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October 13, 2017

Robert Guerrero, STA Senior Project Manager
Solano Transportation Authority
One Harbor Center, Suite 130
Suisun City, Ca 94585

Re: Draft SR 37 Transportation and Sea Level Rise Corridor Improvement
Plan (Corridor Improvement Plan)

Dear Mr. Guerrero:

Thank you for the opportunity to review and comment on Draft SR 37 Transportation and Sea Level Rise Corridor Improvement Plan (Corridor Improvement Plan). This is an important opportunity to design and improve a significant east-west recreational and transportation access for pedestrians and bicyclists along the SR37 corridor.

The Sonoma County Regional Parks Department received a grant from the Association of Bay Area Governments (ABAG) to prepare a feasibility study for the Bay Trail – Sears Point Connector which is scheduled to be completed later this month. Regional Parks hired Questa Engineering to prepare a feasibility study to close a gap in the San Francisco Bay Trail between its current terminus approximately 1,000 feet south of SR37 to the existing Bay Trail segment and trailhead at Tubbs Island. This approximately one mile “Gap” in the Bay Trail is located immediately east of the SR37-SR121 intersection in the Sonoma Raceway area (Study Segment B1).

The mission and goal of the Bay Trail is a Class I bicycle path, fully separated multi-use pathway located adjacent to the shoreline. The trail is intended to serve both bicyclists and pedestrians in a fully separated facility, available to all users, including those with mobility challenges. Existing and planned sections of the Bay Trail are within the study area of the Corridor Improvement Plan. Please include a copy of the “Existing and Planned Bay Trail” map that was on display at the public meetings but not included in the Draft Corridor Improvement Plan. A copy of trail map is attached for reference.

There are examples of projects where pedestrians and bicycles have been accommodated adjacent to a roadway such as the Carquinez Bridge Bicycle and Pedestrian Path and the Bay Bridge Trail which is part of the San Francisco Bay Trail. In both projects, a safety barrier was constructed to separate the vehicle traffic from the pedestrian/bicycle traffic.

The remaining uncompleted segments of the Bay Trail that parallels the SR37 corridor are identified below by County locations. The trail segments correspond to the study areas identified as A1, A2, and B1 on Exhibit 20 of the Corridor Improvement Plan.

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Marin County and Sonoma County (Segments A1 and A2)

- 1) Between Highway 101 and Petaluma River

Sonoma County (Segment B1)

- 1) Petaluma River to Port Sonoma-Marina
- 2) Between Eliot Trail and Tubbs Island Trailhead
- 3) Between lower Tubbs Island and Sonoma Creek

For the past year, Regional Parks and Questa Engineering has been studying options for a Class I bicycle path connection between these Bay Trail segments, and has held two public workshops, including stakeholders representing US Fish and Wildlife Service, California Department of Fish and Wildlife, Caltrans, Sonoma Land Trust, SF Bay Conservation and Development Commission, Sears Point Raceway, Vallejo Flood Control and Sanitation District and others.

Completion of the Bay Trail in this area is a priority for Sonoma County as well as the greater region, and is addressed in the guiding documents of the Sonoma County, state and federal plans. At the stakeholder session, in addition to expressing support for completing this Bay Trail gap segment, concerns were expressed that there needs to be bicycle and pedestrian connections to SR121 active transportation routes, and that should a SR37 elevated causeway or raised roadway be constructed, accessible connections to the Bay Trail at Tubbs Island and at Sears Point will need to be provided.

A few key points in your Draft Corridor Improvement Plan should be revisited:

- As stated above, the Bay Trail currently ends approximately 1,000 feet south of SR37, and the Draft Corridor Improvement Plan should address the connection to the current endpoint of the trail.
- Near-term options for the SR121-SR37 intersection (pages 22-23) do not address bicycle and pedestrian facilities or connections to the Bay Trail.
- The “Potential Improvements” on Exhibit 16 (page 17) shows a proposal to increase the length of the eastbound right lane. The increased lane length would require widening of SR37 and could reduce the amount of land available to develop a proposed trailhead parking lot for the Bay Trail. Regional Parks is evaluating a trailhead parking lot at the southwest intersection of SR37 and railroad tracks.
- Many of the concepts (pages 25-26) indicate use of a Class IV bikeway along the reconstructed SR37. Class IV bikeway is intended for the exclusive use by bicyclists and no pedestrians. These options would require construction of a separate exclusive facility for pedestrian use that is not currently indicated. Some of the options being considered in the Bay Trail – Sears Point Connector Feasibility Study, such as an elevated boardwalk or floating boardwalk crossing of Toley Lagoon may be compatible with SR37 vehicle options and would

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provide a separate pedestrian and bicycle facility. We recommend at a minimum a Class I bicycle path with a physical barrier separating vehicle traffic on the south side of the roadway facing San Pablo Bay. This will allow trail users to enjoy and experience the views of San Pablo Bay and beyond.

