



ROUTE CONCEPT REPORT

ROUTE 128 CORRIDOR



01-MEN-128-KP 0.0/81.9 (PM 0.0/50.9)

All information in this Route Concept Report is subject to change as conditions change and new information is obtained.

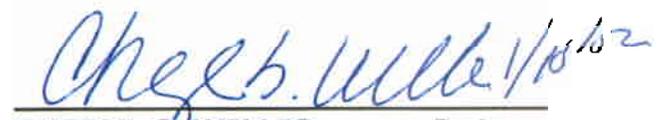
I approve this Route Concept Report as an analysis and conceptual long-range guide for Caltrans, our Regional Planning Partners, local entities, and the public.

Approval Recommended:

Approval Recommended:

 1/11/02

CHARLIE FIELDER Date
Deputy District Director
Program/Project Management

 1/10/02

CHERYL S. WILLIS Date
Deputy District Director
Planning

Approved:

 1/14/02

RICK KNAPP Date
District Director
District 1

JANUARY 2002

ROUTE 128 RCR
ROUTE CONCEPT REPORT

Statement of Planning Intent

The Route Concept Report (RCR) is a planning document which describes the Department's conceptual improvement options for a given transportation route or corridor. Considering reasonable financial constraints and projected travel demand over a 20-year planning period, the RCR considers transportation facility needs for each route or corridor. The RCR is a tool for implementing interregional and statewide continuity of the State's transportation network, and will be updated as needed as conditions change, or new information is obtained

Purpose of Route Concept Report

The objective of the RCR is to have local, regional, and state consensus on route or corridor concept options, improvement goals, and strategies. This document provides concept information only and does not determine policy nor establish a course of action. Route Concept Reports are prepared by District staff in cooperation with local and regional agencies. Route Concept Reports are a preliminary planning phases that lead to subsequent programming and the project development process.

Assumptions

The following assumptions form the basis for the development of Route Concept Reports:

1. The relative importance of State highways in the District is based on functional classification. In general, higher priority is given to major improvements on principal arterial routes as compared to minor arterials and collectors.
2. State highways with improvement concepts must have realistic concept levels of service. Concept levels of service are not established on State Highways that will only be maintained (since improvements would not be made to address level of service concerns).
3. Level of service calculations are based on the 1997 Highway Capacity Manual (see Appendix A).
4. Determinations of future levels of service for State Highways in District 1 are based in part upon Statewide and regional forecasts of State highway travel developed by the Department.
5. Route concepts are generally uniform for an entire route or corridor, unless there is a major change in function along the route or corridor.
6. Major projects will be developed to meet design standards acceptable to the Federal Highway Administration in order to receive Federal funding for projects. Otherwise, a "design exception" must be secured during the project development process.
7. Safety projects will be pursued on an on-going basis in order to be responsive to safety concerns as they are identified.
8. No planned or programmed improvements were assumed to be complete in analyzing present and future operating conditions. The Route Concept Report details programmed improvements in the 2000 State Transportation Improvement Program.
9. Environmental documents are not required for Route Concept Reports. Individual improvement projects identified in Route Concept Reports will follow established environmental processes when development is proposed as required by law.

ROUTE CONCEPT REPORT

ROUTE 128

01-MEN-128-KP 0.0/81.9 (PM 0.0/50.9)

I. ROUTE CONCEPT AND RATIONALE

FACILITY CONCEPT

The concept for Route 128 in Mendocino County is 2-lane conventional highway on existing alignment.

Route 128 originates at its intersection with Route 1 south of the community of Albion and traverses southern Mendocino County, bisecting the Anderson Valley, in a generally southeasterly direction.

Route 128 is a Rural Minor Arterial, serving several small southern Mendocino County communities and provides coastal access from Route 101. While Route 128 is regionally significant, it cannot effectively compete for capacity improvement funds with other more important routes in the District, generally Rural Principal Arterials.

LEVEL OF SERVICE CONCEPT

The level of service concept selected for Route 128 is LOS "E".

Route 128 currently operates at a "C" level of service. With the projected traffic increases over the next 20 years, level of service is expected to deteriorate to LOS "D" or "E". However, no improvements will be made to address reductions in level of service.

