

MONTEREY COUNTY

PLANNING & BUILDING INSPECTION DEPARTMENT
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MEMORANDUM

DATE: November 16, 2005
TO: Board of Supervisors
FROM: Charles McKee, County Counsel
Scott Hennessy, Director of Planning and Building Inspection
Ron Lundquist, Interim Director of Public Works
Curtis Weeks, General Manager Monterey County Water Resource Agency
Allan Stroh, Director of Environmental Health
John Pinio, Director of Parks
Eric Lauritzen, Agricultural Commissioner
SUBJECT: GENERAL PLAN STUDY SESSION – NOVEMBER 28, 2005 STUDY SESSION (CIRCULATION ELEMENT)

This is part of the continuing series of study sessions by the Board the preliminary drafts of the General Plan Update. The Circulation Element is a state mandated element. The Board has previously provided direction on the Circulation Element. The purpose of the study session is to assure that direction is adequately incorporated and to see if adjustments to that direction are needed or desired. A key issue in previous discussions has been the appropriate level of service for County roads. That issue is still open and will be subject to further discussion when traffic modeling is completed.

As with the previous preliminary draft elements, the elements before the Board are based on the 1982 General Plan. The preliminary drafts are a product of the collective work of the land use departments. The drafts follow the format and style of the 1982 General Plan. The style and content does follow the longstanding County definition of a policy: “a specific statement guiding action and implying a clear commitment.” The drafts are in the legislative style making the changes readily identifiable. Where policies are modifications of existing policy, the root of the policy is also identified.

As with previous work, it must be emphasized that these are preliminary drafts and should be viewed as “work in progress.” The focus for this and subsequent work shops will be for the Board to review the preliminary drafts with the intention of determining if they are consistent with the Board’s preliminary direction and to provide, if needed, mid-course direction. As this process continues, changes to the draft elements will undoubtedly be needed to meld consistency with Board direction, internal consistency, legal adequacy and mitigation of impacts that may be identified through the EIR process.

Attachments: Circulation Element

CIRCULATION ELEMENT

PRELIM DRAFT NOV 21 2005

GOALS, OBJECTIVES, AND POLICIES FOR TRANSPORTATION

LEVEL OF SERVICE

GOAL C-1

ACHIEVE AN ACCEPTABLE LEVEL OF SERVICE BY 2026

Policies

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

- a) County roads may be reduced to LOS D when necessary to directly support development within the Community Areas.
- b) County roads in Community Areas may be reduced to LOS D or lower through the Community Plan process.
- c) 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.
- d) County roads may be reduced to LOS D through the Area Plan process.

C-1.2 The standard for the acceptable level of service is to be achieved by 2026. That LOS standard is to be achieved through the development and adoption of Capital Improvement and Financing Plans and implementing ordinances that:

- Define benefit areas to be included in the Capital Improvement and Financing Plans.
- Identify and prioritize the improvements to be completed in the benefit areas over the life of the General Plan.
- Estimate the cost of the improvements over the life of the General Plan.
- Identify the funding sources and mechanisms for the CIP to include, but not limited to, a Traffic Impact Fee (TIF).
- Provide an anticipated schedule for completion of the improvements.

C-1.3 Direct on-site APFS and direct off-site APFS for circulation improvements shall be constructed concurrently with new development. Cumulative off-site mitigation for circulation improvements either shall be constructed concurrently with new development, or a fair-share payment shall be made towards mitigation.

37 GOAL

~~**TO PROMOTE A SAFE, EFFECTIVE, AND ECONOMICAL TRANSPORTATION SYSTEM THAT WILL SERVICE THE EXISTING AND FUTURE LAND USES OF THE COUNTY.**~~

Objective

C-1.4 Coordinate County transportation planning activities shall be coordinated with all affected agencies and jurisdictions.

(Root: GP Objective 37.1)

Policies

~~37.1.1~~ The County shall conduct land use planning with the understanding that the Monterey County Transportation Commission will integrate transportation planning with local land use plans.

~~37.1.2~~ Revisions of the Monterey County Transportation Plan and other regional transportation planning documents should be coordinated with the County's General Plan.

C-1.5 Support and encourage 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.