- The existing and planned segments of the Bay Trail will be submerged due to sea level rise and will be inaccessible to pedestrians and bicyclists. Thus, any proposed mid-to long-term improvements to SR37 such as raised roadway or elevated causeway must include bicycle and pedestrian access along the entire length of SR37 as required by Caltrans Deputy Directive 64. The Bay Trail is a regional recreational trail but also serves as a non-motorized transportation route connecting all four counties: Marin, Sonoma, Napa, and Solano.
- Tables 4 and 5 (pages 29 and 30) should address Active Transportation components of the project, including completion of the Bay Trail.
- An elevated levee-like buttress fill option for the Bay Trail is also being considered along SR37, and could possibly be accommodated in several of the SR37 options. This may provide some sea level rise protection.
- The area immediately east of Tolay Lagoon is the Tubbs Island farmland operated by Vallejo Flood Control and Sanitation District. This area is protected from tidal action by a levee maintained by them. A sea wall and rock slope protection of the road embankment toe as shown on the preliminary sections may not be needed in this area.
- There could be several miles of SLR resilience if the buttress fill option were constructed together with the levee system maintained by Vallejo Flood Control and Sanitation District.
- A priority of the US Fish and Wildlife Service San Pablo Bay Wildlife Refuge resilience study is the enlargement of the current Highway 37-Tolay Creek culvert, to insure a better hydrologic connection between upper Tolay Creek and Tolay Lagoon. The final Corridor Improvement Plan should include this discussion.
- Pedestrian/bicycle on-off ramps to and from the Class I bicycle path (serving as the Bay Trail) should be incorporated into the SR37 improvements. The on-off ramps will enable pedestrians and bicyclists to access existing trailheads, vista points, and future park and ride lots within the SR37 corridor. The future park and ride lots can also serve as trailheads. The Carquinez Bridge Bicycle and Pedestrian Path project is an example of where public access to a vista point and parking lot was provided.

A second Bay Trail – Sears Point Connector Study stakeholder workshop is scheduled for late October, and we will forward additional comments to you regarding the feasibility study. We would also be happy to meet with you to provide a better



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understanding of the Bay Trail issues in the study area so that they can be incorporated into the Final SR37 Transportation and Sea Level Rise Corridor Improvement Plan.

Please continue to consult and coordinate with stakeholders from SCTA, ABAG, and Regional Parks on any near-term and mid-to long term solutions. Thank you for the opportunity to comment on this project. If you have any questions, please contact me at 565-3348 or by email ken.tam@sonoma-county.org

Sincerely,

Kenneth Tam
Park Planner II

Enclosure: Existing and Planned Bay Trail map

c: James Cameron, Sonoma County Transportation Authority (SCTA)
Maureen Gaffney, Association of Bay Area Governments (ABAG)
Steve Ehret, Sonoma County Regional Parks
Steven Schmitz, Sonoma County Transit, SCBPAC, CBPAC
Andrew Manalastas, Sonoma County TPW
Bjorn Gripenburg, Marin County Bicycle Coalition
Patrick Band, Napa County Bicycle Coalition
Alisha O'Laughlin, Sonoma County Bicycle Coalition
Jeff Peters, Questa Engineering