ROUTE CONCEPT FUNCTION

This Route Concept will serve as a guide for long-range planning of Route improvements. It recognizes financial considerations and competing priorities both on this route and other routes in the District. It will protect the state's investment in Route 128, while recognizing financial constraints, which will not allow the programming of extensive improvements for all highways.

II. ROUTE MANAGEMENT STRATEGIES

REHABILITATION STRATEGY

Route 128 should be maintained and rehabilitated as necessary.

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Based on functional classification, traffic volumes and maintenance service levels, Route 128 in District 1 should be maintained and rehabilitated as necessary at its present width and on its existing alignment.

Current rehabilitation standards (3-R) in the Caltrans Highway Design Manual indicate that Route 128 is not wide enough to permit rehabilitation at present width over most segments. Widening segments, which do not meet 3-R width standards, is generally not considered prudent for the following reasons:

1. Costs to widen narrow sections would be inordinately high because of rugged terrain.
2. Existing vertical and horizontal alignment does not meet current standards.
3. Environmental impacts would be significant. There are several locations along Route 128 where there are old growth redwood trees, archaeological and cultural sites and there are four state parks at or near the roadway on Route 128.
4. Committing extensive funds for widening in conjunction with correcting pavement deficiencies would divert funds from higher priority improvements on other routes.

SAFETY AND OPERATIONAL IMPROVEMENT STRATEGY

While no segment of Route 128 has a collision rate greater than 1.5 times (150% of) the statewide average based on similar facilities, the District has an established collision surveillance and monitoring program, which identifies locations with collision concerns and recommends safety improvements when warranted. **Safety improvements at spot locations will be considered as necessary.**

Bridge replacement, storm damage and operational improvement projects will also be considered as necessary. These projects, in addition to safety projects, should be constructed to appropriate State and Federal standards.

In the late 1980's, the Department barrier striped two-lane highways to comply with Federally mandated standards. This reduced the number of passing opportunities (and the level of service) on most two-lane State highways, including Route 128. A passing lane candidate project was initiated for Route 128 but did not generate a high enough priority to be programmed. It is anticipated that the effects of barrier striping effects can additionally be mitigated by the construction of additional "turnouts" on Route 128.

GOODS MOVEMENT STRATEGY

Route 128 is a major all-weather Route serving the communities of Navarro, Philo, Boonville, and Yorkville along the route, and the City of Fort Bragg on the Mendocino coast (via Route 1). It is used to transport food and other essential supplies and to transport goods (primarily agricultural and timber products) to market.

Consistent with the relatively low truck traffic volumes on this Route, no goods movement improvement projects are planned at this time.

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NON-MOTORIZED FACILITIES STRATEGY

Route 128 experiences light to moderate non-motorized traffic, generally concentrated in the small towns along the route. Some through bicycle traffic exists; a portion of which utilizes Route 128 as a link between the coast and the wine country of the Napa Valley.

Shoulder widths on Route 128 are generally minimal, and improved shoulders would better accommodate bicyclists and pedestrians. No projects for shoulder improvement along Route 128 are currently programmed. Department staff will work with the Mendocino Council of Governments to implement high priority non-motorized improvements as they are identified.

COMMUNITY ENHANCEMENT STRATEGY

The Department supports Community Enhancement opportunities and are open to working in partnership with Regional Transportation Planning partners in Counties, Cities, and Communities where Route 128 is the Main Street, to achieve livable communities goals. Community Enhancements including the development of traffic calming improvements to reduce traffic speed and noise, development of context-sensitive improvement alternatives, and development of bicycle/pedestrian facilities to increase the opportunities for non-motorized trips can improve the quality of life in our communities. Safety will continue to be our primary concern in the consideration of the entire transportation network of which community streets are a part.

CORRIDOR PRESERVATION STRATEGY

It is anticipated that Route 128 will remain a 2-lane expressway/conventional highway, on existing alignment. No substantial long-term right of way needs are anticipated.

III. ALTERNATIVE CONCEPTS CONSIDERED

No alternative concepts were considered for Route 128 in District 1.