C-1.6 Funding for the improvements to County roads that serve as regional corridors shall be sought from TAMC and other available resources.

C-1.7 Development proposed in cities and surrounding jurisdictions shall be carefully reviewed to assess the proposed development's impact on the County's circulation system and adequate mitigation shall be sought through LAFCO and other development review processes.

C-1.8 All available public and private sources shall be used for the funding of road and highway development, improvement, and maintenance.

(Root: 1982 GP Policy 39.1.1)

~~39.1.2~~ The cost of new roads shall be borne as equitably as possible among benefiting property owners and/or users.

C-1.9 The County, in coordination with TAMC and other affected agencies, shall continue efforts to improve traffic congestion at critical locations.

(Root: 1982 GP Policy 39.3.2)

ROAD AND HIGHWAY TRANSPORTATION

~~Objective~~ GOAL C-2

OPTIMIZE THE USE OF THE COUNTY'S TRANSPORTATION FACILITIES

(Root: 1982 GP Objective 37.2)

~~37.2 Promote optimum use of existing and future transportation facilities.~~

Policies

~~37.2.1 Transportation demands of proposed development shall not exceed an acceptable level of service for existing transportation facilities, unless appropriate increases in capacities are provided for.~~

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

(Root: 1982 GP policy 37.2.2)

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

(Root: 1982 GP policy 37.2.3)

Objective

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

Objective

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

(Root: 1982 GP Objective 37.4)

Policies

C-2.5 ~~The County shall encourage~~ Overall land use patterns that ~~which~~ reduce the need to travel shall be encouraged.

(Root: 1982 GP Policy 37.4.1)

C-2.6 ~~The County shall encourage the provision, where feasible, of~~ Bicycle and automobile storage facilities shall be encouraged ~~to be used in~~ conjunction with public transportation facilities.

(Root: 1982 GP Policy 37.4.2)

Objective

~~37.5~~ Achieve a comprehensive and diverse transportation system in the County.

Policies

~~C-2.7~~ The design and location of Opportunities to incorporate alternative transportation modes into new development shall be considered and encouraged. and incorporate provisions for appropriate transportation modes.

(Root: 1982 GP Policy 37.5.1)

~~C-2.8~~ Public facilities shall be located and designed to allow for convenient access and efficient transportation for of all intended users.

(Root: 1982 GP Policy 37.5.2)

38 GOAL C-3

TO MINIMIZE THE NEGATIVE IMPACTS OF TRANSPORTATION IN THE COUNTY.

Objective

~~C-3.1~~ Plan for Transportation modes shall be planned and strategies developed to: that ensure good

- a. Protect air quality;
- b. Reduce noise;
- c. Reduce the consumption of fossil fuels; and,
- d. Reduce the need to devote additional lands to transportation use.

(Root: 1982 GPU Objective 38.1)

Policies

~~C-3.2~~ The County shall support the implementation of Measures for to reduce reducing air pollution from transportation sources shall be supported.

(Root: 1982 GP Policy 38.1.1)

~~C-3.3~~ The effects of Road Traffic noise on County roads and highways shall be mitigated per policies ----- of this Plan. to comply with all noise control policies of this General Plan.

(Root: 1982 GP Policy 38.1.2)

C-3.4 ~~The County shall encourage Strategies to encourage travel in non-peak hours shall be supported.~~
(Root: 1982 GP Policy 38.1.3)

C-3.5 ~~The County shall encourage Transportation alternatives such as bicycles, car pools, public transit, and compact vehicles shall be encouraged and accomodated.~~
(Root: 1982 GP Policy 38.1.4)

~~38.1.5~~ ~~Adequate traffic capacity shall be a criterion for development consideration.~~

39 GOAL C-4

~~**TO PROVIDE FOR A ROAD AND HIGHWAY NETWORK FOR THE EFFICIENT AND SAFE TO MEET THE NEEDS OF EXISTING AND ANTICIPATED MOVEMENTS OF PEOPLE AND COMMODITIES.**~~

Objective

~~39.1~~ ~~Provide an adequate road system that is within the County's ability to finance and maintain.~~

Policies

~~39.1.1~~ All available public and private sources shall be used for the funding of road and highway development, improvement, and maintenance.

