The Circulation Element identifies the general location and extent of existing and proposed major transportation facilities for vehicle, rail, air, water, and bicycle transportation including goals relative to:

- Major roadways.
- Movement of people and goods.
- Scenic Highways.
- Public Transit.

Streets, highways, and railroads account for less than 1% of the total land area in the County (*Figure 6*). As of April 2005, Monterey County owns and maintains 1,240 miles of roads. In addition, there are 575 miles of private roads, two minor highways (25 and 146), and five major highways that include Highways 1, 68, 101, 156, and 183.

There are two types of rail service in the County: passenger (AMTRAK) and freight (Southern Pacific). Salinas provides the only passenger stop in the County. Four freight stations are located at Castroville (Community Area), Gonzales (City), Salinas (City), and Watsonville Junction (Pajaro Community Area).

Public transit services are provided by Monterey-Salinas Transit (MST) and Greyhound Lines. MST is a publicly owned and operated system providing service to the greater Monterey and Salinas areas plus routes to Carmel Valley and North County. Greyhound provides intercity passenger service between Monterey Peninsula cities, Salinas and Salinas Valley cities as well as intra- and inter-State service.

Monterey County is served by four airports: Monterey Peninsula Airport, Salinas Municipal Airport, Marina Municipal Airport, and Mesa Del Rey Airport (King City). Monterey airport is owned and operated by the Monterey Peninsula Airport District and is served by certified air carriers. The other airports are owned and operated by their respective cities, and air traffic consists primarily of private aircraft.

There are two harbors in Monterey County, Monterey Harbor and Moss Landing Harbor (North County) that are classified as small craft harbors serving commercial fishing vessels and pleasure craft.

This Element provides policy direction for the transportation systems that serve the unincorporated lands of Monterey County and describes how the County intends to serve transportation needs for the next twenty years as the County's population grows. Meeting transportation needs in an era of limited funding presents a significant challenge. Residents want an efficient circulation network that offers travel choices on suitable routes while not damaging neighborhoods and the natural environment. Business owners also need a transportation system that can effectively move people and goods. The County recognizes that regional population growth as well as ongoing regional employment growth poses significant challenges for planning an effective long-term transportation system. Part of the response is to link circulation strategies with those of population growth, environmental quality, and economic well-being. The land use pattern proposed by this General Plan helps facilitate public transit and pedestrian connections

by directing growth to Cities and Community Areas. Higher density development near transit stations and along transit corridors can further reduce congestion and increase transit trips.

Collaboration with the State (Caltrans) and regional transportation agencies (TAMC) is a key element of the long-term transportation strategy. Developing and implementing funding solutions are also necessary.

GOALS AND POLICIES
TRANSPORTATION

LEVEL OF SERVICE

GOAL C-1

ACHIEVE AN ACCEPTABLE LEVEL OF SERVICE BY 2030

Policies

C-1.1 The acceptable level of service for County roads and intersections shall be Level of Service (LOS) D, except as follows:

a. Acceptable level of service for County roads in Community Areas may be reduced below LOS D through the Community Plan process.

b. County roads operating at LOS D or below at the time of adopting this General Plan shall not be allowed to be degraded further except in Community Areas where a lower LOS may be approved through the Community Plan process.

c. Area Plans prepared for County Planning Areas may establish an acceptable level of service for County roads other than LOS D. The benefits which justify less than LOS D shall be identified in the Area Plan. Where an Area Plan does not establish a separate LOS, the standard LOS D shall apply.

C-1.2 The goal of achieving the level of service noted in *Policy C-1.1* is to be pursued through a combination of:

a. Expenditures from available funds out of the County Road Fund:

b. Circulation improvements that mitigate direct on site and off site development project impacts (see *Policy C-1.3*);

c. Development and adoption of a Traffic Impact Fee (TIF) as part of a Capital Improvement and Financing Plans (CIFP) to:

1. Identify and prioritize the improvements to be completed in the benefit areas over the life of the General Plan;
2. Ensure a funding mechanism for transportation improvements to county facilities in accordance with *Policy C-1.8*.
3. Categorize transportation projects as “high,” “medium,” or “low” priority

d. Coordination with all adopted transportation improvement programs within the County of Monterey including but not limited to TAMC, FORA, and cities.

