



**Route Inventory Report (RIR)
For the Rescission of Unconstructed Portion of
State Route 12 (SR 12)
East of Farmers Lane in the City of Santa Rosa, Sonoma County**



Approved by:

Approval recommended:

Jean Ch Finney
for Lee Taubeneck
Deputy District Director
Transportation Planning and Local Assistance

04-24-14
Date

Approved:

Bijan Sartpi
Bijan Sartpi
District Director

4-24-14
Date

Introduction

Route rescission is requested for the unconstructed SR 12 alignment in Sonoma County east of the existing SR 12 freeway segment and Farmers Lane (conventional SR 12) in the city of Santa Rosa (see map on page 3 showing the unconstructed route alignment as well as the existing Highway 12 alignment). In the 1950s it was envisioned the SR 12 freeway within Santa Rosa was to extend east from Farmers Lane to connect with the existing SR 12 alignment Melita Road. Due to lack of local support for a road extension through the resource and environmentally-sensitive Spring Lake area, a freeway project did not materialize. Per 2014 Transportation Concept Report (TCR) for SR 12 (West), the existing highway provides an adequate link between Santa Rosa and the city of Sonoma, referred to as Segments B, C, and D in the table below. A map showing the corridor segments can be found in Attachment A.

- **Existing Facility by Segment*****

Segment	County	Segment Description	Existing Facility
A PM 9.23 to R16.04	SON	Intersection with SR 116 in Sebastopol to US 101 in Santa Rosa	2C*/4F**
B PM R16.04 to T18.54	SON	US 101 in Santa Rosa to Farmers Lane and 4 th Street, Santa Rosa	4F/4C
C PM T18.54 to 21.23	SON	4th Street in Santa Rosa to Los Alamos Road in Santa Rosa	4C
D PM 21.23 to 41.36	SON	Los Alamos Road, Santa Rosa to intersection with SR 121	2-4C

*C=conventional highway **F=freeway *** Source: SR 12 (West) 2014 Transportation Concept

1. Route Description

- **Statutory Route Description (Streets and Highways Code Section 312)**

“Route 12 is from

(a) Route 1 near Valley Ford to Route 121 near Sonoma via Santa Rosa.

- **Constructed Route Description**

For the purpose of this RIR, State Route (SR) 12 is the portion of the corridor between the city of Sebastopol and SR 121 just south of the city of Sonoma, so called SR 12 (West). This is the portion referred to under (a) in the statutory route description of the Streets and Highways Code above. It is the western portion of Highway 12, located entirely within Sonoma County, and is approximately 30 miles in length. It passes through the incorporated cities of Sebastopol, Santa Rosa and Sonoma.

While the whole route is defined as part of the California Interregional Road System, traffic between Santa Rosa and the city of Sonoma is mostly local. Other than for the freeway section in Santa Rosa (FC2 – other freeways or expressways), the highway is federally functionally classified FC3 (“other principal arterial”) in urban areas and FC4 (“minor arterial”) in the sections between the cities. Between Santa Rosa and the city of Sonoma, SR 12 is designated a State Scenic Highway.

- **SR 12 (West) Route Designations and Characteristics**

Segment	A	B	C	D
Freeway & Expressway	Yes	Yes/No	No	No
National Highway System	No	No	No	No
Strategic Highway Network	No	No	No	No
Scenic Highway	No	No	No	Partial*
Interregional Road System	Yes	Yes	Yes	Yes
High Emphasis	No	No	No	No
Focus Route	No	No	No	No
Federal Functional Classification	Freeway/Other Principal Arterial/Minor Arterial	Other Principal Arterial/ Minor Arterial	Other Principal Arterial	Other Principal Arterial/Minor Arterial
Goods Movement Route	No	No	No	No
Truck Designation	Terminal Access	Terminal Access	Terminal Access	Terminal Access, CA Legal Advisory

- **Unconstructed Route Alignment**

Route rescission is requested for the unconstructed route alignment east of Farmers Lane in Santa Rosa to Melita Road in Santa Rosa as described in Streets and Highways Code Section 210. This alignment was never constructed. In the 1950s it was envisioned the SR 12 freeway within Santa Rosa was to extend east from Farmers Lane to connect with the existing SR 12 alignment at Melita Road. Right of way was purchased through to Spring Lake Park and up to Melita Road. In 1977, the freeway declaration was rescinded from Monte Vista Lane to the Sonoma/Napa county line. This is adjacent to the proposed rescission in this document.