IV. ROUTE ANALYSIS

DESCRIPTION

Route 128 begins at Route 1, immediately northeast of the mouth of the Navarro River, at the Pacific Coast. Within District 1, it traverses the southwest corner of Mendocino County, to the County line, approximately 10 kilometers (6 miles) northwest of Cloverdale. Route 128 is approximately 82 kilometers (51 miles) in length within District 1. The post mile description is 01-MEN-128-KP 0.0/81.9 (PM 0.0/50.9)

ROUTE PURPOSE

Route 128 bisects the Anderson Valley, a rich agricultural area noted for its apple orchards. It serves a number of small southern Mendocino towns, Navarro, Philo, Boonville and Yorkville.

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Route 128 also provides the City of Fort Bragg and coastal communities with access to Route 101, and connects to Route 253 which leads northeasterly to Ukiah. It is one of the major access routes to Pacific Coast attractions for tourists. It is important as a link to transport agricultural and forest products to market and as a recreational route.

Route 128 provides access to four State Parks:

- Paul M. Dimmick Memorial Park
- Hendy Woods Park
- Indian Creek Park
- Milliard Redwoods State Park

ROUTE SEGMENTATION

Route 128 is segmented below for System Planning purposes:

**TABLE 1
ROUTE 128 SEGMENTATION**

SEG #	MEN		DESCRIPTION
	KP	PM	
1	MEN-0.0/37.5	0.0/23.3	Route 1 to Indian Creek Bridge
2	MEN-37.5/43.3	23.3/29.6	Indian Creek Bridge to Route 253
3	MEN-43.3/81.9	29.6/50.9	Route 253 to the Sonoma County Line

LAND USE

Land use adjacent to Route 128 in District 1 is expected to remain unchanged (agriculture and timber products). Some development, primarily tourist-oriented, is expected in and around the communities of Philo and Boonville. While little development elsewhere along this route is anticipated, traffic growth is expected to continue to increase. Development on the Mendocino coast, particularly in and around Fort Bragg, is expected to contribute to traffic growth on Route 128.

EXISTING FACILITIES

Table II below will summarize existing facility characteristics for the Route 128 corridor in District 1.

**TABLE II
EXISTING FACILITY CHARACTERISTICS
ROUTE 128**

SEG #	MEN		DESCRIPTION	EXISTING FACILITY
	KP	PM		
1	MEN-0.0/37.5	0.0/23.3	Route 1 to Indian Creek Bridge	2-C
2	MEN-37.5/43.3	23.3/29.6	Indian Creek Bridge to Route 253	2-C/E
3	MEN-43.3/81.9	29.6/50.9	Route 253 to the Sonoma County Line	2-C

F = Freeway E = Expressway C = Conventional

ROUTE 128 RCR

EXISTING FACILITY CHARACTERISTICS (cont.)

Functional Classification	Rural Minor Arterial
Eligible for Federal Funding	Yes
Freeway and Expressway System	Yes
Eligible for Scenic Highway Designation	No
Subsystem of Highways for Extra Legal Loads (SHELL)	No
Surface Transportation Assistance Act (STAA) Trucks Allowed:	No
Strategic Highway Network	No
National Highway System	No
Interregional Road System	Yes
Public Airports Served	Boonville Airport
Rail Service	None
Intercity Bus Service	Mendocino Transit Authority
Intersecting State Highway Routes	1, 101, 253
Park and Ride Lots	None