CIFPs shall be developed pursuant to *Policy PS-1.1*. Construction costs and land values shall be adjusted annually and the CIFP shall be reviewed every five (5) years in order to evaluate the effectiveness of meeting the LOS standard for County roads. Road segments or intersections identified to be below LOS D shall be a high priority for funding.

C-1.3 Circulation improvements that mitigate Traffic Tier 1 direct on-site and off-site project impacts shall be constructed concurrently (as defined in subparagraph (a) only of the definition for "concurrency") with new development. Off-site circulation improvements that mitigate Traffic Tier 2 or Traffic Tier 3 impacts either shall:

a. be constructed concurrently with new development, or
b. a fair share payment pursuant to *Policy C-1.8* (County Traffic Impact Fee), *Policy C-1.11* (Regional Development Impact Fee), and /or other applicable traffic fee programs shall be made at the discretion of the County.

C-1.4 Not withstanding *Policy C-1.3*, projects that are found to result in reducing a County road below the acceptable LOS standard shall not be allowed to proceed unless the construction of the development and its associated improvements are phased in a manner that will maintain the acceptable LOS for all affected County roads. Where the LOS of a County road impacted by a specific project currently operates below LOS D and is listed on the CIFP as a high priority, *Policy C-1.3* shall apply. Where the LOS of a County road impacted by a specific project currently operates below LOS D and is not listed on the CIFP as a high priority, development shall mitigate project impacts concurrently. The following are exempt from this Policy except that they shall be required to pay any applicable fair share fee pursuant to *Policies C-1.8, C-1.11*, and /or other applicable traffic fee programs:

a. first single family dwelling on a lot of record;
b. allowable non-habitable accessory structures on an existing lot of record;
c. accessory units consistent with other policies and State Second Unit Housing law;
d. Any use in a non-residential designation for which a discretionary permit is not required or for which the traffic generated is equivalent to no more than that generated by a single family residence (10 ADT); and
e. Minimal use on a vacant lot in a non-residential designation sufficient to enable the owner to derive some economically viable use of the parcel.

C-1.5 County transportation planning activities shall be coordinated with all affected agencies and jurisdictions. County shall support collection of impact fees on all development projects to address impacts to City and County roads plus regional roads and highways.

C-1.6 Efforts by the Transportation Agency for Monterey County (TAMC) to find multiple, alternative sources to fund the circulation improvements needed to achieve the circulation goals and policies of this Plan shall be supported and encouraged.

C-1.7 Funding for the improvements to County roads that serve as regional corridors shall be sought from TAMC and other available resources.

C-1.8 Development proposed in cities and adjacent counties shall be carefully reviewed to assess the proposed development's impact on the County's circulation system. The County, in consultation with TAMC and Monterey County cities shall, within 18 months of adoption of the General Plan, develop a County Traffic Impact fee that addresses Tier 2 impacts of development in cities and unincorporated areas. From the time of adoption of the General Plan until the time of adoption of a County Traffic Impact Fee, the County shall impose an ad hoc fee on its applicants based upon a fair share traffic impact fee study.

C-1.9 All available public and private sources shall be used for the funding of road and highway development, improvement, and maintenance.

C-1.10 The County, in coordination with TAMC and other affected agencies, shall continue efforts to improve traffic congestion at critical locations.

C-1.11 In addition to the County Traffic Impact Fee established in *Policy C-1.8*, the County shall require new development to pay a Regional Traffic Impact Fee developed collaboratively between TAMC, the County, and other local and state agencies to ensure a funding mechanism for regional transportation improvements mitigating Traffic Tier 3 impacts.

