5 CIRCULATION AND TRANSPORTATION

THE *CIRCULATION ELEMENT* IS ONE of the seven mandatory General Plan elements. First required in 1955, the Circulation Element is the oldest of California's planning requirements. The Element is an infrastructure plan that focuses on the "...circulation of people, goods, energy, water, sewage, storm drainage, and communications through the City."[5] Although all elements of the General Plan have equal weight, the Circulation Element's relationship to the Land Use Element is one of the most important in terms of General Plan consistency standards. The relationship between these two elements has been the subject of some of the most significant General Plan court rulings. The Ukiah Circulation and Transportation Element addresses the street and transportation network with its emphasis on the movement of people and products. The infrastructure related to utilities, communications, and storm drainage is addressed in the Open Space and Conservation Element. Energy issues are addressed in the Energy Element. Dependence upon the automobile contributes to the deterioration of air quality in the Ukiah Valley. Air quality issues must be considered a significant part of transportation planning. For specific policies related to air quality issues, see the Open Space and Conservation Element.

The system of streets and roads that is the outcome of the Circulation and Transportation Element influences the patterns of land use in the Ukiah Valley. Settlement patterns throughout the history of the area have been based on movement of people and products. How this network is developed has impacts on air quality, plant and animal habitat, noise, energy consumption, and the locations of future homes and businesses.

The economic well-being of the area requires movement of materials, products, ideas, and information from one point to another. The Circulation and Transportation Element — in conjunction with other General Plan elements — addresses a comprehensive infrastructure. It deals with the economic backbone of the area in making sure that people and products connect — whether by vehicle, computer, telephone, power line, or pipeline.

The circulation system serves all members of the community. It is an integral part of the Valley's social fabric linking friends to friends, people to jobs, homes to shopping, businesses to supplies, and families to entertainment. The ability to get from one place to the next is a major ingredient of the quality of life in the Ukiah area.

5.01 The role of transportation issues in project review

5.01.01 Summary of major findings

As the City grows and more growth occurs in the unincorporated Ukiah Valley, the need for an efficient transportation system that can carry existing and future traffic is of crucial importance. One means of increasing the capacity of the existing system is to consider all forms of transportation when making circulation network-related land use decisions. Planning that respects the small town quality of life in Ukiah will retain the intimacy of streets that attract pedestrian usage. Maintaining a balance between the various options to vehicular access during the planning process ensures that getting from home to work, shop, or play is convenient and easy without the automatic need for a car.

[5] *General Plan Guidelines*, p. 82.

The cost of road improvements that serve both specific projects as well as general traffic needs is one of the most expensive components of development. As the Valley has grown, there has been a tendency to reduce or even avoid road improvement requirements on new subdivisions and other projects because of the cost burden. In a growing California rural community, this is not unusual. Additionally, local Valley government has had a hard time visualizing what type and style of road improvements would be needed in an area that is just beginning to be developed. Very little attention has been paid to the need to include bikeways, pedestrian access, and varieties of public transit in newly developing areas.

Explanation V.5-VIII: "Street" vs. "road," a guideline

In general, the word "street" refers to the vehicle route that is within the City of Ukiah or an unincorporated town area, such as Calpella. A "road" is a vehicle route located in rural areas.

Routes within the State-maintained system are general called "highways" or "freeways," and may be denoted with a "US" (Federal), "SR" (State Route), or "Hwy" (highway) prefix (i.e., SR 253, US 101).

To avoid repetition in the prose of the General Plan's findings, "street" and "road" are used interchangeably unless the text specifies "City street" or "county road." In the Goals, Policies, and Implementing programs, whether the sentence applies to City streets, County roads, or both will be specified.