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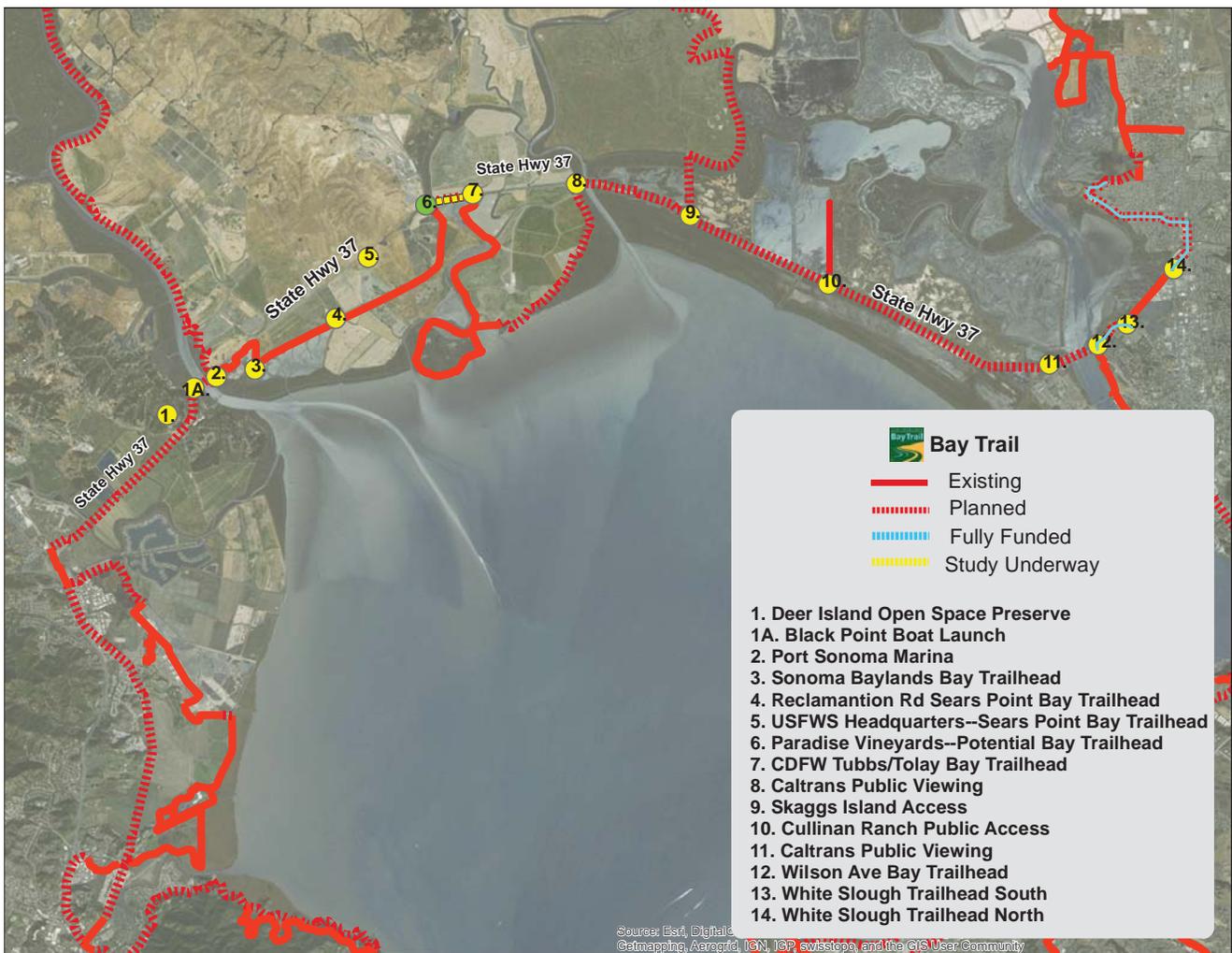
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STATE ROUTE 37 IMPROVEMENT PLAN

Existing and Planned Bay Trail

Potential improvements to existing and planned Bay Trail along the State Route 37 corridor



Source: Bay Trail Project





SIERRA CLUB

Sierra Club Redwood Chapter
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(707) 544-7651 -- vbrandon@lakelive.info

Sierra Club San Francisco Bay Chapter
2530 San Pablo Ave., Ste. 1, Berkeley, CA 94702
(510) 295-8798 -- itregub@gmail.com

October 13, 2017

David Rabbitt, Chair
State Route 37 Policy Committee
525 Administration Drive, Room 100
Santa Rosa, CA 95403

Via E-Mail

Re: State Route-37 – Comment on Draft Corridor Improvement Plan

Dear Mr. Rabbitt—

On behalf of the Sierra Club's Redwood and San Francisco Bay chapters, we submit the attached comments and observations concerning environmental impacts of the Draft Corridor Improvement Plan prepared by the consultants, Kimley/Horn. We appreciate that the plan recognizes the need for immediate, low-cost improvements to the existing 2-lane section of highway between Sears Point and Mare Island. However, we are concerned that the suggested early measures would fail to promote car-pooling, van-pools, and public transportation, which are essential to minimize tailpipe emissions in the corridor.