C-1.12 The County Traffic Impact Fee Program and CIFP shall include roadway segments within the AWCP that exceed LOS standards. Improvement of these segments would be funded through a combination of project-specific mitigation for individual developments, and through a Capital Improvement and Financing Plan fair-share funding mechanism established for the Agricultural and Winery Corridor by the County Public Works Department. These improvements would be implemented when:

1. A proposed development's project-specific assessment identifies a direct impact to the facility in terms of either LOS or safety.
2. A proposed development gains access from an intersection within the segment.
3. A corridor-wide nexus study prepared for the required Capital Improvement and Financing Plan identifies the level of development that can occur before triggering the improvements.

To maintain the rural character of the area, there are no plans to widen these roadways to four lane facilities. Therefore, the capacity of these segments will be increased by:

1. Providing left turn lanes at intersections without left turn lanes and where the frequency of turning vehicles affects through vehicle movement; and/or
2. Increasing the width of the roadway shoulder at intersections to allow vehicles to pass turning vehicles; and/or
3. Constructing passing lanes as determined in the Capital Improvement and Financing Plan.

Until such time as the County Traffic Impact Fee Program and CIFP for the AWCP are adopted, all new development in the AWCP will be required to prepare a Traffic Impact Analysis (TIA) regardless of the level of CEQA analysis conducted for the Project. Project-specific (Tier 1) mitigation measures identified in the TIA will be required to be implemented concurrently. If a TIA identifies a Traffic Tier impact, the development will be required to make a "fair share" payment for that impact. For discretionary permits and approvals, *Policies C-1.3 and C-1.4* shall apply. In addition, all projects are subject to payment of the TAMC Regional Development Impact Fee.

TRANSPORTATION FACILITIES

GOAL C-2

OPTIMIZE THE USE OF THE COUNTY'S TRANSPORTATION FACILITIES.

Policies

C-2.1 Land uses requiring concentrated commodity movements shall be located with adequate access to necessary transportation facilities.

C-2.2 Existing and proposed public transportation facilities shall be protected from the encroachment of incompatible land uses.

C-2.3 The safety standards established by transportation-related agencies shall be supported and be used to guide land use to ensure the safe operation of the County's transportation systems.

C-2.4 A reduction of the number of vehicle miles traveled per person shall be encouraged.

C-2.5 Overall land use patterns that reduce the need to travel by automobile shall be encouraged.

C-2.6 Bicycle and automobile storage facilities shall be encouraged in conjunction with public transportation facilities.

C-2.7 New development shall be located and designed with convenient access and efficient transportation for all intended users and, where possible, consider alternative transportation modes.

ROAD AND HIGHWAY TRANSPORTATION

GOAL C-3

MINIMIZE THE NEGATIVE IMPACTS OF TRANSPORTATION IN THE COUNTY.

Policies

C-3.1 Transportation modes shall be planned and strategies developed to:
a. Protect air quality;
b. Reduce noise;
c. Reduce the consumption of fossil fuels; and,
d. Minimize the acquisition of land for roadway construction.

C-3.2 Measures to reduce air pollution from transportation sources shall be supported.

C-3.3 Traffic noise on County roads shall be addressed by implementing noise policies (*Goal S-7*) of this Plan.

C-3.4 Strategies to encourage travel in non-peak hours shall be supported.

C-3.5 Transportation alternatives such as bicycles, car pools, public transit, and compact vehicles shall be encouraged and accommodated within and outside the public right-of-way and may be included as part of an Area Plan and also in *Policy OS-1.10*.

C-3.6 The County shall establish regulations for new development that would intensify use of a private road or access easement. Proof of access shall be required as part of any development application when the proposed use is not identified in the provisions of the applicable agreement.