Many times, local governments assume that when the need occurs, the financing will fall into place. Prior to the adoption of the California Tax Reform Initiative (commonly called "Proposition 13"), it was possible to quickly and easily pass a bond measure, special tax, or other financing mechanism to pay for needed improvements. When Proposition 13 prohibited the public financing flexibility, many local communities were faced with a dual problem. First, some basically "raw land" subdivisions were beginning to develop, only now no means of generating the funds to improve the roads existed. Secondly, it was difficult to anticipate when the need for improvements would take place. Local governments hoped that as time passed, the California legislature would provide opportunities to finance needed infrastructure. In fact, what has occurred since 1978 is fewer opportunities for financing local infrastructure costs.

Banking on future improvements has caused, in some portions of the Planning Area, street capacities to be reached during certain times of the day. Other neighborhoods have connecting streets in a less than congruous pattern, resulting in through traffic being forced into residential areas. Prior programs of installing traffic signs on a "by request" basis has created traffic flows which are not smooth.

Recent road improvements attempt to counterbalance the lack of future capacity through a program of wide streets which may inappropriately encourage higher speeds and remove trees or natural area landscaping that enhance much of the area's rural character. The Circulation and Transportation Element is intended to provide long-term traffic solutions while maintaining the area's friendly, small scale character.

The need is to accommodate an ever-increasing volume of traffic without forcing private developers, the City, or the County into expensive road improvements. Non-traditional approaches to increasing capacity should be considered as a part of the planning process prior to undertaking expensive and urban-appearing street improvements. Simply accommodating cars first and looking for alternatives afterwards short changes opportunities for alternate transportation and a more spontaneous, diverse, and lively community. Air quality, land use, and circulation are closely interrelated. A commitment to reducing the primacy of the automobile is a key to effective transportation planning and will make the most of current capacities.

Methods of improving traffic flows, changing locations and types of stop signs, traffic signals, and other hindrances to free traffic flow can help increase the capacity of intersections and street segments. Routing traffic to avoid conflicts with free flow through controlled access, shared driveways, and separation of bicycle lanes from traffic provide opportunities to more safely and efficiently move traffic through the Planning Area.

Real alternatives, so that Valley residents and visitors can select from a variety of transportation modes, are needed in the Ukiah Valley. Alternative transportation methods may be selected for health or safety reasons, for convenience or necessity, for social reasons, or for just plain fun. Creative, responsible transportation planning requires the involvement of the community. This Plan envisions that the City and County will be proactive in developing and modeling parallel forms of transportation and fully encourage citizen participation in the process.

An appealing, safe, system of connected and direct paths for bicycles and pedestrians are to be developed during the life of the General Plan in order to reduce the negative impacts associated with transportation — such as the use of non-renewable resources, creation of stormwater and air pollution, and traffic congestion.

Developments with cul-de-sacs and greenbelts can include a separate network of bicycle and walking paths avoiding streets and traffic conflicts. The attractiveness, safety, and directness of a separate network encourages people to leave their cars at home and use alternate transportation.

Explanation V.5-IX: Impact fees and the "rational nexus"

Many communities have turned to the use of "road mitigation impact fees" as a means of collecting funds to pay for the cost of off-site road improvements that are generated by a proposed project.

An "impact fee" is a cost imposed on a project to collect the cost of the project's "proportional impact on an intersection or road system." The proportional impact is usually determined through a formula established by ordinance after being enabled within the General Plan.

The project developer — if an ordinance is in place — may be charged only for the cost of improvements ***directly related*** to the project. The relationship between the project's *impact* and the *extent of improvements* is called the *"rational nexus."*

In some cases, the intersection or road segment has deficiencies in design or capacity that result in problems with *existing traffic*. Although some jurisdictions have required developers to "make up the difference and build the project-related improvements," this is not legal in California.

5.01.02 General Plan goals, policies, and implementing programs

Goal CT-1: Consider all types of circulation and transportation issues in land use decisions.

Policy CT-1.1: Land use entitlements shall be based on the classification[6] and capacity of the street or road providing primary access.[7]

[6]Street classifications: Freeway, arterial, collector, residential, and rural are defined later in the Circulation Element. In addition, the capacity of a road to move a volume of traffic is also defined in that section.

