SR 12 to Santa Rosa, with the last bus from Santa Rosa to Sebastopol at 8:30 pm. However, within the SR 116 corridor bus services are less frequent. There is no direct bus to Petaluma, but the "Sebastopol Shuttle" provides a lifeline service (it ends about 3:30pm) 6 days a week.

Recent pedestrian safety projects and planned bike lanes along SR 116 as part of the city's "Streets Smart Sebastopol" are improvements to the bicycle and pedestrian environment in the corridor within the constraints of the existing one-way system. While the downtown is compact, the rest of Sebastopol is fairly dispersed, but with sidewalks on most streets.

Segment B:

Between Sebastopol and Cotati SR 116 is a two-lane rural highway with varying shoulder widths, except for a four-lane segment between Gilchrist and Stony Point Roads, where there are no shoulders. For consistency this could be converted to 2-lanes with shoulders. Numerous private driveways and country road intersections line the segment, while Stony Point Road via SR 116 provides access to the Graton Resort and Casino west of US 101. Traffic is mostly light, but becomes an issue during summer weekends. This segment is not a critical part of the State Highway System (SHS). Many businesses are

served by ad hoc parking and there are few sidewalks, even when the walking distance between them is short. There are proposed plans to widen SR 116 west of the US 101 interchange (SON-116-34.5 to 35) from two lanes to four lanes as mitigation for a proposed retail development. With SB 743 de-linking Level of Service (LOS) from environmental mitigation under CEQA, this project will need to be re-evaluated as to its transportation impacts and potential for sprawl.

Sonoma Transit runs a limited weekday service in this segment that runs via the Graton Resort Casino from Sebastopol to Rohnert Park/Cotati, but no service to connect Sebastopol directly with Petaluma. There is no weekend service. In this segment SR 116 has shoulders and there is a network of local roads that cyclists can utilize. There are rarely sidewalks for pedestrians outside of Cotati.

Segment C:

The segment is a two-lane conventional highway (called Lakeville Highway, Stage Gulch Road and Arnold Drive), except for the initial section within Petaluma, which is four-lanes with a median. The section between Lakeville Highway and Adobe Road is narrow without shoulders. It has a very low AADT (3,200) as most traffic is using Adobe Road to connect to SR 116 from Petaluma. Recent improvements of the two-lane Stage Gulch Road east of Adobe Road have straightened the alignment and added shoulders. While overall the AADT of this segment of SR 116 is moderate (up to 17,000), this is not a critical part of the SHS.

There is a limited bus service between Sonoma and Petaluma (Sonoma Transit #40) on SR 116 and Adobe Road with no weekend service.

While the 10 to 15 miles between Sonoma and Petaluma is beyond average bike commuting distance (considering the rural nature of the route), SR 116 is a useful link between the Sonoma Valley and Petaluma for recreational cyclists and is included in the Regional Bike Plan. For the section without shoulders between Lakeville Highway and Adobe Road, Adobe Road is a viable alternative.

Figure 5 - SR 116 - Stage Gulch Road Before and After the Widening and Realignment Project



CHAPTER 3: CORRIDOR INFORMATION AND DATA

In this section data is provided that describes the existing conditions in the corridor as well as current route designation information for each segment.

CORRIDOR CLASSIFICATIONS

Figure 6 – SR 116 Route Designations

Segment	A	A-PM	B	C
Freeway & Expressway	No	No	No	No
National Highway System	No	No	No	No
Strategic Highway Network	No	No	No	No
Scenic Highway	Yes (between SR 1 and Sebastopol)		No	No
Interregional Road System	Yes	Yes	No	No
High Emphasis	No	No	No	No
Focus Route	No	No	No	No
Federal Functional Classification	Minor Arterial (4)	Other Principle (3)	Minor Arterial (4)	Minor Arterial (4)
Goods Movement Route	No	No	No	No
Truck Designation	Legal Advisory	CA Legal	CA Legal	Terminal Access, CA
Rural/Urban/Urbanized	Rural	Urban	Rural	Rural
Metropolitan Planning Organization	Metropolitan Transportation Commission			
Congestion Management Agency	Sonoma County Transportation Authority			
Air District	Bay Area Air Quality Management District			
Local Agencies	Sonoma County	City of Sebastopol	Sonoma County City of Cotati	Sonoma County City of Petaluma

TRAFFIC DATA FOR THE CORRIDOR

Figure 7 below shows the most recent (2012) Annual Average Daily Traffic (AADT) for the corridor for all intersections on SR 12 West, where data is available. This data is presented to provide finer detail than shown by segmentation. While AADT does not alone indicate congestion, it illustrates the relative use of each section of roadway.

Figure 7 – SR 116 Annual Average Daily Traffic (2012)

Segment	Postmile	Intersection	# of Lanes	AADT Ahead	Local Agency
A	0	JCT. RTE. 1, JENNER, SOUTH	2	2,150	Sonoma County
	4.927	AUSTIN CREEK	2	3,650	
	7.78	MONTE RIOBOHEMIAN HWY	2	8,100	
	11.164	GUERNEWOOD PARK, HULBERT CREEK BRIDGE	2	8,300	
	R 12.067	GUERNEVILLE, ARMSTRONG WOODS RD	2	7,900	
	14.05	SANTA NELLA WINERY/ODD FELLOWS	2	2,600	
	19.39	FORESTVILLE, MIRABEL ROAD	2	10,900	
	21.8	GUERNEVILLE ROAD	2	10,000	
	23.05	GRATON/FREI ROAD	2	16,600	
	R 24.054	OCCIDENTAL/MOLINO ROAD	3	16,400	
A- MP	25.69	SEBASTOPOL, COVERT LANE	3	21,300	City of Sebastopol
	26.51	SEBASTOPOL, MAIN STREET	3	26,000	
	R 26.733	SEBASTOPOL, JCT. RTE. 12 E	*O-WC	12,200	
	R 27.2	SEBASTOPOL, PALM AVENUE	*O-WC	12,000	
	R 26.82	SEBASTOPOL, JCT. RTE. 12	3	12,300	
	27.3	SEBASTOPOL, PETALUMA AVENUE	3	24,000	
B	28.56	BLOOMFIELD ROAD	2	16,500	Sonoma County
	30.33	CUNNINGHAM, LONE PINE ROAD	2	16,500	
	33.61	STONY POINT ROAD EAST	2	13,700	
	35.03	US 101 COTATI (Break of Route)	4	US 101	Cotati
C	35.04	US 101 PETALUMA	4	24,200	City of Petaluma
	36.36	FRATES ROAD/CADER LANE	4	18,700	Sonoma County
	39.27	LAKEVILLE ROAD	2	3,200	
	41.81	ADOBE ROAD	2	16,700	
	44.2	WATMAUGH ROAD	2	14,100	
44.84	ARNOLD DRIVE	2	15,500		

*O-WC- One-way Couplet

Source: Caltrans

Future Vehicular Demand

Figure 8 below shows the assessed increase in vehicular traffic for each segment. This TCR uses nonnumeric values (HIGH, MODERATE, LOW) to give an indication of the potential for vehicular growth in the corridor based on existing policies and land use trends. Actual forecast numbers are incorporated as trends in the assessment in addition to other factors, as described under Potential Growth below.

In the context of Smart Mobility Framework, traffic projections have limited use as they will largely perpetuate the existing vehicular flows and modal split. However, if additional capacity is not provided (and there is not surplus existing capacity) increased congestion will affect either modal choice and/or trip distribution. In addition, future capacity enhancements (transit and highway) will have an effect on trip distributions within the local network. Smart Mobility Framework and state legislation such as AB 32 and SB 375 consider traffic growth (VMT) as something to be reduced, not accommodated through additional capacity.

Figure 8 - SR 116 Potential Traffic Growth by Segment

Segment	Current AADT Range (2012)	Current Traffic Levels	Potential Growth
A	2,150 – 21,300	MODERATE	HIGH
A-MP	24,000 -26,000	HIGH	MODERATE
B	13,700 – 24,200	LOW	LOW
C	3,200 – 18,700	LOW	LOW

Current AADT Range: 2013 Annual Average Daily Traffic range for each segment.