MOVEMENT OF PEOPLE AND GOODS

GOAL C-4

PROVIDE A PUBLIC ROAD AND HIGHWAY NETWORK FOR THE EFFICIENT AND SAFE MOVEMENTS OF PEOPLE AND COMMODITIES.

Policies

C-4.1 Rights-of-way shall be planned for needed new roads or expansion of existing roads. Land uses that would preclude the acquisition and development of such rights-of-way shall be prohibited.

C-4.2 All new road and interior circulation systems shall be designed, developed, and maintained according to adopted County standards or allowed through specific agreements and plans.

C-4.3 The needs of bicyclists and pedestrians, as well as provisions for utilities and drainage, shall be considered and, where appropriate, provided in all public rights-of-way in a manner that minimizes impacts to adjacent land uses.

C-4.4 Proposals to abandon County roads shall address impacts of the abandonment on local land uses identified in the General Plan, and existing alternate public uses of the rights-of-way, such as bikeways, or horseback riding and hiking trails.

C-4.5 New public local and collector roads shall be located and designed to minimize disruption of existing development, discourage through auto traffic and provide for bicycle and pedestrian traffic within the right-of-way.

C-4.6 Driveways, mid-block access points, intersections and on-street parking along major roads and highways shall be minimized and consolidated.

C-4.7 Where appropriate and sufficient public right-of-way is available, bicycle paths shall be separated from major roads and highways and be provided between adjacent communities.

C-4.8 Roadway safety programs, including rest areas for truck drivers that help reduce accidents and improve overall roadway safety shall be continued.

C-4.9 In cooperation with TAMC and Caltrans, the County shall monitor key County-maintained roadways, intersections, bikeways, and pedestrian facilities to observe and analyze the functioning of these roadways, as well as to identify capacity and safety concerns.

C-4.10 Priority shall be given to the improvement and maintenance of highways and arterial roads that carry a significant amount of people and goods movement, particularly agricultural goods.

C-4.11 New commercial and industrial developments shall include provisions for off-street loading and unloading areas.

SCENIC HIGHWAYS

GOAL C-5

MAINTAIN AND ENHANCE A SYSTEM OF SCENIC ROADS AND HIGHWAYS THROUGH AREAS OF SCENIC BEAUTY WITHOUT IMPOSING UNDUE RESTRICTIONS ON PRIVATE PROPERTY OR CONSTRICTING THE NORMAL FLOW OF TRAFFIC.

Policies

C-5.1 Area Plans may propose roadways, or specific segments thereof, to be considered for designation as State Scenic Highways or County Scenic Routes. Existing and proposed designated corridors are illustrated in *Figures 13 -16*.

C-5.2 Application for official designations of State Scenic Highways or County Scenic Routes shall be coordinated between all appropriate state and local jurisdictions and affected property owners.

C-5.3 Guidelines shall be developed to assure that development and land use in the Scenic Highway Corridors are compatible with the surrounding area using techniques that include, but are not limited to:

a. placement of utilities underground, where feasible;
b. architectural and landscape controls,
c. outdoor advertising restrictions;
d. encouragement of area native plants, especially on public lands and dedicated open spaces; and,
e. cooperative landscape programs with adjoining public and private open space lands.

C-5.4 Land use controls shall be applied or retained to protect the Scenic Highway Corridor and to encourage sensitive selection of sites and open space preservation within such areas. Where land is designated for development at a density that would create a substantial adverse visual impact, the landowner shall be encouraged to voluntarily dedicate a scenic easement to protect the Scenic Highway corridor.

C-5.5 Agencies involved in officially designating State Scenic Highways and/or County Scenic Roads shall coordinate their efforts for the integrated design and implementation of such designations.

C-5.6 Special scenic treatment and design within the rights-of-way of officially designated State Scenic Highways and/or County Scenic Roads shall be implemented and may include highway directional signs, guardrails and fences, lighting and illumination, provision of scenic outlooks, road lanes, frontage roads, vegetation, grading, and highway structures.