[7]*Primary access* means the actual road from which traffic entering a parcel will turn into the driveway or parking lot from a public street or road.

Implementation Measure CT–1.1(a): Population density and building intensity[8] entitlements of the Land Use map shall be based on the classification of the street from which access to a parcel shall be derived. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City Planning Department, County Planning and Building Department]

Implementation Measure CT–1.1(b): Approval of land use entitlements shall be conditioned upon an integrated circulation system which fully takes into account the efficient use of autos, transit, bicycles, and walking and a time specific commitment by the proponent to construct improvements necessary to provide the capacity needed to serve the proposed project. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City Planning Department, County Planning and Building Department]

Policy CT–1.2: City and County Staff shall include traffic and circulation information in staff reports to their respective Planning Commissions.

Implementation Measure CT–1.2(a): Among the environmental issues assessed for all discretionary projects, the City and County Staffs shall include an analysis of a project's traffic and circulation impacts and present recommended findings in written staff reports. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City & County Planning]

Policy CT–1.3: All proposed development[9] shall be reviewed for its immediate and cumulative transportation impacts.

Implementation Measure CT–1.3(a): The City and County shall ensure that any impact fee programs are designed to fairly apportion Development Impact fees. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City Planning Department, County Planning and Building Department]

Implementation Measure CT–1.3 (b): Impact fees, if charged, may be utilized to fund all types of transportation projects — including those which reduce the use of vehicles with only one occupant. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* Public Works]

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[8] *"Population density and building intensity"* is a combined term that will be used extensively in the Circulation and Land Use elements. The terms are required as a result of major General Plan litigation. *Population density* means the number of persons per acre or unit of land area. *Building intensity* means the number of dwelling units or developed structures per acre or unit of land area. For non-residential projects, the intensity tends to be reflected as "lot coverage" or "floor area ratio." These terms will be defined in the land use element.

[9] "Development" means the improvement of land for the purposes of accommodating land use. "Proposed development" means the act of approving a land use entitlement such as — and not limited to — a building permit for any new construction that generates traffic, tentative subdivision, minor subdivision or parcel map, conditional use permit, planned development permit, or site development permit. The term proposed development does not apply to a building permit for one single family home proposed on an undeveloped existing parcel with a density permitting one single family residence.

Goal CT-2: Maximize the use of existing streets and circulation patterns.

Policy CT-2.1: Avoid premature widening by seeking other methods of increasing capacity on existing street or road sections segments.

Implementation Measure CT-2.1(a): During the short-term planning period, complete a traffic study to make recommendations for the purpose of increasing traffic capacity and improving level of service on Planning Area roads. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works]

Implementation Measure CT-2.1(b): Prior to allocating capital funds for individual road widening projects, require a traffic study for the area proposed for widening to determine the relative merits of alternatives that would increase traffic capacities. If there are one or more alternatives that would increase traffic capacities or improve levels of service without widening the road they shall be implemented. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works]

Implementation Measure CT-2.1(c): Consider the use of one-way street couplets[10] to improve traffic flows on the existing street system. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works]

Policy CT-2.2: Encourage development along existing roads with available capacity and appropriate zoning prior to locating development in areas which require new transportation facilities.

Implementation Measure CT-2.2(a): In assigning population density and building intensity in the Land Use Element, ensure that the higher densities and intensities are located on roads with existing capacity prior to increasing density and intensity on roads that would require new transportation facilities. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Planning and Building Department]

Policy CT-2.3: Encourage new mixed use along High Intensity Development Corridors[11] (HIDC).

Implementation Measure CT-2.3(a): The following corridors are to be considered HIDCs for purposes of working with the Mendocino County Air Quality Management District, Mendocino Transit, Authority, City, and County for purposes of creating development designed to support alternative transportation and reduce reliance on single occupancy vehicles. HIDCs are defined as State Street, Dora Street, Washington Street, Standley Street, Talmage Road, and Perkins Streets in the City and Sphere of Influence, and North State in the Planning Area. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* Planning Department, County Department of Planning and Building]

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[10] *Street couplets* are pairs of one-way streets that combined serve as a two-way street. Standley and Perkins are a one-way couplet.