Measures such as queue jumps and lane-management signage or metering lights can encourage commuters to ride-share, and enable express buses to divert reasonable numbers of riders from single-occupant vehicles. If the lane-drops at Sears Point and Mare Island are designed to favor car-pools, van-pools and express buses over single-occupant vehicles, emissions, vehicle miles traveled, and congestion could all be limited. Experience shows that the mere addition of a traffic lane fails to erase a bottleneck for very long; usually, more people are

induced to drive alone, and peak-hour traffic delay remains as serious as before.¹ In this case, new pavement could simply move the existing morning congestion a few miles toward Novato, without shortening travel time for most drivers.

Because the SR-37 plan has a horizon beyond the year 2030, it must also begin to address the development of all modes of public transportation; it should not focus primarily on motor vehicles. Because population growth is expected to continue, the plan should also establish the foundation for ferry and rail services. Corridor planning must consider multi-modal options, especially when nearby transit systems exist, such as in Solano and Marin Counties; it should not be limited to roads alone.²

Finally, the analysis must consider whether the low-income families that currently use the highway could pay significant tolls. The effects of options to address this issue will affect the financial analysis and should not be omitted from the corridor plan.

We thank you and members of the Policy Committee for your deliberative approach to issues affecting this corridor. We understand that the consultant intends to meet with environmental groups later this month, and Sierra Club representatives hope to be able to elaborate on the wetlands, public access, air quality, and noise issues at that time. If you have questions concerning our recommendations, please contact Steve Birdlebough (707) 576-6632 scbaffirm@gmail.com or Joseph Green-Heffern (707) 207-37027 jm.greenheffern@gmail.com

Sincerely,



Victoria Brandon, Chair
Redwood Chapter



Igor Tregub, Chair
SF Bay Chapter

cc: Policy Committee members
MTC and Transportation Authority Staff

¹ See, Handy, *Increasing Highway Capacity Unlikely to reduce Congestion*
http://www.dot.ca.gov/research/researchreports/reports/2015/10-12-2015-NCST_Brief_InducedTravel_CS6_v3.pdf

² See, e.g. Transportation Research Board, *Guidebook for Corridor-Based Statewide Transportation Planning* (2010), pp. 57-59.

SIERRA CLUB COMMENTS ON THE SEPTEMBER, 2017 DRAFT SR-37 CORRIDOR PLAN

Page 3, line 6 "... and critical habitat would be lost." **Revise or delete.** The relationship between habitat and permanent roadway closure due to sea level rise is complex, and would develop over many years. The environmental effects of inundation events would largely precede any final closure of the highway, and are not described further in the plan document.

Page 4, Traffic Congestion, lines 3-4 "No transit opportunities are available along the study corridor to offset vehicular demand." **Revise** this sentence to state that no concerted efforts have yet been taken to encourage car-pools, establish van-pools, or provide bus, ferry, or rail service connecting the Interstate 80 and US 101 Corridors.

Page 15, lines 3-4 "... rail transit, ferry alternatives ... were evaluated as possible strategies to retreat and it was determined that none of these are feasible standalone strategies" **Revise** to state that rail, and ferry options may be important within the next three decades and should be studied further. No public transportation system ever stands alone. The region is best served when transit systems and roadways support one another.

Pages 15 - 17, Rail Alternative. **Revise** to recommend further study. The "Rail Alternative" is described as a potential replacement for SR-37, when in fact it would supplement the roadway, particularly if population along the I-80 corridor continues to grow. To the extent that rail service could provide an option for people who commute from the City of Sonoma and the I-80 corridor to the US-101 corridor, it would reduce traffic on SR-37. These factors merit ongoing evaluation, and should not be dismissed. The estimated costs of various approaches to establishment of passenger rail service should be described in considerably greater detail.

Page 17, Ferry Alternative. **Revise** to recommend further study of the costs, benefits, and implementation options for various ferry alternatives that would reduce dependence on the roadway. Knowledge of these factors provides a basis for determining relative value of widening the 2-lane section of highway.

Page 17, Maintain Existing Roadway. **Revise** to call for improvement of the existing roadway in the next two or three years. In addition to the suggested lane modifications, features such as diamond lanes, lane-metering, and queue-jumping options should be evaluated to encourage use of carpools, van-pools, and to enable establishment of bus routes through the corridor.