~~39.1.2~~ The cost of new roads shall be borne as equitably as possible among benefiting property owners and/or users.

C-4.1 Rights-of-way shall be planned for needed new roads or expansion of existing roads, shall be planned for; Land uses that would preclude the acquisition and development of such rights-of-way shall be prohibited.
(Root: 1982 GP Policy 39.1.3)

~~39.1.4~~ ~~New development shall be located where there is existing road and highway capacity or where adequate road and highway capacity will be provided.~~

Objective

~~39.2~~ ~~Provide an integrated system of roads and highways that serve land use needs.~~

Policies

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.

(Root: 1982 GP Policy 39.2.1)

C-4.3 The needs of bicyclists, and pedestrians, as well as provisions for utilities, and drainage shall be considered and, where appropriate, provided ~~for on~~ in all public rights-of-way.

(Root: 1982 GP Policy 39.2.2)

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

(Root: 1982 GP Policy 39.2.3)

C-4.5 ~~Additional~~ New local and collector roads shall be located and designed ~~so as~~ to minimize disruption of existing development, discourage through auto traffic and provide for bicycle and pedestrian traffic.

(Root: 1982 GP Policy 39.2.4)

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

(Root: 1982 GP Policy 39.2.5)

C-4.7 Where appropriate, pedestrian and bicycle paths shall be separated from major roads and highways, ~~where appropriate,~~ and ~~also shall be~~ provided between adjacent communities. ~~where appropriate.~~

(Root: 1982 GP Policy 39.2.6)

Objective

~~39.3 Improve the performance and safety of the County's roads through ongoing traffic monitoring and improvement programs.~~

Policies

C-4.8 Roadway safety programs that help reduce accidents and improve overall roadway safety shall be continued.

(Root: 1982 GP Policy 39.3.1)

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.

(Root: 1982 GP Policy 39.3.1)

Objective

~~39.4 Accommodate the special needs of goods movement on the County's roads and highways while minimizing their negative impacts.~~

Policies

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 commodities. ~~goods movement, particularly agricultural goods.~~

(Root: 1982 GP Policy 39.4.1)

~~39.4.1 Land uses generating significant and regular goods movement shall be provided with easy access to the highways and arterials most capable of carrying large trucks where feasible. This access shall be complemented by rail access.~~

C-4.11 ~~Off street truck loading and unloading shall be required on arterials during peak traffic flow hours. New commercial and industrial developments shall include provisions for off street loading and unloading areas.~~

(Root: 1982 GP Policy 39.4.2)

SCENIC HIGHWAYS

40 GOAL C-5

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

Objective

C-5.1 ~~Incorporate~~ The provisions of the current existing State Scenic Highway and County Scenic Route corridor Plans are hereby incorporated into this General Plan as they may be amended from time to time. ~~Where appropriate, Local area plans may propose additional scenic routes to be considered for officially designated as State Scenic Highways or County Scenic Routes.~~

(Root: 1982 GP Objective 40.1)

Policy

C-5.2 Application ~~to the state~~ 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; ~~the applications shall be completed and submitted on a timely basis in accordance with the County's or the state's schedules for completing the required scenic improvements to the right of way.~~

(Root: 1982 GP Policy 40.1.1)

Objective

40.2 ~~Employ a cooperative planning effort among all public and private interests to implement appropriate land use techniques maintain the scenic beauty and atmosphere of the scenic corridor.~~

Policies

C-5.3 Techniques and guidelines shall be developed to assure Additional sensitive treatment that development and land use provisions shall be employed within the in the scenic corridors is compatible with the surrounding area using techniques that include, but are not limited to:

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

(Root: 1982 GP Policy 40.2.1)

C-5.4 Land use controls shall be applied or retained to protect the scenic corridor and to encourage sensitive selection of sites and open space preservation. Where land is designated for development at a density ~~that which, should maximum permissible development occur,~~ would diminish scenic quality, the landowner shall be encouraged to voluntarily dedicate a scenic easement to protect the scenic corridor.