2. Route Adoption

Early planning for SR 12 in the 1950s envisioned the freeway to extend from west of Santa Rosa all the way to SR 37 near San Pablo Bay. On January 24, 1957, the California Highway Commission (CHC) adopted a resolution declaring then Route 51 (now SR 12) in the County of Sonoma and the City of Santa Rosa between Sebastopol and Kenwood to be a freeway. Per Streets and Highways Code Section 253.2, the California freeway and expressway system currently includes SR 12 from:

- (a) Route 1 near Valley Ford to Route 101 at Santa Rosa.
- (b) Route 101 near Santa Rosa to Melita Road near Santa Rosa.

- **Freeway Agreements**

Several freeway agreements were executed with the County and the City in the late 1950s and early 1960's. There are four Freeway Agreements between Caltrans and the respective local agency that cover the portion of the right of way for which route rescission is proposed.

- City of Santa Rosa - 20th August, 1958
- County of Sonoma - 29th September, 1958
- City of Santa Rosa - 5th May, 1959
- County of Sonoma - 14th July, 1959

Supplemental Freeway Agreements were enacted with the City of Santa Rosa on 22nd October, 1991 and 10th July, 2001 as part of the construction of the Farmers Lane interchange.

Other Freeway Agreements in the corridor were enacted as follows:

- County of Sonoma - 29th September 1958; between the east city limits of Sebastopol and 0.4 mile west of Roberts Avenue.
- City of Santa Rosa - 20th August, 1958 and 15th January, 1991; between Midway Drive and 0.1 mile east of Stony Point Road
- County of Sonoma - 8th January, 1962 and 1st July 1963; between Monte Vista Lane and Kenwood. Rescinded 21st July 1977.

In the above agreements SR 12 is referenced as SR 51 and the freeway was assumed to continue to SR 37.

3. System Planning

The Transportation Concept Report (TCR) for SR 12 (West) was finalized and signed in January 2014. The 25-year corridor concept was developed by incorporating planning principles of 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. The nominal facility concept for SR 12 remains “as is” for all segments. 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. Following is a summary of suggested strategies for each segment. Rescission of the unconstructed alignment will not have any immediate impacts on the existing SR 12 facility, however, there may be long-term changes to the current facility (freeway portion, Farmers Lane) depending on how the excess land gets developed and incorporated into eastern Santa Rosa.

- **Concept Summary*****

Segment	County	Segment Description	Existing Facility	20-25 Year Facility Concept	Smart Mobility Framework Strategies and Modifications to be considered	Concept
A PM 9.23 to R16.04	SON	Intersection with SR 116 in Sebastopol to US 101 in Santa Rosa	2C*/4F**	2C/4F	<ul style="list-style-type: none"> • Consider traffic calming and diversion measures (bypass, return to two-way streets) for downtown Sebastopol; • Improve Joe Rodota Trail (lighting and other safety enhancements); • Provide bike/ped crossing of SR 12 freeway section between Fulton Road and Dutton Avenue; • Consider alternative intersection improvements instead of planned full interchange at Fulton Road. 	
B PM R16.04 to T18.54	SON	US 101 in Santa Rosa to Farmers Lane and 4 th Street in Santa Rosa	4F/4C	4F/4C	<ul style="list-style-type: none"> • Consider “Complete Streets” changes and traffic calming measures along Farmers Lane. 	
C PM T18.54 to 21.23	SON	4th Street in Santa Rosa to Los Alamos Road in Santa Rosa	4C	4C	<ul style="list-style-type: none"> • Preserve and maintain “parkway” esthetic. 	
D PM 21.23 to 41.36	SON	Los Alamos Road, Santa Rosa to intersection with SR 121	2-4C	2-4C	<ul style="list-style-type: none"> • Further develop “Complete Streets” measures in communities along the corridor; • Consider transit frequency and service improvements working with transit agencies; • Develop parallel bike facility. 	

*C=conventional highway

**F=freeway

***Source: SR 12 (West) 2014 Transportation Concept Report

4. Design

No Project Initiation Document (PID) or environmental document was ever completed; therefore, there are no “approved” alternatives. In 1989, Sonoma County proposed to include the freeway extension from Farmers Lane to Melita Road in their proposed Sales Tax Measure. Two preliminary alternatives were studied and considered for further evaluation. Both alternatives were similar, four miles of a four-lane freeway with a 46-foot median, except for how they traverse the environmentally sensitive Spring Lake area, either with a bridge or a tunnel.

5. Existing Highway

For the purpose of this RIR, State Route (SR) 12 is the portion of the corridor between the City of Sebastopol and SR 121 just south of the City of Sonoma, so called SR 12 (West). This is the portion referred to under (a) in the statutory route description of the Streets and Highways Code above. It is the western portion of Highway 12, located entirely within Sonoma County, and is approximately 30 miles in length. It passes through the incorporated cities of Sebastopol, Santa Rosa and Sonoma.