[11] "HIDC"s are areas within the City where high intensity development — multi-family, commercial, and industrial development occurs. Primarily it refers to State Street and other major collectors and arterials. HIDCs also comprise most transit corridors.

Goal CT-3: Design new development and redevelopment projects to be as accessible by foot, bicycle, and transit as they are by auto.

Policy CT-3.1: New development and Redevelopment projects shall specifically include plans for pedestrian facilities, bike lanes, bike racks, and transit stops.

Implementation Measure CT-3.1(a): Working with the Mendocino Transit Authority and other appropriate agencies, the City and County shall include in the Land Development Code a menu of options to facilitate and encourage alternate modes of travel and transportation. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

Goal CT-4: Provide for needed rights-of-way and resolve other traffic impacts from development.

Policy CT-4.1: Acquire rights-of-way for transportation and circulation as a condition of project entitlements.

Implementation Measure CT-4.1(a): Require an offer of rights-of-way dedication as a condition of project approval. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Planning and Building Department]

Implementation Measure CT-4.1(b): Require that offered right-of-way include adequate width and land area to accommodate all forms of transportation, not merely roadway cross-sections. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Planning and Building Department]

Implementation Measure CT-4.1(c): Acquisition of rights-of-way shall be directly related to the proposed project. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Goal CT-5: Maintain an ongoing periodic evaluation process to inventory traffic and other circulation needs.

Policy CT-5.1: Conduct traffic studies in association with required updates to the Regional Transportation Plan to update the General Plan and appropriately update and amend the Circulation and Transportation Element.

Implementation Measure CT-5.1(a): The traffic studies shall, at a minimum, assess the need to provide additional future roadway width based on the long-term projected traffic, transit, bicycle paths, and pedestrian access needs. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-5.1(b): Use the results of the traffic studies to update the Circulation and Transportation Element of the General Plan as appropriate. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-5.1(c): Revise the projected road right-of-way needs upon completion of each review and update of the Circulation and Transportation Element. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Policy CT-5.2: Develop a system for evaluating other forms of transportation within the Valley.

Implementation Measure CT-5.2(a): Revise the projected alternative transportation right-of-way needs upon completion of each element review and update of the Circulation and Transportation Element. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-5.2(b): The periodic studies shall include an analysis of how people are moving from one point to another and by what transportation mode. The results of this analysis will be used by the City and County planners to provide adequate, safe alternative transportation routes. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-5.2(c): During the short-term planning period with cooperation and funding by the Mendocino County Air Quality Management District, help prevent unacceptable pollution levels by developing a system to evaluate alternative transportation infrastructure needs. [*Timeframe for completion:* Short-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* Mendocino Air Quality Management District, City and County Planning]

Implementation Measure CT-5.2(d): The City and County shall work with the Mendocino Council of Governments (MCOG) to develop and prepare an internodal computer travel model. [*Timeframe for completion:* Short–term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

5.02 Alternative modes of transportation

5.02.01 Summary of major findings

Since our society relies almost exclusively on the use of single occupant vehicles for transportation, thirty to forty percent of all land in urban areas must typically be dedicated to autos, streets and parking.[12] Acquisition of land for new streets and widening of existing streets is expensive. The proliferation of individual vehicles also creates noise and many forms of pollution.

Developing bicycle and pedestrian paths as an attractive, integrated part of the transportation system can enhance the quality of life in the City and County. Easy to use paths, with convenient secured bicycle parking, and safe travel ways will encourage people to use bikes or walk on short trips and errands. A bicycle and pedestrian transportation system can be combined for both transportation and recreational purposes. Recreational bicycle use is addressed in the Parks and Recreation Element.