Page 19, Raised Roadway. **Revise** to describe the current state of knowledge about the depth of bedrock along SR-37. Feasibility of the various options depends greatly on foundation conditions and on forecasts of mud compaction beneath berms. It may not be possible to proceed much further with planning until more geological information including fault zones and liquefaction risk is known.

Page 20, Environmental Mitigations. **Revise** to address the potential noise, air pollution, and greenhouse gas impacts of an elevated and widened roadway.

Page 22, Exhibit 20: Study Corridor Segments. **Display all** of the railroad track locations, including the eastern segment from the bridge over the Napa River to Napa Junction.

Page 22, Lane-Drop Merge at SR 121 Intersection. **Add** a description of queue-jumping options, diamond lane and lane-metering opportunities to encourage car-pools, van-pools, and to make bus service along SR-37 an attractive option. Without such features, it is likely that the Express Bus Transit Service discussed on page 23 would attract fewer riders, and there would be little likelihood of reducing the proportion of single-occupant vehicles in the corridor.

Page 23, Paragraph 3: "Improve Merge and Lane Drop at Mare Island WB On-Ramp:" **Add** a description of diamond lane and lane-metering opportunities to encourage car-pools, van-pools, and to make bus service viable, as described above.

Pages 23-24, Express Bus Transit Service. **Revise** to include van-pool and car-pool improvements. Rather than calling for a separate study of ways to reduce reliance on single-occupant vehicles, make this a significant part of the Corridor Plan. Coordinate the Corridor Plan with Climate Action Planning by the four counties. Also, address the equity issues presented by low-income families that would not be able to afford tolls.



October 23, 2017

David Rabbitt, Chair
State Route 37 Policy Committee
525 Administration Drive, Room 100
Santa Rosa, CA 95403

Via E-mail

Re: State Route-37 – Comment on Corridor Improvement Plan

Dear Mr. Rabbitt—

On behalf of *Friends of SMART*, I submit the below comments and observations concerning the Draft Corridor Improvement Plan that has been prepared by Kimley/Horn consultants. We intended to submit these comment earlier, but were evacuated during the fires, and hope they can still be considered.

The plan properly addresses the need for immediate, relatively low-cost improvements to smooth the flow of traffic at each end of the 2-lane stretch of highway, particularly at the Sears Point intersection with SR-121. However we are concerned that the plan neglects the future mobility in the corridor that will be provided by train service, while focusing on the very slight and temporary improvement offered by an added traffic lane in the “B Segment” of the highway. Caltrans has been expanding roadway capacities for 75 years; and the verdict is in: we can't pave our way out of congestion. Added traffic lanes will attract more traffic, while moving us *away from* the important goal of reducing vehicle miles traveled.

We urge that the Plan incorporate steps to encourage car-pooling, van-pools, and public transportation that will provide better options for those using the highway during rush hours, without encouraging more solo drivers. We are especially concerned about the recommendation to drop consideration of passenger rail service in the corridor. We ask that plans for this corridor explicitly include passenger rail on the existing right-of-way. The benefits of eventual rail service need to be acknowledged, and the conditions under which passenger trains could best serve the corridor should be described.

It is now widely understood that highways tend to facilitate low-density auto-oriented neighborhoods that have burdensome infrastructure costs, while rail service permits more efficient transit oriented developments. It is also important to attend to sea level rise impacts on the tracks so that SMART and NCRA are not cut off from the national rail network. Passenger rail services linking Sonoma and Napa county cities with the I-80 and US-101 corridors are likely to be needed eventually, and SMART should be able to bring in new rolling stock and rail maintenance equipment.



Unless transit options such as bus, ferry and rail services are implemented as integral parts of the Plan, it is destined eventually to fail. It is important to consider the needs of the highway *and* rail service at the same time.

We thank you and members of the Policy Committee for your deliberative approach to the congestion and sea level rise issues in this Corridor. We urge you develop a plan that addresses all of these issues. If you have inquiries concerning our recommendations, please contact me or Steve Birdlebough (707) 576-6632 or scbaffirm@gmail.com.

Sincerely,

A handwritten signature in black ink that reads "Jack Swearingen". The signature is written in a cursive, flowing style.

Jack C. Swearingen, Chair
Friends of SMART