- Existing Facility by Segment***

Segment	County	Segment Description	Existing Facility
A PM 9.23 to R16.04	SON	Intersection with SR 116 in Sebastopol to US 101 in Santa Rosa	2C*/4F**
B PM R16.04 to T18.54	SON	US 101 in Santa Rosa to Farmers Lane and 4 th Street, Santa Rosa	4F/4C
C PM T18.54 to 21.23	SON	4th Street to Los Alamos Road, Santa Rosa	4C
D PM 21.23 to 41.36	SON	Los Alamos Road, Santa Rosa to intersection with SR 121	2-4C

*C=conventional highway **F=freeway *** Source: SR 12 (West) 2014 Transportation Concept

Accident data for the corridor show below statewide average accident rates for the urban parts of SR 12 within Santa Rosa (Segments B and C), which are parallel to the portion proposed for rescission. For the section south of Santa Rosa the rate is higher than the statewide average.

- Son-12 Three-Year Accident Data and Accident Rates (April 1, 2009 to March 31, 2012)

SON 12 Segments	No. Of Accidents				Accident Rates					
					Actual			Statewide Average		
	Total	Fatal	Injury	Fatal + Injury	Fatal	Fatal + Injury	Total	Fatal	Fatal + Injury	Total
A	202	4	91	95	0.015	0.36	0.76	0.011	0.42	1.04
B	128	0	43	43	0	0.29	0.86	0.008	0.44	1.17
C	149	0	88	88	0	0.7	1.19	0.01	0.6	1.45
D	486	5	192	197	0.015	0.57	1.41	0.014	0.38	0.9

Note: Accident Rates are expressed as: # of accidents / million vehicle miles

The table 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, especially in the urban areas where traffic volumes vary considerably within each segment. While AADT does not alone indicate congestion, it does give an indication of the relative use of each section of roadway.

- SR 12 (West) Annual Average Daily Traffic (2012)

Segment	PM	Intersection	Lanes	AADT***	Jurisdiction	
A SR 116 to US 101	9.2	Jct. Rte. 116	3C*	24,700	Sebastopol	
	9.5	East City Limits	2-4C	23,200		
	12.9	Wright/Fulton Rds	4F**	40,500	Unincorporated Sonoma County	
	14.5	Stony Point Rd	4F	66,000	Santa Rosa	
	15.3	Dutton Ave Interchange	4F	77,000		
B US 101 to Farmers Lane/4 th St.	16.0	Jct. Rte. 101	4F	75,000		
	16.6	Bennett Valley Rd	4F	53,000		
	17.1	Farmers Lane	4F	45,500		
	17.7	Farmers Lane/4 th St.	4-5C	41,500		
C Farmers Lane to Los Alamos	18.4	Brush Creek Rd	4C	37,500		Unincorporated Sonoma County
	19.4	Middle Rincon Rd	4C	33,500		
	20.1	Calistoga Rd	4C	28,000		
D Los Alamos to SR 121	21.2	Los Alamos Rd	3C	20,800		
	26.1	Adobe Canyon Rd	3C	17,500		
	27.0	Kenwood, Warm Springs Rd	2C	15,900		
	30.1	Trinity Rd	2C	15,500		
	30.7	Arnold Dr	2C	14,500		
	32.9	Madrone Rd	2C	12,300		
	33.4	Cavedale Rd	2C	13,700		
	34.3	Agua Caliente Rd	2C	15,900		
	35.1	Boyes Blvd	3C	23,300		
	36.0	Verano Ave	3-4C	22,500		
	36.6	Petaluma Ave (Riverside Dr)	3C	24,900	City of Sonoma	
	37.0	Fifth St West	3C	17,400		
	37.5	First St West	5C	15,500		
	37.7	Patten St	5C	10,200		
	38.1	Mac Arthur St	2-5C	12,100		
D Los Alamos to SR 121	38.7	Napa Rd	2C	8,700	Unincorporated Sonoma County	
	39.4	Watmaugh Rd	2C	6,200		

*C=conventional highway

**F=freeway

*** Annual Average Daily Traffic

Source: Caltrans

Approaching 77,000 vehicles AADT, the freeway portion of SR 12 (West) has moderate traffic for a four-lane freeway. Toward Sebastopol traffic volumes drop considerably. Similarly, between Santa Rosa and Sonoma traffic volumes decline significantly (outside of Santa Rosa). South of the city of Sonoma the AADT is very low (9,200 to 5,600 vehicles) as some traffic at this point has diverted to parallel routes, Napa Road and Arnold Drive.