Current Traffic Levels: Uses the current AADT in relation to the existing facilities, and the impact this has on users and the community, including transit and non-motorized modes. HIGH would suggest that the existing system is sometimes under stress, causing traffic congestion and delay to transit services. LOW, on the other hand, implies that the current roadway facility is not stressed and there may be more capacity than needed.

Potential Growth: This is based not only modeled forecasts, but also on an assessment of planned and potential Priority Development Areas and Rural Community Investment Areas within the corridor. The values are used to describe the need to accommodate additional travel opportunities in the future, by any mode. A large PDA would indicate HIGH potential growth, but not necessarily the need for more highway capacity.

Freight Traffic

As for most of the North Bay truck volumes (AADT) are low, usually below 1,000 AADT. but while low both imports and exports are essential to the economic vitality of the many small communities. Road closures due to winter storms or flooding can have an almost immediate effect on delivering or exporting goods, with few viable alternatives. Also, with narrow windy roads and steep gradients, truck traffic can appear to have a larger impact than the numbers suggest. Within the corridor, seasonal congestion is an issue for freight and is raised within the Corridor Issues Chapter 5. Only near US 101 are truck volumes significant.

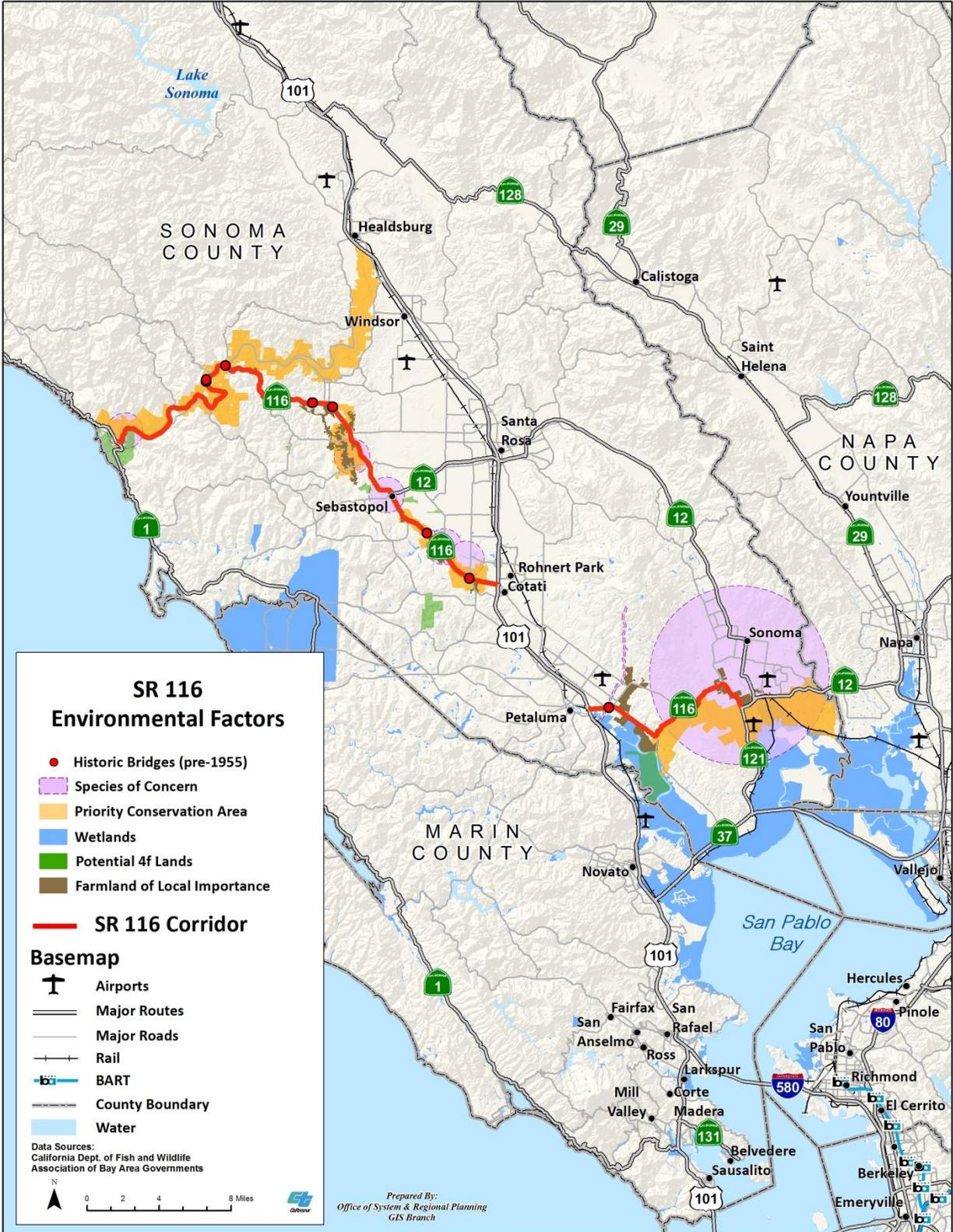
Figure 9 - SR 116 Truck Volumes by Segment

Segment	Truck Volume Range (AADT 2012)	% Trucks Range
A	100-460	3-4
A-MP	900-910	2-4
B	900-2400	6-12
C	840-2550	5-11

ENVIRONMENTAL FACTORS

Priority Conservation Areas (PCA) are contiguous with large parts of the corridor. The Sonoma County General Plan 2020 contains policies calling for the preparation of Local Area Development Guidelines (Policy LU-1a) which will update Specific Plans prepared in the late 70’s and early 80’s such as the Lower River Area Plan, which Forestville is a part of. The Santa Rosa Plain is located in central Sonoma County, bordered on the south and west by the Laguna de Santa Rosa, on the east by the foothills, and on the north by the Russian River. The plain and adjacent areas are characterized by vernal pools, seasonal wetlands, and associated grassland habitat. The Sonoma County Open Space and Resource Conservation Element protects wetlands areas mapped as part of the National Wetlands Inventory as well as Laguna de Santa Rosa, vernal pools, San Pablo Bay and the Petaluma Marsh and calls for maintaining and improving habitat connectivity. And parcels fronting on Highway 116 are also subject to the Highway 116 Scenic Corridor Design Guidelines.

Figure 10 – SR 116 Corridor Environmental Factors and Constraints



CHAPTER 4: PLACE TYPES IN THE CORRIDOR

In this section place types from Caltrans' Smart Mobility Framework are used to describe the corridor and its potential for change (see Smart Mobility Framework in Chapter 1).

USING PLACE TYPES IN THE CORRIDOR

Place Types (**shown in green**) are a tool to help understand and summarize land uses in the corridor. Figure 11 below shows the main place types identified in the corridor and two areas where the place types may change under Smart Mobility Framework principles (Potential Transition Zones A and B). Place types applicable to the corridor are summarized in the text. For full descriptions and the concept of place types, see the reference document *Smart Mobility 2010 – A Call to Action for a New Decade*. Places in square brackets [] are communities quoted as examples in the document.

CURRENT SETTING

As a whole, away from US 101, the SR 116 corridor consists of **Rural Settlement and Agricultural Lands (5b)** with small **Rural Towns (5a)**. Incorporated communities, with the notable exception of Sebastopol, are located in the US 101 corridor.

Settlement and Agricultural Lands (5b) – *Scattered dwelling units and supporting commercial uses and public facilities, no significant subdivisions and limited non-agricultural industrial or commercial land use, and lands in agricultural or grazing use.*

North of Sebastopol are a number of small **Rural Towns 5a** that become increasingly reliant upon tourism, especially in the Russian River Valley. Sonoma County has designated some of these as Rural Investment Areas (RIA), recognizing that they will not meet the requirements or scope of a PDA, but still should be developed in a sustainable way to increase their location efficiency. **Forestville** and **Guerneville** are both on SR 116, while **Graton** is just off the highway. **Monte Rio** and **Occidental** are included in this TCR as places that would also specifically benefit from the principles of SMF and Caltrans' Main Street guidance.