Other transportation alternatives include car pools, ride-sharing, increased use of public transportation, or other methods of multiple persons using the same vehicle. Encouraging alternatives to

[12]Steve Nadis and James J. MacKenzie, Car Trouble (Boston, MA: Beacon Press, 1993), p. 12.

single-user vehicles delivers a number of benefits to the Valley. First, fewer vehicles on the road reduces the vehicle emissions helps to maintain air quality. Second, the need for road widening or other road improvements may be deferred by lessening congestion.

The Mendocino Transit Authority (MTA) provides a local and county-wide bus transit service. Currently, a fixed route service is provided within the City of Ukiah and to other Mendocino County communities. MTA also operates a Dial-a-ride service. The service runs as a "taxi" seven days a week and serves the entire Ukiah area. Other limited regional transit service is offered by such carriers as Greyhound, Santa Rosa Airporter and Amtrak's feeder bus with connections to San Francisco and Eureka.

Improving the safety, location, and appearance of pedestrian access can increase and encourage walking for short errands. Sidewalks with shade in the summer cut down the blast of heat off the pavement. Separating pedestrian paths from the street with landscaping or even a bicycle lane or parking provide walkers with a greater sense of safety. Walking can be encouraged through providing a pedestrian path network connecting residential neighborhoods to each other and commercial areas, as well as providing shortcuts even when not interconnected by streets.

The Ukiah Unified School District operates school busses throughout the Planning Area. Although the busses transport students to public schools, the transit mode is not technically considered public transit. However, new residential development design needs to consider convenient, safe locations for pick-up and drop-off of school children.

Although electric or natural gas vehicles are not an alternative mode of transportation, but rather an alternative fuel source, by the year 1998, California will require that the total vehicle sales by each motor vehicle manufacturer include a minimum percentage of zero emission vehicles. Although a minimum of three percent was set in state law, the number may be changed as a result of pending litigation. Policies related to alternative fuels are in the Energy Element, Chapter IV.4 of the General Plan.

5.02.02 General Plan goals, policies, and implementing programs

Goal CT-6: Increase the use of bicycle transportation.

Policy CT-6.1: Work with the Mendocino Council of Governments to develop a safe and integrated circulation system of routes for bicycle transportation.

Implementation Measure CT-6.1(a): Utilize the Land Development Code to ensure that there is secure and safe parking for bicycles in new parking facilities. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT-6.1(b): Develop incentives to encourage retrofitting parking lots for bicycle parking. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, Mendocino Council of Governments or Mendoino County Air Quality Management District]

Implementation Measure CT-6.1(c): During routine street cleaning and maintenance, ensure that bicycle lanes — when developed, signed, or striped — are maintained for safe usage. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-6.1(d): During the short-term planning period, work with local civic groups to create an "Adopt-a-Bikelane" program. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Policy CT-6.2: Promote the use of bicycles as a viable and attractive alternative to cars.

Implementation Measure CT-6.2(a): During the short-term planning period for incorporation into the five year update, develop a plan to extend a system of bicycle lanes and pathways and important locations in the Planning Area. [*Timeframe for completion:* Short-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-6.2(b): Provide incentives and technical support to encourage employers to provide convenient, safe, and secure bicycle parking at places of employment. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department and Mendocino Council of Governments or Mendocino County Air Quality Management District]

Policy CT-6.3: Provide bicycle lanes or paths along major streets.

Implementation Measure CT-6.3(a): Require that streets linking residential areas with school facilities and shopping areas be designed to include bicycle lanes. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-6.3(b): Consider bicycle operating characteristics in the design of intersections and traffic control systems and include appropriate features in intersection design standards. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Policy CT-6.4: Promote safe bicycle usage.

Implementation Measure CT-6.4(a): Through the Public Safety Department, maintain an educational program promoting bicycle use and bicycle safety. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Department of Public Safety and County Sheriff]

Implementation Measure CT-6.4(b): Enforce bicycle safety regulations. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Department of Public Safety and County Sheriff]

Goal CT-7: Develop pedestrian access.