6. Traffic Forecast

See below table for potential increase in traffic for each segment based upon the current Sonoma County growth model. The model is based upon existing city and county General Plans. It is not necessarily reflecting the Region's Sustainable Communities Strategy (SCS) and assumes a generally static pattern of trips and modes.

- **SR 12 (West) Projected Traffic Growth by Segment***

Location					Current Traffic Volumes	Forecast Traffic Volumes based on County Population Growth Model		
Segment	Description	County	Post Mile From	Post Mile To	2012 AADT Range	Potential Increase	Increase Range	Existing Facility
A	SR 116 to US 101	SON	9.23	R16.04	77,000-23,200	13%	87,000-26,000	4F/2C
B	US 101 to Farmers Lane/4 th St.	SON	R16.04	T18.54	75,000-37,500	14%	85,500-42,500	4F/4C
C	Farmers Lane to Los Alamos	SON	T18.54	21.23	41,500-20,300	5%	43,500-21,500	4C
D	Los Alamos to SR 121	SON	21.23	41.36	25,500-5,600	16%	29,500-6,500	2C/4C

7. Alternatives

Cost estimates were prepared for the bridge and tunnel alternatives discussed in Section 5 Design. For the bridge alternative, the 1989 estimated construction cost was \$42.7 million. Using an escalation factor of 1.97 (from Consumer Price Index data with an average yearly inflation rate of 2.75%), the 2014 estimated construction cost would be \$84.1 million. For the tunnel alternative, the 1989 estimated construction cost was \$244.7 million; and the 2014 estimated construction cost would be \$482.4 million. For both alternatives, the 1989 estimated right of way cost to acquire property not yet acquired was \$16.4 million; and the 2014 estimated right of cost would be \$32.3 million.

There are no planned projects or associated costs to improve existing Route 12. The 25-year corridor concept is to remain “as is”- a 4-lane conventional highway.

8. Coordination with State and Local Plans and Programs

The PID of the 1980s was never completed. Since then, the idea of a freeway between Famers Lane and Melita Road has been abandoned. Both the 1985 Route Concept Report and the recently signed TCR maintain the existing SR 12 alignment through Santa Rosa.

In the 1990s, the freeway alignment was removed from Santa Rosa’s General Plan. The current Transportation Element includes a Class 1 bike facility along the right of way. A private group, the Southeast Greenway Campaign, is proposing a linear park/non-motorized transportation corridor, and has done some preliminary designs emphasizing bike and pedestrian access and maintaining the existing de facto open space. Other alternatives could be additional housing, a wildlife corridor, or an urban parkway (a distinctive feature of Santa Rosa - Sonoma Highway, Fountain Grove Parkway and others), potentially providing relief to traffic-calmed Farmers Lane. The decision on the future use of the corridor lies with the City and County in conjunction with the local community.

9. Right of Way

There are approximately 65 parcels that were acquired for the freeway extension for \$739,650. They will be available for disposal. The estimated current market value is somewhere between \$17,500,000 and \$25,000,000. The estimated valuation assumption was prepared without soil tests for earthquake faults on or near the excess land, without environmental testing and without adjustments for changes in the highest and best use of the parcels.

Future acquisition for hardship and protection is not anticipated.

If the Department retains the property, there will be ongoing maintenance costs and liability. Ongoing management problems include weed abatement and public dumping.

10. Feedback from Local Agencies

Sonoma County, the city of Santa Rosa, and the Sonoma County Transportation Authority recently reviewed and provided comments on the TCR for SR 12 (West). The suggested rescission of the route alignment was not questioned during that review. The city has repeatedly approached District 4 to discuss the future of the land and the rescission process. We understand that the city is working with the local non-profit group, the Southeast Greenway Campaign, on future options for the land.

11. Conclusion

District 4 recommends that the SR 12 route alignment between Farmers Lane and Melita Road be rescinded and the right of way be declared as excess land. This process needs to be coordinated with the city of Santa Rosa and Sonoma County. The existing conventional highway is sufficient to accommodate future demand and there are no plans either by the State or by the local agencies to build a highway in that alignment. The future of the excess land could be considered together with changes to develop Farmers Lane as a more “livable street” serving the needs of the local communities, while not significantly increasing traffic in adjacent neighborhoods.

Once these properties are identified as excess, they are marketed and sold by competitive bid at public auction to the highest bidder. The CTC identifies select unique conditions whereby excess properties may be sold directly at fair market value to an adjoining owner or to a local agency for a public purpose. Sales of excess properties must be approved by the CTC and the sales revenues deposited into the State Highway Account to be made available for highway purposes.

Attachment A: State Route 12 (West) Segmentation Map