OPERATING CONDITIONS

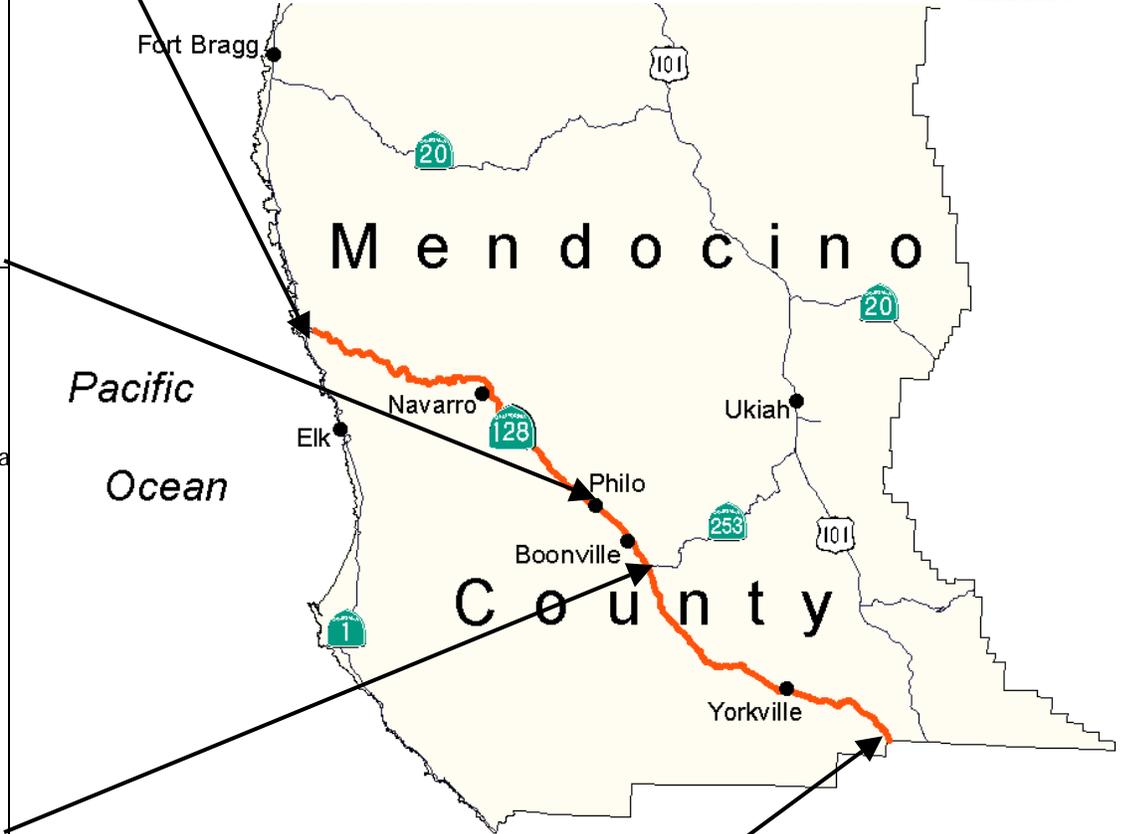
Present and future operating conditions, including traffic volume ranges, level of service, and volume to capacity ratios for both existing and anticipated future conditions for Route 128 are shown on Map 1 on the following page. Further information regarding specific operating and geometric conditions may be found in the Department's source documents (e.g., the State Highway Inventory, the State Highway Log, and Traffic Volumes on California State Highways, etc.)

ROUTE 128 RCR

**MAP 1
PRESENT AND FUTURE OPERATING CONDITIONS
ROUTE 128**



<p>MEN-128-KP 0.0/37.5 (PM 0.0/23.3) Terrain: Rolling Gradeline: Rolling Existing (2000) 2-lane Conventional 3.6 m lanes 6.7-9.8 m paved 1900 – 3500 AADT "C" LOS V/C 0.23 Collision Rate = less than 1.5 times the Statewide average Trucks = 7.5 % Future 2020 3250 – 6000 AADT "D" LOS V/C = 0.42</p>
<p>MEN-128-KP 37.5/43.3 (PM 23.3/29.6) Terrain: Rolling Gradeline: Rolling Existing (2000) 2-lane conventional/expresswa 3.6 m lanes 6.7-9.8 m paved 3500 – 5300 AADT "C" LOS V/C 0.30 Collision Rate = less than 1.5 times the Statewide average Trucks = 8 % Future 2020 5950 - 6300 AADT "E" LOS V/C = 0.53</p>
<p>MEN-128-KP 43.3/81.9 (PM 29.6/50.9) Terrain: Rolling Gradeline: Rolling Existing (2000) 2-lane Conventional 3.6 m lanes 6.7-9.8 m paved 1900 – 2050 AADT "C" LOS V/C 0.22 Collision Rate = less Than 1.5 times the Statewide average Trucks = 4 % Future 2020 6350 – 9100 AADT "D" LOS V/C = 0.42</p>



PROGRAMMED IMPROVEMENTS

ROUTE 128 RCR

There are no programmed improvements in the 2000 State Transportation Improvement Program (STIP).

There are two bridge replacement/repair projects with an approximate cost of \$2.1 million in the 2000 State Highway Operation and Protection Program (SHOPP).