Rural Towns 5a - *Contain a mix of housing, services and public institutions in a compact form. They will continue to depend on a high level of automobile use. Smart Mobility should focus on walkable streets with speeds suitable for their context. Centrally locating community using services (public & private) should be encouraged.*
[St. Helena]

Sebastopol (7,500 pop. 2012) is shown as a **Rural Town (5a)** and is expected to remain largely the same, despite some expected growth within the City and its surrounding communities. It is also expected that

the area around Sebastopol will remain rural (**Rural 5b**). However, Sebastopol with its proximity to Santa Rosa, and its important role as a local hub, is expected to have higher than average location efficiency for this place type.

Cotati (7,400 pop 2012), while an incorporated city, is more a small **Rural Town 5a**. Two small PDAs will add 400 units, near the planned SMART station and downtown. Unfortunately, the current service planned by SMART is not frequent enough to bring significant benefits as seen by SMF. The downtown is very walkable, but the outside of downtown housing developments are scattered with poor connectivity between them.

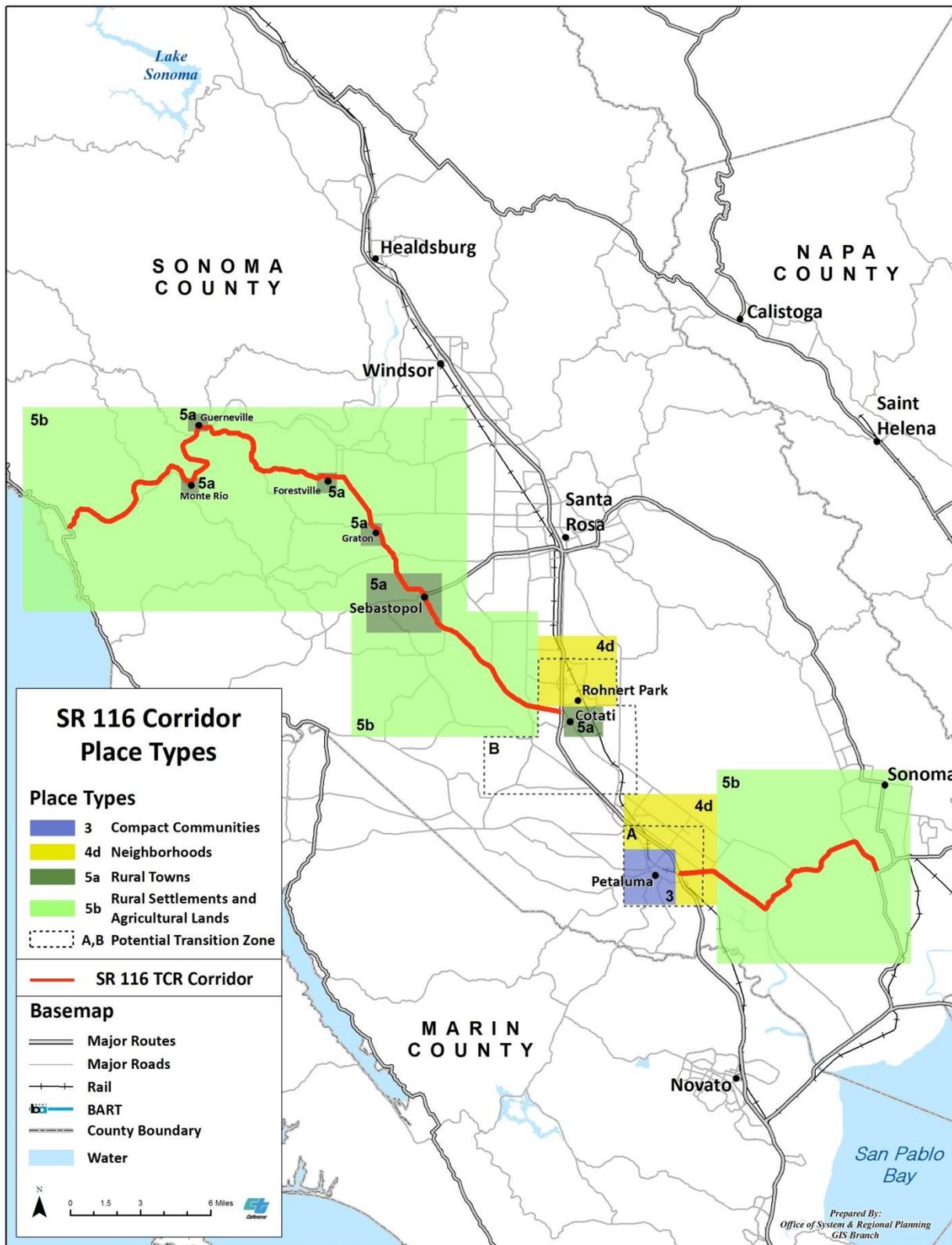
Petaluma (60,000 pop. 2012) is a **Compact Community (3)** that has a PDA designated around the downtown and the planned SMART station just east of the downtown. While the PDA will enhance the already well developed downtown area (adding 1,800 units), the principles of SMF need to be extended to other parts of the city to better utilize the potential of the new SMART station. Particularly east of US 101, the outer parts of Petaluma are **Suburban Neighborhoods (4d)** and local access needs to be improved between the two parts of the city.

Compact Communities 3 - Historic towns characterized by a strong presence of community design elements. Local and regional transit connectivity are low, but mixed use development and mixed income housing together with enhanced bike and pedestrian facilities give a high location efficiency. [Eureka, Paso Robles]

Rohnert Park (40,000 approximate pop. 2012) is perhaps more part of the US 101 corridor, but it will have a station on SMART. Currently, it is a **Suburban Neighborhood (4d)**, however two PDAs are planned to provide 3,000 additional housing units both within easy access of the SMART station.

Suburban Neighborhood 4d – Residential subdivisions and complexes including housing, public facilities and local-serving commercial uses, typically separated by arterial corridors. [Bennett Valley - Santa Rosa, Sierra Foothills suburbs]

Figure 11 - Corridor Place Types



FUTURE POTENTIAL

The future development of land use is mainly regulated by the County and cities, with some guidance from State legislation. Economic factors and regional policies will impact growth and development patterns. With significant population and economic growth projected for the State in the coming decades, change is a certainty for California communities.

As mentioned previously, place types can be used as a tool, in combination with the Smart Mobility principles, to support strategic decision-making on how a city or town will change over time and which transportation programs and projects to choose to influence change. Two transition zones that affect the SR 116 corridor have been identified because they are expected to see PDAs developed under the region’s Sustainable Communities Strategy (SCS) (see Appendix A - Regional Transportation Plan). “Transition Zones” are defined as places that will see significant change, with the potential to “evolve” over time with a significantly greater presence of location efficiency factors that justify a change in the place type designation. The suggestion is that transportation solutions in the transition zones should look more to desired future conditions, rather than the current place type. In the SR 116 corridor these transition zones are related to SMART rail that will provide new stations at Petaluma and Cotati.

Potential Transition Zone A: Petaluma

The actual number of additional units proposed for the Petaluma-Central PDA is not large (1,700 units), but there could be significant changes as part of the region’s SCS and the impact of the under construction SMART rail station. Currently, Petaluma’s regional accessibility by public transit is low, which per SMF is a limiting factor in improving locational efficiency and contributes to the current place type designation of **Compact Community (3)**. However, Petaluma is just 40 miles from San Francisco, and SMART will provide a direct fast transit link to Marin and Santa Rosa, as well as competitive trip times to San Francisco.