Policy CT-7.1: Treat pedestrian access as an integrated part of all road improvements within the City and within urbanized development areas of the County.

Implementation Measure CT-7.1(a): Utilize incentive programs to encourage attractive pedestrian access to all developed areas. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT-7.1(b): Pedestrian walkways shall be integrated and designed to provide direct access between areas. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT-7.1(c): Pedestrian access standards in the Land Development Code shall require sidewalks or paths to be separated from auto travel lanes by an appropriate combination of grade separations, parking lanes, or landscaping. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT-7.1(d): Pedestrian access shall be accessible to the handicapped with appropriate curb cuts, grades, and ramps. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT-7.1(e): Pedestrian access design standards shall be included in the Land Development Code. The following will be considered within the Code: landscaped areas, tree shading when appropriate, and consider standards to utilize other streetscape amenities, such as lighting and litter baskets. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Goal CT-8: Encourage increased use of public transportation.

Policy CT-8.1: Make it easier to utilize bus service.

Implementation Measure CT-8.1(a): Allow the use of City or County rights-of-way for on-street bus stops and passenger amenities such as benches and shelters. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-8.1(b): Request the Mendocino Transit Authority to assess the feasibility of new bus routes serving new development areas. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT-8.1(c): During the short-term planning period, work with the Mendocino Transit Authority (MTA) to create a program that will provide opportunities for developers to notify buyers/renters of transit routes, plans, and programs. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT-8.1(d): The City and County shall work with MTA and Caltrans to ensure that project design maximizes potential sources of transit ridership through the use of shelters, passengers amenities, and service schedules. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT-8.1(e): Encourage the MTA and other public transportation providers to make bus routes connecting Ukiah with other areas bicycle accessible. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County

◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT-8.1(f): Support MTA requests for federal funds. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Council, Board of Supervisors]

Implementation Measure CT-8.1(g): Work through Mendocino Council of Governments to develop programs designed to increase MTA. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Council, Board of Supervisors]

Implementation Measure CT-8.1(h): Encourage MTA to work with schools in the Planning Area to teach students the benefits of public transit. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Council and Board of Supervisors]

Goal CT-9: Maximize the use of public transportation through efficient land use patterns and supporting incentive programs.

Policy CT-9.1: Include design features in new commercial and residential areas that make public transportation convenient.

Implementation Measure CT-9.1(a): Ensure that design standards include provisions for safe, convenient bus stop locations and pull outs. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-9.1(b): As part of project review for new development, seek comments and recommendations from the Mendocino Transit Authority concerning the agency's needs to better serve the project. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT-9.1(c): As part of project review for new development, seek comments and recommendations from the Ukiah Unified School District concerning the District's needs to ensure that project design accommodates school bus needs, if applicable. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT-9.1(d): No mitigation measures or project conditions shall exceed the direct relationship between the economic cost of the requirement measured against the project's actual impact. The *rational nexus* standard shall be utilized. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Policy CT-9.2: Support a strategy to provide funding and incentives to increase ridership opportunities.

Implementation Measure CT-9.2(a): Develop an overall strategy to mitigate traffic and air quality impacts from new development which cannot directly be served by public transit. Consider a range of alternatives designed to encourage people to use

alternatives to the automobile. These programs may include, and are not limited to, incentives for public transit ridership, or construction of nearby or convenient bus stops. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Goal CT-10: Maximize opportunities for efficient transportation patterns through development of integrated Ukiah Valley transportation corridors.

Policy CT-10.1: The City shall help to define the Ukiah Valley transportation corridors.

Implementation Measure CT-10.1(a): Work with Mendocino Council of Governments, Mendocino Transit Authority, Northwestern Pacific Railroad, and other agencies to help define and develop integrated transportation corridors. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Policy CT-10.2: Facilitate development of Ukiah Valley transportation corridor integrating US 101, major arterials, rail, air, and public transportation..