PUBLIC TRANSIT SERVICES

GOAL C-6

PROMOTE VIABLE TRANSPORTATION ALTERNATIVES.

Policies

C-6.1 The County shall endorse the efforts of transit operators to improve their services and equipment, including aggressive marketing and education campaigns.

C-6.2 Major traffic generating events, activities and development shall provide facilities adequate to meet the anticipated demand and to encourage the use of mass transit options, consistent with the Monterey-Salinas Transit's Designing for Transit manual.

C-6.3 The County shall encourage new development to concentrate along major transportation corridors and near cities to make transit services to these areas more feasible.

C-6.4 Transit services using public funds shall coordinate service with other transit operators.

C-6.5 The County shall encourage use of public transit and alternative modes of transportation through land use designations and zoning which cluster employment centers with a mix of other uses, and project design that incorporates car pool areas, "park and ride" facilities and similar incentives.

C-6.6 The County shall require transit and bus parking facilities at major hotels, motels, convention centers, other tourist-serving areas and events.

C-6.7 The County shall encourage door-to-door transportation services to increase the mobility of persons that have substantial challenges using standard transit services.

C-6.8 The County shall encourage coordination between all social service transportation providers.

C-6.9 The County shall endorse efforts to accommodate mobility-impaired persons on regularly scheduled public transit operations.

AIR TRANSPORTATION

GOAL C-7

PROMOTE SAFE, EFFECTIVE, AND EFFICIENT USE OF EXISTING AND FUTURE AIR FACILITIES.

Policies

C-7.1 The County shall prohibit land use activities that interfere with the safe operation of aircraft.

C-7.2 Land uses in areas that may be impacted by airport operations shall be compatible with those operations and incorporate measures to mitigate potential safety and noise impacts on those uses.

C-7.3 The County shall implement measures to provide for the continued safe operation of airports.

C-7.4 Land uses in the vicinity of public airports shall be consistent and compatible with the airport comprehensive land use plans.

C-7.5 The County shall ensure that private airstrips and agricultural landing fields:

a. do not permanently preclude cultivation of prime farmlands or farmlands of statewide importance;
b. are outside of flight paths to and from existing airports;
c. do not impact or limit public roadways and facilities; and,
d. do not provide a substantial hazard or annoyance for neighboring areas.

RAILROAD TRANSPORTATION

GOAL C-8

ENCOURAGE A RAIL SYSTEM THAT OFFERS EFFICIENT AND ECONOMICAL TRANSPORT OF PEOPLE AND COMMODITIES.

Policies

C-8.1 The County shall protect the potential for future rail transportation.

C-8.2 The County shall encourage major industrial and commercial centers to accommodate future rail support facilities as appropriate.

C-8.3 The County shall encourage passenger rail, light rail, or bus rapid transit service to urban centers.

C-8.4 The County shall encourage transit-oriented development around existing and future rail, light rail, or bus rapid transit stations.

BICYCLE TRANSPORTATION

GOAL C-9

PROMOTE A SAFE, CONVENIENT BICYCLE TRANSPORTATION SYSTEM INTEGRATED AS PART OF THE PUBLIC ROADWAY SYSTEM.

Policies

C-9.1 The County shall coordinate with TAMC and all appropriate private and public interests and agencies to develop an integrated, comprehensive bicycle plan.

C-9.2 Construction or expansion of roadways within major transportation corridors shall consider improved bike routes.

C-9.3 The County shall promote the safe integration of bicycle systems with other public transportation modes.

C-9.4 The County shall encourage bicycling as a viable transportation mode for visitor-serving areas.

C-9.5 Visitor-serving facilities shall provide adequate bicycle access and secure bicycle parking facilities.

C-9.6 New and improved multi-modal transfer facilities, such as transit centers and park-and-ride lots, shall include adequate bicycle access and secure bicycle parking facilities.

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Figure 6 - Highways and Roads and to be inserted
(11” x 17”)