Sonoma-Marin Area Rail Transit “SMART” is a rail project to link Cloverdale in Sonoma County to the ferry terminal at Larkspur in Marin. This \$700 million project is partially funded by Measure Q, a ¼ Cent sales tax. It was passed in 2008 by 74% in Sonoma and 63% in Marin. Due to budgetary constraints the project is being phased with Phase 1 (\$360M) being 38 miles from North Santa Rosa to San Rafael.

Using existing upgraded rail infrastructure, and seven 2-car Diesel Multiple Unit (DMU) trains, SMART will run limited service on the largely single track line with numerous places. There will be interval service to all places. Off-peak and weekend services will be less frequent. The project also includes a multi-use path adjacent to the route, and has helped fund the Cal Park Tunnel between San Rafael and the ferry terminal at Larkspur for bikes and pedestrians.



The impact of SMART will depend upon the level of service provided. The presently planned service level is not enough to sustain a higher level of development, with no all-day service and a very limited service planned for weekends. Together with all-day SMART service and higher service frequency plus increased HOV opportunities on US 101, there is however the potential for Petaluma to become nearer to a **Close-in Center (2a)** if

Close-in Centers 2a - Small and medium sized downtowns, with transit oriented development, institutions, lifestyle centers and other centers of activity. [San Rafael, Santa Monica]

The provision of a more frequent SMART service could also help stimulate an enhancement in the local Petaluma Transit bus service that, while reasonably frequent during the day, ends early and is limited at weekends. While provisional, this higher level of location efficiency as a **Close-in Center (2a)** should be considered when assessing proposed transportation solutions.

Potential Transition Zone B: City of Cotati

In 2014 Cotati declared itself as being in a “fiscal emergency” and has concerns over its viability as an incorporated city. The decision to designate two PDAs indicates a desire for change in the community. The corridor (East Cotati Avenue) between the downtown PDA and the SMART station PDA is almost a mile in length, and its development to SMF principles could create a synergy that would benefit a much larger portion of the community. Further east, Sonoma State University is just over one mile in distance from the SMART station, but again East Cotati Avenue provides poor aesthetics for biking or walking. If the benefits of SMART are to be extended beyond the 170 proposed parking spaces, the city should look to improvements as suggested by SMF to develop the Cotati SMART station area into a community asset. SMF improvements would not change the place type designation of **Rural Town (5a)**, but would give Cotati a higher degree of location efficiency, building on the historical assets of the downtown and the railroad. For example, projects located west of US 101 would have a low location efficiency in comparison to the PDA sites, and non-motorized access through the US 101/SR 116 interchange, to the downtown and the future SMART station is poor.

Suburban Corridors 4b – Arterial streets with a variety of fronting development type, frequently characterized by inadequate walk and bike environments, low land use efficiency and poor aesthetics. [Farmers Lane, Santa Rosa]

Figure 12 – East Cotati Avenue looking west from the SMART station.



DRAFT

CHAPTER 5: KEY CORRIDOR ISSUES

In this section key transportation issues are discussed and a 20-25 year concept presented together with potential improvement strategies for the corridor.

SR 116 includes a number of different environments, and serves different markets and needs, as described in Chapter 2: Corridor Overview. Some of the current and potential future transportation issues in the corridor are listed below with particular reference to the principles outlined in Caltrans Smart Mobility Framework. The place types introduced previously help define the context and recommended solution. The issues are presented as talking points to frame future discussions and the 20-25 year vision for the corridor. It is understood that further detailed study and analysis will be necessary in order to fully understand the implications the proposed changes.

1. Enhancing the Russian River Experience

While Plan Bay Area seeks to reduce the need to travel, and there is a trend showing that people are driving less, some places are going to remain largely auto-centric for access. The Russian River Valley is a destination that will probably see increased demand from growing population and income levels, but the infrastructure, and the space for new infrastructure is limited and it will need to plan for growth. There would be major benefits to both locals and visitors if a practical one-stop parking scheme could be developed during the summer season. This would allow those driving to the Russian River either as day visitors or overnight to use public transportation or bikes once there. A bus shuttle system would be a way of reducing congestion and parking requirements at peak periods, and enhancing the overall experience for visitors. Besides linking the communities in the valley a shuttle service might also provide access to the coast (Sonoma Coast State Park), the various resorts, wineries and/or the Armstrong Redwoods, but this would need to be determined locally. Not only visitors would benefit as, like in many busy tourist areas, locals find it increasingly difficult to make essential daily trips due to the congestion. Trucks also get caught up in the congestion, just as the demand is highest, increasing the costs to local businesses.

For bicycles, while an off-road (Class 1) facility is a desire, the limited right of way remains an issue. A shorter timescale solution, in conjunction with bike lanes where possible on SR 116, would be a signed Russian River bike route. This would direct bicyclists to some of the quieter roads that parallel SR 116/River Road and make use of the seasonal bridges crossing the Russian River.

Shuttle Bus Service – It is beyond the scope of this document to describe in detail a shuttle bus service that might be implemented in the Russian River Valley, or its funding. However, it is assumed that it would be seasonal, running during the summer months only.



The dispersed attractions in the valley lend themselves to this kind of solution. The shuttle services that run in Yosemite and Sequoia National Parks may be good comparisons. These are quite complex systems with high frequencies (10-20 minutes), making connections between different routes a practical proposition.

There could be simpler alternatives, perhaps similar to The 'B' Broadway shuttle in Oakland that has a single route with frequent stops along Broadway (2 miles) in Downtown Oakland. Something similar for the Russian River might just be a 10-15 minute shuttle between Guerneville and Monte Rio or Duncan Mills (4-8 miles).

2. Sebastopol's Downtown Traffic System

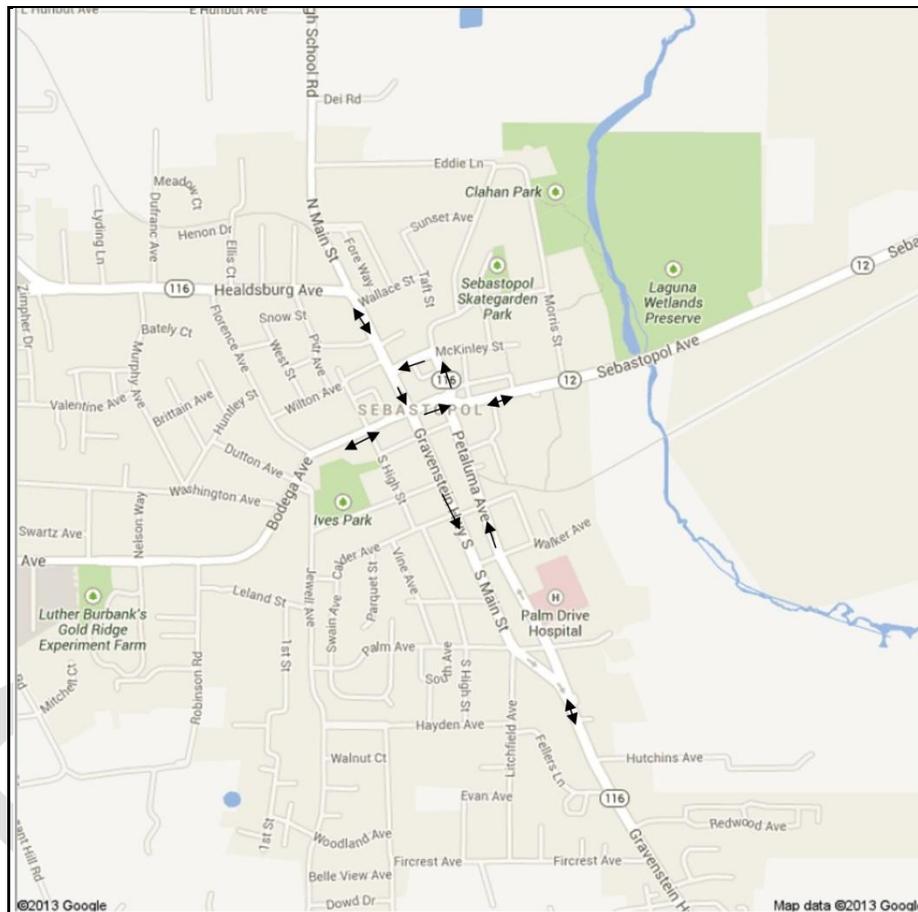
SR 12 and SR 116 converge in downtown Sebastopol (**Rural Town 5a**) in a circulation pattern that divides the downtown. One-way streets and traffic diversions (see Figure 13 below), designed to improve vehicle flow, make the downtown more a place to drive through rather than to walk or bike. The one-way streets create the need to travel out of direction and vehicle speeds present a barrier to bicycle use. Currently, there are no bike lanes; however, an upcoming bike lane project will be implemented by the City and improve downtown bicycle access. The street lay out is also an issue for pedestrians using the downtown area because of high vehicle speeds and limited pedestrian crossing opportunities. The map below (Figure 13) shows the arrangement of these one-way streets.