Implementation Measure CT-10.2(a): Working with the North Coast Railroad Authority, the Mendocino Council of Governments, the Mendocino Transit Authority, and other interested agencies or organizations, develop design standards that specifically facilitate transit use and transportation systems along transportation corridor. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT-10.2(b): Using the discretion assigned to the City or County Planning Commission, review large or unique development proposals to ensure that there are measures incorporated in project approvals to support transit corridor concepts. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Policy CT-10.3: Maximize the efficient use of transportation facilities within and adjacent to the corridor through the land use planning process.

Implementation Measure CT-10.3(a): Incorporate into the Land Development code zoning and development standards which locate higher density and intense development proximate to the corridor. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Policy CT-10.4: Fully develop and utilize public and rail transit within the transportation corridor.

Implementation Measure CT-10.4(a): Working with the Mendocino Council of Governments, ensure that the Regional Transportation Plan reflects the City's public and rail transit needs. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Policy CT-10.5: Support creation of a Downtown Transit Center.

Implementation Measure CT-10.5(a): Work with the MTA and other parties to develop a downtown transit center. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Goal CT-11: Encourage increased use of car- or van-pooling.

Policy CT-11.1: Implement programs to increase car-pooling.

Implementation Measure CT-11.1(a): Through the Mendocino Transit Authority, Council of Governments (MCOG) and California Department of Transportation (Caltrans) develop a van- and car-pool parking facilities or programs. [*Timeframe for completion:* Short- to intermediate-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Public Works Departments, MCOG],

Implementation Measure CT-11.1(b): Identify locations for van or car-pool Park and Ride facilities. [*Timeframe for completion:* Intermediate planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Public Works Departments, MCOG]

Implementation Measure CT-11.1(c): Work to develop a program of incentives — such as preferential van- and car-pool parking at employment sites, to increase the use of car- or van-pooling to reduce the number of single occupant vehicles on area roads. [*Timeframe for completion:* Short-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Public Works Departments, MCOG or AQMD]

5.03 Parking

5.03.01 Summary of major findings

A long-recognized issue related to the City's transportation system and economic development is the perception of a lack of convenient parking downtown — both in number of spaces and location of parking lots. There are a number of potential solutions. Downtown Ukiah's narrow streets and heavy through traffic results in conflicts among shoppers seeking onstreet parking spaces, delivery vehicles, through traffic, and vehicles moving into or out of parking spaces. Opportunities include the use of dedicated access lanes that would direct traffic to and from off-street parking on one-way streets. Another option that needs examination is the consolidation of parking lots to increase available spaces as was accomplished with the parking facilities on Main Street. While the need for more parking is important, the aesthetics of maintaining the City's tree canopy must be a part of planning any parking facilities. The option of providing trade-offs or incentives for encouraging non-vehicle use against the need for parking can be considered part of the development process.

Another issue with Downtown parking is the contest between employee parking and customer parking. With the City parking facilities being located "distant" from major downtown office and retail facilities, employees arriving early tend to select convenient parking spaces for their vehicles — even though the car will be parked until lunch or even through the entire day. Long-term parking needs to be established at the "furthest most" parking spaces so that Downtown clients and customers can park closer to the places of business. If Downtown parking is more convenient for customers, Downtown businesses could experience improved customer traffic.

Parking in areas other than Downtown is less dependent on onstreet spaces. This is a result of the on-site (off-street) parking facilities becoming standard fare for new development. Parking requirements were initially developed utilizing "accepted standards" without regard for local parking demand. Although there are intermittent times during the year when a store's parking lot may be overloaded, most of the time local parking lots have space available. With the preparation of a new land development code, the City and County shall re-evaluate current parking standards. Onsite parking has not been a problem to date, and new regulations should ensure that it does not become a problem in the future.