V. ENVIRONMENTAL CONSIDERATIONS

Environmental considerations along Route 128 include:

- The Navarro River and its tributaries Anderson Creek, Indian Creek, and Rancheria Creek are wild and scenic rivers with critical salmon and steelhead spawning and nursery habitats.
- Soil stability is a factor for concern along many areas of Route 128
- The water quality of the Navarro River and its tributaries is of significant concern.
- Rare and sensitive plant and animal species are located adjacent to Route 128 at numerous locations

VI. REGIONAL TRANSPORTATION PLANNING

The 1996/98 Mendocino County Regional Transportation Plan authored by the Mendocino Council of Governments (MCOG) calls for:

Section I – 2.02 , 2.20(A)

GOAL Provide an adequate, well-maintained efficient and safe network of state highways that form the central element of the Region's highway road and street system, and provides for both the regional and inter-regional transportation needs of the County. ¹

The Route 128/Route 1 Corridor is a Corridor of regional significance and should be monitored for safety on an annual basis. There are no specific references to development of Route 128 in the 1996/98 Mendocino County Regional Transportation Plan.

VII. AREAS OF CONCERN

The following criteria are used to identify areas of concern on Route 128 based on an analysis of level of service and collision history:

1. A segment is considered to be a "level of service concern" if the concept level of service (LOS) will not be achieved under present or future traffic conditions, or the segment operates at capacity during peak hour.
2. A segment is considered to be a "safety concern" if the total collision rate for a five-year period for that segment exceeds one and one-half times the Statewide average for similar facilities.

¹ 1996/1998 Regional Transportation Plan Mendocino County pg. P-16

Based on these criteria, no areas of concern were identified on Route 128 in District 1.

VIII. IMPROVEMENTS NECESSARY TO ACHIEVE THE ROUTE CONCEPT

Consistent with the route concept of maintain and rehabilitate as necessary, no new facility improvements will be required. Safety improvements should be made, as necessary and operational improvements should be considered on a limited basis.

IX. TRANSIT AND HIGH OCCUPANCY VEHICLE (HOV) CONSIDERATIONS

Low population densities make it difficult to provide cost-effective transit services for Route 128. Due to the rural nature of Route 128, and relatively low peak-hour traffic volumes during commute hours, no HOV considerations are necessary.

At this time, Mendocino Transit Authority has one round trip bus service which leaves Ukiah travels along Route 253 to its junction with Route 128 then proceeds north through the communities of Boonville, Philo and Navarro to Route 1 ending in the City of Fort Bragg.

X. ACCESS MANAGEMENT

Access management involves managing where vehicles are allowed to enter the highway, to improve highway operations and reduce accidents.

Less than ten percent of the constructed portion of Route 128 is expressway, with limited highway access. In other locations, some access openings may have less than desirable sight distance. Overall, access management is generally not a concern on this Route, and is not likely to be a future concern since development along the route is minimal, except in the Boonville area.

XI. ADOPTIONS, RESCISSIONS AND RELINQUISHMENTS

New or changed highway routings generally require adopting a new route and rescinding the previously adopted route. The Route may also be relinquished to a city, county or other public entity.

No significant adoptions, rescissions, or relinquishments are anticipated on Route 128 in District 1.

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APPENDIX A
Level of Service (LOS)

<u>LOS</u>	<u>Description of Typical Traffic Conditions</u>	<u>Delay</u>	<u>Service Rating</u>	
A.		Highest quality of service. Free traffic flow, low volumes and densities. Little or no restriction on maneuverability or speed, and a high level of comfort and convenience.	None	Excellent
B.		Stable traffic flow – speed becoming slightly restricted. the presence of others in the traffic stream begins to be noticeable. Low resistance on maneuverability.	None	Very Good
C.		Stable traffic flow, but less freedom to select speed, change lanes or pass. Comfort and convenience Decreasing as density increases.	Minimal	Good
D.		Approaching unstable flow. Speeds tolerable, but subject to sudden and considerable variation. Reduced maneuverability, driver comfort and convenience.	Minimal	Adequate
E.		Unstable traffic flow with rapidly fluctuating speeds and flow rates. Short headways, low maneuverability and low driver comfort and convenience.	Significant	Fair
F.		Forced traffic flow. Speed and flow may drop to zero with high densities. Queues tend to form behind such locations since arrival flows exceed traffic discharges.	Considerable	Poor