Rural Towns 5a - Maintaining and creating walkable rural towns with streets that are operated and designed for speeds suitable for their context and safety for all users.

Bypass – A term to describe the idea of an alternative route. There are many different types of bypasses, each with different objectives. The term is sometimes associated with a highway that includes multiple lanes of traffic and grade-separated intersections, but this does not necessarily have to be the facility design. In this TCR, the term is used to suggest the idea of a reliever route for through traffic to reduce congestion in downtown Sebastopol and allow for the development of a more “livable” downtown. Careful planning and design could help avoid problems usually associated with bypasses such as income losses for downtown businesses and peripheral sprawl.

Sebastopol has much to offer for visitors and is a destination for tourists in the area. Therefore, an eastern bypass of Sebastopol that would permit through-traffic on SR 116 (and SR 12) to avoid the downtown and allow a more conventional street system to be reintroduced does not necessarily have to impact downtown businesses. A “one stop” parking strategy (see page 35), whereby parking is shared between businesses, could also be developed to reduce vehicle impacts on the downtown. This has been successfully implemented in Pasadena and helped revitalized its downtown.

Figure 13 - Current Traffic System in Downtown Sebastopol



3. Route Relinquishment and/or Redesignation

The importance of SR 116 to the State and regional road network is mainly in linking SR 1 to US 101 along the Russian River. The next parallel link is SR 128 about 70 to 80 miles to the north. SR 116 not only provides access to the coast but to the important tourist and recreation area of the Russian River Valley. However, east of Guerneville SR 116 heads away from the Russian River and it is River Road that continues to US 101. From Guerneville south to Sebastopol SR 116 is part of the IRRS, but it remains quicker to travel on River Road and/or Mirabel Road. Beyond Sebastopol SR 116 is not classified as part of the IRRS and some of the route’s southern portion east of US 101 is a rural road with very low traffic. Relinquishing SR 116 between Guerneville and its terminus at SR 121, with the re-designation of River Road to US 101 as SR 116 could be a worthwhile State Highway System (SHS) re-designation to consider.

Alternatively, Sebastopol to Guerneville could be designated SR 12 as there are no plans to extend SR 12 west of Sebastopol. Regardless of ownership and designation, resources would best be prioritized on the River Road corridor (see issue #3).

River Road – The River Road has a current AADT of up to 16,000. It was built on the track bed of the Fulton and Guerneville Railroad that connected with the Pacific Northwest Railroad (future SMART) at Fulton just north of Santa Rosa. Due to falling traffic the line was closed in 1935 and the right of way converted to River Road utilizing bridges and other infrastructure from the old railroad. The Hacienda Bridge on River Road (near Westside Road), an original railroad crossing of the Russian River (1914), is still in use today. As it was an old railroad alignment it has gentle curves and gradients, but in some places the right of way is very restricted and the roadway is heavily engineered making any potential widening difficult.

4. Improving the effectiveness of SMART

The presently planned service level for SMART is not frequent enough to sustain the level of development for the proposed PDAs in the corridor. In particular, the service planned for weekends and evenings does not allow SMART to act as substitute to the private car. While travel to and from San Francisco will probably remain peak orientated due to having to transfer at Larkspur to/from the ferry, SMART has convenient stations in both San Rafael and Santa Rosa. By providing a regular all day service SMART will have the potential to reduce vehicle trips (and second car ownership) and sustain the planned PDAs in the corridor.

5. Forestville Bypass

Sonoma County's Measure M includes money for a bypass of the small unincorporated town of Forestville. While this would take SR 116 through traffic out of the downtown area, including trucks from a local quarry, it could also adversely affect the economic viability of the small commercial district. Unlike Sebastopol, Forestville is a destination mostly for those who live there and the small community is fairly dispersed. The loss of economic activity from through traffic would need to be compensated by local spending. To this end, some in the local community have suggested street improvements to make the downtown more of a local destination and take advantage of the reduced summer congestion a bypass would bring. Others are against the bypass and the planned roundabout at Mirabel Road, which is both an integral part of the bypass and a standalone project. A roundabout at Mirabel Road will help mitigate congestion in commercial area, but the value of a bypass, together with its environmental impacts, needs to be seen in a wider context as to the future role of SR 116 (see #3 above).

Complete Street – A transportation facility that is planned, designed, operated, and maintained to provide safe mobility for all users, including bicyclists, pedestrians, transit riders, and motorists appropriate to the function and context of the facility. [Caltrans Complete Streets Deputy Directive 64 – R1, 2008]

6. SR 116 as a “Main Street”

There are a number of places in the corridor where SR 116 acts as a main street for the community. Caltrans’ Complete Streets policy and “Main Street, California” guidance provide workable solutions to improving the highway and the livability and efficiency of these communities as per Smart Mobility Framework. These solutions would not only work well with the idea of an enhanced local transit service, but provide a useful amenity all year. In particular, continuous sidewalks in some communities would improve their economic viability by permitting one-stop parking. In addition, the availability of LED street lights should be used to enhance the pedestrian experience after dark. In many places, roadway orientated lighting together with street trees can leave extended lengths of sidewalk unlit. LED lights, with their lower electricity consumption and reduced maintenance, can be used to develop more pedestrian oriented lighting solutions.

One-stop Parking – When parking is not planned, every business needs to provide its own parking (frequently specified by ordinance). This is not only inefficient in the space required, with duplication between businesses; it also discourages customers from visiting more than one business per trip. There is a the car to re-park. It is often businesses and a lack of sidewalks



deterrent from having to get back in difficult to walk directly between can make this dangerous.

One stop parking may initially be expensive), but then if the makes multiple trips between (by pricing or regulation) to free who really need it. One-stop parking works at many different levels from a plan to consolidate parking at suburban retail locations (**4b. Suburban Corridors**), to multi-story parking within a downtown (**1b. Urban Centers** or **2a. Close-in Centers**), or just the provision of off-street public parking in a small community (**5a. Rural Towns**).

less convenient (and possibly more pedestrian infrastructure is in place, it businesses easier. It can also be used on-street or door side parking for those

CHAPTER 6: CONCEPT & STRATEGIES BY SEGMENT

This TCR raises issues that might result in a route concept change for parts of the corridor within the 20-25-year planning horizon. The report acknowledges that many of these issues are not yet clearly defined and will need further study and discussion with external partners. Described below are some possible strategies applicable to each segment to complement the existing facility.