(Root: 1982 GP Policy 40.2.2)

Objective

40.3 ~~Ensure that the location, design and construction of the scenic road or highway itself blends into and compliments the accepted scenic corridor.~~

Policies

C-5.5 The agencies involved in officially designating ~~establishing the State Scenic Highways or~~ and County Scenic Roads routes, ~~whether they have jurisdiction over the corridor or the right of way~~, shall coordinate their efforts for the integrated design and implementation of ~~the project~~; ~~this same "team" approach shall also be required for new or relocated roads and highways within all scenic corridors.~~ such designations.
(Root: 1982 GP Policy 40.3.1)

C-5.6 ~~The County shall promote~~ Special scenic treatment and design within the rights-of-way of officially designated State Scenic Highways and County Scenic Roads shall be implemented and may, ~~to~~ include highway directional signs, guardrails and fences, lighting and illumination, provision of scenic outlooks, road lanes, frontage roads, vegetation, grading, and highway structures.
(Root: 1982 GP Policy 40.3.2)

PUBLIC TRANSIT SERVICES

41 GOAL C-6

~~TO PROMOTE PUBLIC AND/OR PRIVATE TRANSIT SERVICES THAT ARE VIABLE TRANSPORTATION ALTERNATIVES.~~

Objective

~~41.1 Encourage a transit system capable of accommodating 5% of all commuter trips by the year 2000.~~

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.
(Root: 1982 GP Policy 41.1.1)

C-6.2 ~~Developers of~~ Major traffic generating events, activities and development shall provide ~~fixed transit~~ facilities, consistent with the anticipated demand, such as bus shelters and pullouts, to encourage the use of mass transit options. ~~consistent with the anticipated demand.~~
(Root: 1982 GP Policy 41.1.2)

C-6.3 ~~In accordance with land use policies~~, New development should ~~shall be encouraged to~~ concentrate along major transportation corridors and near cities to make transit services to these areas more feasible.
(Root: 1982 GP Policy 41.1.3)

C-6.4 Transit or para-transit services using public funds shall be required to coordinate service with other transit or para-transit operators, for both intra and inter county transit, to the maximum degree feasible.

(Root: 1982 GP Policy 41.1.4)

Objective

~~41.2 Promote opportunities for shopping, employment, education, health care, and enjoyment of recreational resources through public and/or private transit use.~~

Policies

C-6.5 Transit Use of public transit and alternative modes of transportation shall be encouraged through land use designations and zoning which cluster areas of employment, and project design that incorporates car pool areas, “park and ride” facilities and similar incentives. areas of parking, areas of commercial use, and recreation areas, where appropriate. Car pool parking areas shall also be encouraged in land use planning and subsequent subdivision/commercial development review.

(Root: 1982 GP Policy 41.2.1)

C-6.6 Transit and bus parking facilities shall be required at major hotels, motels, convention centers, and other tourist-serving areas and events.

(Root: 1982 GP Policy 41.2.2)

Objective

C-6.7 ~~Support~~ Door-to-door transportation services to increase the mobility of persons the handicapped and frail elderly who that have substantial challenges using standard transit services shall be encouraged. buses.

(Root: 1982 GP Goal 41.3)

Policies

C-6.8 The County shall provide for Coordination between all social service transportation providers shall be encouraged.

(Root: 1982 GP Policy 41.3.1)

C-6.9 The County shall endorse and where Cost effective, support transit operators' Efforts to accommodate mobility-impaired persons on regularly scheduled public transit operations shall be endorsed.

(Root: 1982 GP Policy 41.3.2)

~~41.3.3 The County shall continue to provide door to door transportation programs for low mobility groups according to guidelines approved by the Monterey County Transportation Commission.~~

AIR TRANSPORTATION

42 GOAL C-7

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

Objective

~~42.1 Enhance and encourage safe flight operations at all airports within the County.~~

Policy

C-7.1 ~~The County shall prohibit Land use activities within unincorporated areas which that interfere with the safe operation of aircraft shall be prohibited.~~

(Root: 1982 GP Policy 42.1.1)

Objective

C-7.2 ~~Provide, where feasible, for compatible Land uses in areas that may be impacted by airport operations shall be compatible with those operations and incorporate provide measures to mitigate potential safety and noise impacts on those uses. problems in impacted areas.~~