Figure 14 - SR 116 Corridor Concept

Segment	County	Segment Description	Existing Highway	20-25 Year Highway Concept	Smart Mobility Framework Strategies and Concept Modifications to be Considered
A PM 0 to 24.8	SON	SR 1 near Jenner to Sebastopol	2C*	2C	<ul style="list-style-type: none"> • Develop local seasonal transit shuttles • Consider designating River Road as main access to Russian River area • Roundabout at Forestville • Provide parking and sidewalks in local commercial areas • Develop “one-stop” parking solution
A-PM** PM 24.8 to 27.8	SON	City of Sebastopol	2-3C OWC***	C	<ul style="list-style-type: none"> • Consider traffic calming and return to two-way streets for downtown Sebastopol • Possible eastern bypass
B PM 27.8 to 35.03	SON	Sebastopol to US 101 in Cotati	2-3C	2-3C	<ul style="list-style-type: none"> • Retain rural highway aesthetic • Provide parking and sidewalks in local commercial areas • Develop Cotati around its PDAs and SMART station • Improvements to East Cotati Ave. • Look at segment relinquishment
C PM 35.04 to 46.8	SON	US 101 in Petaluma to SR 121	4-2C	4-2C	<ul style="list-style-type: none"> • Develop Petaluma as a Close in Center (2a) as per Smart Mobility Framework • Develop bike facility in relation to regional bike plan • Look at segment relinquishment

*C = conventional highway

**PM = Main Street/Petaluma Avenue

***OWC = one-way couplet

SUMMARY OF SUGGESTED STRATEGIES AND PROJECTS BY MODE

Listed below are some strategies and projects as suggested by this TCR. They are listed by segment and mode. This list does not constitute a program of projects, but provides an easy reference for each segment of the corridor.

Highway:

Segment A	SR 1 near Jenner to Sebastopol
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- Complete streets in Russian River Valley
- One-stop parking policy related to transit shuttles
- Development of River Road as main access route to Russian River Valley

Segment A-MP	City of Sebastopol
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- Possible eastern bypass of Sebastopol.
- Removal of downtown Sebastopol one-way system.
- Additional downtown parking and parking strategy

Segment B	Sebastopol to US 101 in Cotati
------------------	---------------------------------------

- Maintain existing highway aesthetic
- Provide sidewalks and parking for local businesses
- Aesthetic and non-motorized improvements to East Cotati Ave.

Segment C	US 101 in Petaluma to US 121
------------------	-------------------------------------

- Maintain existing highway

Transit:

Segment A	SR 1 near Jenner to Sebastopol
------------------	---------------------------------------

- Maintain or expand regional transit services.
- Develop Russian River shuttle service as part of a one-stop parking solution

Segment A-MP	City of Sebastopol
---------------------	---------------------------

- Expand regional transit services

Segment B

Sebastopol to US 101 in Cotati

- Enhance planned off-peak service on SMART (Cotati) in conjunction with development of PDAs

Segment C

US 101 in Petaluma to US 121

- Continue development of transit services between Petaluma and the City of Sonoma
- Enhance planned off-peak service on SMART (Petaluma) in conjunction with development of PDAs

Pedestrian:

Segment A

SR 1 near Jenner to Sebastopol

- Implement complete streets and main streets policy in local communities along SR 116.
- Provide sidewalks for local businesses along the highway.

Segment A-PM

City of Sebastopol

- Removal of downtown Sebastopol one-way system.
- Reduce crossing distance at intersections and introduce traffic calming measures
- Ensure street lighting meets needs of pedestrians, using low cost LED lighting.

Segment B

Sebastopol to US 101 in Cotati

- Provide sidewalks for local businesses along the highway.
- Enhance the connectivity in Cotati to maximize pedestrian access to/from SMART
- Aesthetic and non-motorized improvements to East Cotati Ave.

Segment C

US 101 in Petaluma to US 121

- Enhance the connectivity in Petaluma to maximize pedestrian access to/from SMART
- Ensure street lighting meets need of pedestrians, using low cost LED lighting in urban areas.

Bicycle:

Segment A	SR 1 near Jenner to Sebastopol
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- Provide shoulders/bike lanes, where possible, to facilitate safe bike use.
- Improve signing of alternative low traffic routes (including seasonal bridges)
- Develop Russian River Bike (Class 3) Route

Segment A-PM	Sebastopol
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- Two-way streets and lane reductions in downtown Sebastopol.
- Additional bike lanes in downtown Sebastopol.

Segment B	Sebastopol to US 101 in Cotati
------------------	---------------------------------------

- Enhance the bikeability of downtown Cotati
- Provide consistent shoulders on SR 116, where possible
- Improve signing of alternative low traffic routes

Segment C	US 101 in Petaluma to US 121
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- Provide continuous shoulders on SR 116, where possible
- Develop bike facility in relation to Regional Bicycle Plan
- Maintain bikeability of downtown Petaluma and enhance east/west connectivity over US 101

APPENDICIES

APPENDIX A: REGIONAL TRANSPORTATION PLAN

Regional Planning

Plan Bay Area is the San Francisco Bay Area's 2040 Regional Transportation Plan. It was adopted in July 2013. The Plan includes the region's Sustainable Communities Strategy and the 2040 Regional Transportation Plan and represents the next iteration of a planning process that has been in place for decades. Plan Bay Area marks the nine-county region's first long-range plan to meet the requirements of California's landmark 2008 Senate Bill 375 (Steinberg), which calls on each of the state's 18 metropolitan areas to develop a Sustainable Communities Strategy to accommodate future population growth and reduce greenhouse gas emissions from cars and light trucks. This is important because in the Bay Area the transportation sector represents about 40 percent of the GHG pollution that scientists say is causing climate change.

Under SB 375 each region must develop a **Sustainable Communities Strategy (SCS)** that promotes compact, mixed-use commercial and residential development that is walkable and bikable and close to mass transit, jobs, schools, shopping, parks, recreation and other amenities. Plan Bay Area is intended to give people more transportation choices, create more livable communities and reduce the pollution that causes climate change.

Land Use Planning

The Metropolitan Transportation Commission (MTC) 2040 Regional Transportation Plan (RTP) or Plan Bay Area, will incorporate the implementation of SB 375 through the designation of Priority Development Areas (PDAs), among other measures.

PDAs are locally-identified, infill development opportunity areas within existing communities. They are generally areas of at least 100 acres where there is local commitment to developing more housing along with amenities and services to meet the day-to-day needs of residents in a pedestrian-friendly environment served by transit. To be eligible to become a PDA, an area has to be within an existing community, near existing or planned fixed transit or served by comparable bus service, and planned for more housing. Within the SR 12 (West) corridor there are a number of designated PDAs as shown on the map below.

A 2010 survey by the Association of Bay Area Governments (ABAG) indicated that planned PDAs in the Bay Area expect to add approximately 209,000 housing units and 607,000 jobs over the next 25 years. As a result, in 2035 there are anticipated to be nearly 579,000 housing units and 1.6 million jobs in the region's planned PDAs. These numbers indicate that, while the 92 planned PDAs included in this assessment account for a little over one percent of the land area of the Bay Area, they are planned to accommodate 32 percent of the housing growth and 37 percent of the job growth forecasted in ABAG's *Projections and Priorities 2009: Building Momentum*. It is expected that the majority of this growth will take place in the inner Bay Area cities, if only because the majority of PDAs are found in these areas.

MTC/ABAG have chosen a preferred option and developed a list of projects associated with it. Below are specific projects in or affecting the corridor.

ID #	Project	Cost \$/Million
21070	Realign SR 116 (Stage Gulch Road) along Champlin Creek to improve safety, adding shoulders to accommodate pedestrians and bicyclists.	
22190	Improve channelization and traffic signalization at SR 116/121 intersection.	
22438	Improve Bodaga Highway west of Sebastopol (includes straightening curves near Occidental and adding turn pockets).	
22656	Improve US 101/East Washington Street interchange.	
230341	Improve channelization and traffic signalization at Mirabel Road and SR 116.	
240547	Construct bicycle and pedestrian crossing of US 101 for Copeland Creek Trail (Rohnert Park 1.5 miles north of SR 116).	

Priority Development Areas (PDA) & Growth Opportunity Areas (GOA)

PDAs are locally-selected areas for growth that have been formally designated, requiring city council resolutions. GOAs are proposed growth areas for which further planning has to be done in order to gain full PDA status.

PDAs and GOAs in SR 116 Corridor:

The Plan Bay Area forecasts a growth in households of about 35,000 - 40,000 in Sonoma County from between 2010 - 2040. Over 55% of this growth will be in or adjacent to the SR 12 (West) corridor, the majority in Santa Rosa (20,000 new households).

Figure 15 - Map of Priority Development Areas and Rural Investment Areas



Figure 16 below gives details on the PDAs and RIAs in the SR 116 corridor. The final column “% of Increase” show how much each PDA/RIA is contributing to the growth in PDA that are eligible for One Bay Area grants.

Figure 16 - List of Priority Development Areas and Rural Investment Areas

	PDA/RIA	Households 2010	Households 2040	Household Increase	% of Increase
A	Cotati Downtown & Station (PDA)	890	1,290	400	10%
B	Petaluma Central (PDA)	810	2,570	1,760	44%
C	Sebastopol Central	2,510	2,890	390	10%
D	Forestville (RIA)	300	600	300	8%
E	Guerneville (RIA)	219	400	184	5%
F	Graton (RIA)	254	500	246	6%
G	Penngrove (RIA)	140	414	274	7%
H	City of Sonoma (not a PDA/RIA)	4,960	5,390	430	10%
	TOTALS	10,083	14,054	3,984	100.00%

APPENDIX B: STATE TRANSPORTATION PLANNING

Planned & Programmed Projects STIP Projects

0A6320 SON 116 WIDENING AND NEW SIGNAL \$2.9M at US 101 in Cotati

SHOPP (State Highway and Operations and Protection Program) Projects

No major projects

APPENDIX C: COUNTY TRANSPORTATION PLANNING

Figure 17 – Costed Highway Projects in 2009 Sonoma County Transportation Plan

Hwy 116/Hwy 121 intersection improvements and Arnold Drive improvements \$14.8
 Bodega Highway improvements west of Sebastopol \$2.0
 River Road channelization and improvements \$4.0
 Mirabel road and SR 116 signalization and Channelization \$3.0
 Realign SR 116 (Stage Gulch Road) along Champlin Creek segments to accommodate pedestrians and bicyclists and widen remaining \$38.0
 Rehabilitate and widen SR 116 from Elphick road to Redwood Drive (realignment, new shoulders and channelization improvements) \$83.0
 U.S. 101/East Washington Street interchange improvements \$23.0
 Petaluma cross-town connector and Rainier interchange \$58.7
 Forestville bypass on SR 116
 Cotati/Rohnert Park E Cotati Avenue Hwy 101 to Snyder, implement arterial management \$ 1.10
 Todd Road: reconstruct Petaluma Hill Road from Stony Point Road to Llano Road extend east to \$5.80
 Southern Crossing Caulfield Lane, Petaluma \$72.0
 Lakeville Road Widen to 4 Lanes forms SR 37 to SR 116 \$22.00
 Bodega Hwy, west of Sebastopol, Upgrade unimproved sect to 36’—full reconstruct \$5.50
 Sebastopol Intersection Control on SR 116 at 4 locations in Sebastopol \$1.40
 Sebastopol Road Bypass—Llano road improvements & extension, Hwy 116 to Occidental \$3.00

Measure M – Sonoma County’s quarter cent sales tax measure passed in 2004. The measure generates between \$15-20 million per year in revenue. Expenditures are allocated as follows.

Local Roads and Streets projects	20%
Local Roads Rehabilitation	20%
U.S. 101 Widening projects	40%
Local Bus Transit improvements	10%
SMART Passenger Rail	5%
Bicycle and Pedestrian projects	4%
Administration	1%

Figure 18 –Projects in 2011 Sonoma County Measure M Strategic Plan

Measure M Highway Projects in the SR 116 Corridor (See Measure M in Appendix E)

- Highway 121/116 Intersection & Arnold Drive Improvements (\$15M)
- Bodega Highway improvements (\$2M)
- Forestville By-pass (\$13M)
- River Road Improvements near Forestville (\$2M)

Measure M Bicycle/Pedestrian Projects in the SR 116 Corridor

- Street Smart Sebastopol- bicycle and pedestrian improvements in the downtown area (\$2.5M)
- Petaluma River Trail- class 1 access from eastern Petaluma to Downtown (\$6M)

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APPENDIX D: PERTINENT TRANSPORTATION PLANS, POLICIES, LEGISLATION, AND PROGRAMS

The following is a listing of federal, State, and regional transportation planning efforts and policies related to this Transportation Concept Report.

Federal

Moving Ahead for Progress in the 21st Century Act (MAP-21), P.L. 112-141, was signed into law in July 2012. This act will provide funding for surface transportation programs for Fiscal Year (FY) 2013/14. MAP-21 is the first long-term highway authorization bill enacted since 2005. MAP-21 creates a streamlined, performance-based, and multimodal program to address the many challenges facing the U.S. transportation system. These challenges include improving safety, improving and/or maintaining infrastructure condition, reducing traffic congestion, improving efficiency of the system and freight movement, protecting the environment, and reducing delays in project delivery.

Federal Transportation Improvement Program (FTIP) - All federally funded projects, and regionally significant projects vis-à-vis air quality (regardless of funding), must be listed in the FTIP, per federal law. A project is not eligible to be programmed in the FTIP until it is programmed in the State Transportation Improvement Program (STIP) or in the State Highway Operations and Protection Program (SHOPP). Other types of funding (Federal Demonstration, Congestion Mitigation and Air Quality (CMAQ), Transportation Enhancement Activities (TEA), or Surface Transportation Program (STP)) must be federally approved before the projects can be included in the FTIP.

State

California Transportation Plan (CTP) - The California Transportation Plan 2035 focuses on plans, policies, and processes that address the provisions of MAP 21. It is a statewide, long-range transportation policy plan that provides for the movement of people, goods, services, and information. The CTP offers a blueprint to guide future transportation decisions and investments that will ensure California's ability to compete globally, provide safe and effective mobility for all persons, better link transportation and land use decisions, improve air quality, and reduce petroleum energy consumption. An update of the CTP is currently underway and is expected to be finalized in 2015.

Interregional Transportation Strategic Plan (ITSP) –The Interregional Transportation Strategic Plan (ITSP) provides guidance for the identification and prioritization of interregional State highway projects with regard to the statutorily-identified Interregional Road System (IRRS) and interregional transportation modes, including intercity passenger rail. The IRRS serves interregional movement of people and goods. The ITSP is the counterpart to the Regional Transportation Plans prepared by the Regional Transportation Planning Agencies in California. Caltrans finalized an update of the ITSP in October 2013.

State Transportation Improvement Program (STIP) - The State Transportation Improvement Program (STIP) is a multi-year capital improvement program of transportation projects on and off the State Highway System, funded with revenues from the Transportation Investment Fund and other funding sources. The California Transportation Commission (CTC) biennially adopts and submits to the Legislature and Governor a STIP. The STIP is a resource management document to assist state and local entities to plan and implement transportation improvements and to utilize available resources in a cost-effective manner.

Interregional Transportation Improvement Program (ITIP) – The Interregional Transportation Improvement Program (ITIP) is a State-funding program. Caltrans nominates and the California

Transportation Commission approves a listing of interregional highway and rail projects for 25 percent of the funds to be programmed in the STIP (the other 75% are Regional Improvement Program funds). The purpose of the ITIP is to improve interregional mobility for people and goods in the State of California. As an interregional program the ITIP is focused on increasing the throughput for highway and rail corridors of strategic importance outside the urbanized areas of the state. The ITIP compliments regional congestion reduction activities focused within the urbanized areas of the State. A sound transportation network between, and connecting, urbanized areas, ports and borders is vital to the State's economic vitality.

State Highway Operation and Protection Program (SHOPP) - Caltrans prepares the SHOPP for the expenditure of transportation funds for improvements necessary to preserve and protect the State Highway System. The SHOPP is a four-year funding program. SHOPP projects are limited to capital improvements relative to maintenance, safety, and rehabilitation of State highways and bridges.