(Root: 1982 GP Goal 42.2)

Policies

~~42.2.1 The County shall coordinate with the appropriate agencies to investigate impacts of airport operations on surrounding areas.~~

C-7.3 ~~The County shall implement Measures in unincorporated areas that to provide for the continued safe operation of airports shall be implemented.~~

(Root: 1982 GP Policy 41.2.2)

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

(Root: 1982 GP Policy 41.2.3)

Objective

~~42.3 Control the location, development and use of private airstrips and agricultural landing fields.~~

Policy

C-7.5 Private airstrips and agricultural landing fields shall be controlled to ensure that they:

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

(Root: 1982 GP Policy 42.3.1)

RAILROAD TRANSPORTATION

43 GOAL C-8

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

Objective

C-8.1 ~~Protect~~ The potential for future rail transportation shall be protected.

(Root: 1982 GP Objective 43.1)

Policies

C-8.2 ~~Where appropriate,~~ Major industrial and commercial centers shall be located and designed to accommodate future rail support facilities.

(Root: 1982 GP Policy 43.1.1)

C-8.3 ~~The County shall encourage~~ Passenger rail service to urban centers shall be encouraged, where feasible.

(Root: 1982 GP Policy 43.1.2)

WATER TRANSPORTATION

44

GOAL C-9

TO PROMOTE SAFE, CONVENIENT, AND APPROPRIATE WATER TRANSPORTATION FOR MONTEREY COUNTY.

Objective

~~44.1 Encourage the continued operation and orderly expansion of harbor facilities.~~

~~*Policies*~~

~~44.1.1 The expansion of the harbors or their facilities shall mitigate adverse environmental impacts on marine and shoreline habitats.~~

C-9.1 Land use activities in the immediate vicinity of harbors shall be compatible with the continued optimum commercial and recreational operations of the harbor.

(Root: 1982 GP Policy 44.1.2)

C-9.3 Plans for significant increases in harbor and adjacent activities shall address environmental and transportation impacts on land-based transportation modes.

(Root: 1982 GP Policy 44.1.3)

Objective

C-9.4 ~~Oppose~~ Any construction or operation of mooring facilities ~~posing that may pose~~ significant hazards or threats to marine or coastal resources shall be opposed.

(Root: 1982 GP Objective 44.2)

BICYCLE TRANSPORTATION

45 GOAL C-10

~~TO PROVIDE FOR A SAFE, CONVENIENT BICYCLE TRANSPORTATION SYSTEM INTEGRATED WITH OTHER TRANSPORTATION MODES.~~

Objective

C-10.1 ~~Map a~~ An integrated system of suggested bicycle routes for Monterey County shall be established as part of each area plan, ~~and use the map as an initial step for establishing a comprehensive bicycle plan.~~

(Root: 1982 GP Objective 45.1)

Policies

C-10.2 ~~The~~ A comprehensive bicycle plan consistent with policy C-10.1 shall be coordinated among all appropriate private and public interests and agencies.

(Root: 1982 GP Policy 45.1.1)

~~45.1.2 Primary emphasis for establishing bicycle routes shall be within urban areas.~~

~~45.1.4 Bicycle routes in transportation corridors shall be improved, where feasible.~~

C-10.3 Construction or expansion of ~~all major arterials~~ roadways within major transportation corridors shall consider ~~separate~~ improved bike routes.

(Root: 1982 GP Policy 45.1.5)

Objective

C-10.4 ~~Promote a~~ The integration of bicycle systems ~~integrated~~ with other public transportation modes shall be promoted.

(Root: 1982 GP Goal 45.2)

Policies

C-10.5 Bicycling shall be encouraged as a viable transportation mode for visitor-serving areas.

(Root: 1982 GP Policy 45.1.3)

C-10.6 ~~All~~ Visitor-serving locations facilities shall be encouraged to provide adequate and secure bicycle parking facilities.

(Root: 1982 GP Policy 45.2.1)

C-10.7 New and improved ~~m~~ Multi-modal transfer facilities, such as transit centers and park-and-ride lots, ~~should provide~~ shall include adequate and secure bicycle parking facilities.

(Root: 1982 GP Policy 45.2.2)