Senate Bill (SB) 45 (1997) – California's Senate Bill 45 stipulates that the State will nominate transportation improvements that facilitate the movement of people and goods between the State's transportation regions as well as to and through the State. The State is responsible for developing highway system performance standards, that will accommodate interregional travel demand, and specifying corridor facility concepts that improve interregional travel on the State Highway System. The corridor concepts included in Transportation Concept Reports reflect the State's vision regarding System accommodation of interregional, regional and local travel needs.

California Interregional Blueprint (CIB) - The California Interregional Blueprint informs and enhances the State's transportation planning process. Similar to requirements for regional transportation plans under Senate Bill 375, Senate Bill 391 requires the State's long-range transportation plan to meet California's climate change goals under Assembly Bill 32. In response to these statutes, Caltrans prepared a State-level transportation blueprint to inform CTP 2040 and articulate the State's vision for an integrated, multi-modal interregional transportation system that complements regional transportation plans and land use visions. The CIB will integrate the State's long-range multi-modal plans and Caltrans-sponsored programs to enhance our ability to plan for and monitor the transportation system as a whole, while meeting the GHG-reduction targets resulting from SB 375.

California Strategic Growth Plan - The Governor and Legislature have initiated the first phase of a comprehensive Strategic Growth Plan to address California's critical infrastructure needs over the next 20 years. California faces over \$500 billion in infrastructure needs to meet the demands of a population expected to increase by 23 percent over the next two decades. In November 2006, the voters approved the first installment of that 20-year vision to rebuild California by authorizing a series of general obligation bonds totaling \$42.7 billion.

District System Management Plan (DSMP) - The District System Management Plan (DSMP) is a long-range (20 year) strategic and policy planning document that presents the long range goals, policies, and programs the district intends to follow in maintaining, managing, and developing the transportation system. It serves as a resource for informing federal, state, regional, and local agencies, and the public and private sector of the plans the district intends to follow in its partnership role with local and regional agencies.

Goods Movement Action Plan (GMAP) - The Goods Movement Action Plan (GMAP) was issued by the California Business, Transportation and Housing Agency (Agency) and the California Environmental Protection Agency (Cal EPA) in two phases in 2005 and 2007. It was a major milestone in statewide policy and planning for freight transportation, trade corridors, and related air quality issues. The GMAP helped guide project selection for the allocation of funds under the \$2 billion Trade Corridors

Improvement Fund (TCIF) program, authorized by the voter-approved Highway Safety, Traffic Reduction, Air Quality and Port Security Bond Act of 2006 (Proposition 1B). An update of the GMAP, the California Freight Mobility Plan, is currently underway.

Caltrans Deputy Directive 64 R1: Complete Streets – Integrating the Transportation System - Caltrans fully considers the needs of non-motorized travelers (including pedestrians, bicyclists and persons with disabilities) in all programming, planning, maintenance, construction, operations and project development activities and products. The intent is to plan for multimodal transportation facilities.

Assembly Bill 32 - Global Warming Solutions Act (2006) - This bill requires the State's greenhouse gas emissions to be reduced to 1990 levels by the year 2020. Caltrans' strategy to reduce global warming emissions has two elements. The first is to make transportation systems more efficient through operational improvements. The second is to integrate emission reduction measures into the planning, development, operations and maintenance of transportation elements.

Senate Bill 375 - California's 2008 Senate Bill 375 requires each of the State's 18 metropolitan areas to reduce greenhouse gas (GHG) emissions from cars and light trucks. It also states that each region must develop a Sustainable Communities Strategy (SCS) that promotes compact, mixed-use commercial and residential development that is walkable and bikeable and close to mass transit, jobs, schools, shopping, parks, recreation and other amenities.

Senate Bill (SB) 743- creates a process to change the way that transportation impacts are analyzed under CEQA. Specifically, SB 743 requires the Governor's Office of Planning and Research (OPR) to amend the CEQA Guidelines to provide an alternative to LOS for evaluating transportation impacts. Particularly within areas served by transit, those alternative criteria must "promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses." (New Public Resources Code Section 21099(b)(1).) Measurements of transportation impacts may include "vehicle miles traveled, vehicle miles traveled per capita, automobile trip generation rates, or automobile trips generated." (Ibid.) OPR also has discretion to develop alternative criteria for areas that are not served by transit, if appropriate.

Once the CEQA Guidelines are amended to include those alternative criteria, auto delay will no longer be considered a significant impact under CEQA. (b)(2).) Transportation impacts related to air quality, noise and safety must still be analyzed under CEQA where appropriate.

SB 743 also amended congestion management law to allow cities and counties to opt out of LOS standards within certain infill areas. (See Amended Government Code Sections 65088.1 and 65088.4.)

Aside from changes to transportation analysis, SB 743 also included several important changes to CEQA that apply to transit oriented developments, including aesthetics and parking.

Caltrans - Climate Action Plan - Greenhouse gas (GHG) emissions and the related subject of global climate change are emerging as critical issues for the transportation community. The California Department of Transportation (Caltrans) recognizes the significance of cleaner, more energy efficient transportation. On June 1, 2005 the State established climate change emissions reduction targets for California which lead to development of the Climate Action Program. This program highlights reducing congestion and improving efficiency of transportation systems through smart land use, operational improvements, and Intelligent Transportation Systems (objectives of the State's Strategic Growth Plan). The Climate Action Plan approach also includes institutionalizing energy efficiency and GHG emission reduction measures and technology into planning, project development, operations, and maintenance of transportation facilities, fleets, buildings, and equipment.

Corridor Mobility Improvement Account (CMIA) - The California Transportation Commission adopted the \$4.5 billion Corridor Mobility Improvement Account (CMIA) program, the first commitment of funds from the \$19.9 billion transportation infrastructure bond approved by California voters as Proposition 1B in November 2006. The statewide CMIA program includes nearly \$1.3 billion in Bay Area projects, plus an additional commitment of \$405 million through the State Highway Operations and Protection Program (SHOPP) for replacement of Doyle Drive in San Francisco. This brings the total amount programmed for Bay Area transportation projects to roughly \$1.7 billion.

Corridor System Management Plans (CSMP) - CSMPs were developed for corridors that received funding from the Corridor Mobility Improvement Account (CMIA). They were required by the California Transportation Commission per resolution adopted in 2007 stating that "...the Commission expects Caltrans and regional agencies to preserve the mobility gains of urban corridor capacity improvements over time that will be described in Corridor System Management Plans (CSMPs)." The CSMPs incorporate detailed operational analysis into corridor planning through performance assessments, analysis and evaluation, leading to recommendations of system management strategies for a corridor.

Trade Corridors Improvement Fund (TCIF) - In November 2006, voters approved Proposition 1B, a roughly \$20 billion Transportation Bond. It established the Trade Corridors Improvement Fund that included a total of \$3.1 billion for goods movement-related programs, of which \$2 billion was set aside for infrastructure improvements statewide.

Freeway Performance Initiative (FPI) – This is the Metropolitan Transportation Commission’s effort to improve the operations, safety and management of the Bay Area’s freeway network by deploying system management strategies, completing the HOV lane system, addressing regional freight issues, and closing key freeway infrastructure gaps.

Region

Regional Transportation Plan – Plan Bay Area – See Appendix A.

Regional Transportation Improvement Program (RTIP)-The Regional Transportation Improvement Program is a sub-element of the State Transportation Improvement Program (STIP). The Metropolitan Transportation Commission is responsible for developing regional project priorities for the RTIP for the nine counties of the Bay Area. The biennial RTIP is then submitted to the California Transportation Commission for inclusion in the STIP

APPENDIX F: FUNCTIONAL CLASSIFICATION

Functional Classification Conversion Table		
Old FC Code		New FC Code
1, 11	 Interstate	1
12	 Other Freeways or Expressways	2
2, 14	 Other Principal Arterial	3
6, 16	 Minor Arterial	4
7, 17	 Major Collector	5
8	 Minor Collector	6
9, 19	 Local	7

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