Opportunities for parking lot improvement lie with the design of parking facilities. Most parking lots are designed as a complete overcovering of the ground with asphalt, concrete, or other impervious surface. As development continues in the Valley, the cumulative effect of the impervious surfaces may result in storm water runoff problems, increases in local temperatures, and a loss of natural beauty. While aspects of design are detailed in the Community Design Element in Section VI.B., the Circulation and Transportation Element provides additional policy support by looking how parking lot design and amenities can contribute to better circulation. Parking requirements need to include space for secure bicycle parking.

The typical pair of "straight-in/straight-out" parking spaces require nearly six hundred square feet of paved land area. This means that a parking lot with as few as ten parking spaces when combined with the street access results in paving an area the size of a typical single family residential parcel (7,000 square feet). This is the approximate parking requirement for a commercial structure of only 2,500 square feet. Alternative layouts can reduce the required paving area.

Large expanses of parking create a hostile setting that may deter people from walking by creating a perception of long distances between buildings. Creative parking lot design will assist in retaining the small town character and people-oriented charm of Ukiah and its downtown.

5.03.02 General Plan goals, policies, and implementing programs

Goal CT-12: Increase the convenience and attractiveness of off-street parking.

Policy CT-12.1: Eliminate on-street parking along segments of City arterial streets where appropriate.

Implementation Measure CT-12.1(a): By the end of the intermediate-term planning period, create adequate off-street parking in order to reduce or eliminate on-street parking from segments of City streets classified as arterials as identified in the Downtown Master Plan. [*Timeframe for completion:* Intermediate planning period ◆ *Measure applies to:* City ◆ *Agency/Department responsible:* Redevelopment Agency]

Policy CT-12.2: Define alternatives to on-street parking.

Implementation Measure CT-12.2(a): Study the potential of increasing parking using the guidance of the Downtown Master Plan. [*Timeframe for completion:* Intermediate planning period ◆ *Measure applies to:* City ◆ *Agency/Department responsible:* Redevelopment Agency]

Goal CT-13: Design attractive parking facilities.

Policy CT-13.1: Utilize landscaping and other amenities to improve the appearance and traffic patterns of onsite parking facilities.

Implementation Measure CT-13.1(a): In the Land Development Code include requirements for parking lot landscaping that encourage the use of landscaping to provide a plant-based separation between parking and parcel lines, and to ensure that there are shade trees in the aisles of large parking lots. The Land Development Code shall define more precise standards designed to implement these guidelines and still ensure developer flexibility. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Goal CT-14: Minimize employee use of prime downtown customer parking spaces.

Policy CT-14.1: Develop a system for downtown employee parking that ensures convenient customer parking.

Implementation Measure CT-14.1(a): Provide incentives to employers to encourage employees to use off-street parking spaces in order to retain convenient spaces for Downtown business' customers and clients. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City ◆ *Agency/Department responsible:* Redevelopment Agency]

Policy CT-14.2: Minimize the need for and expenses of off-street parking by encouraging alternates to single-occupant vehicles.

Implementation Measure CT-14.2(a): To facilitate the shift from on-street to off-street parking, encourage employers and businesses to provide incentive for employees and customers to utilize alternate transportation modes. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City ◆ *Agency/Department responsible:* Redevelopment Agency]

Policy CT-14.3: Encourage a program to inform prospective and seated jurors of alternatives to on-street parking.

Implementation Measure CT-14.3(a): Work with the Clerk of the Superior Court to provide maps of downtown parking and transit information, to be distributed to prospective jurors, so that on-street parking spaces are not filled with "all-day" jurors. [*Timeframe for completion:* Intermediate planning period ◆ *Measure applies to:* City ◆ *Agency/Department responsible:* Redevelopment Agency]

5.04 Rail transportation

5.04.01 Summary of major findings

The train was extended to Ukiah in 1889, which changed the economy of the area by opening markets for the City and the timber industry. Current passenger rail service and freight service are provided by Northwest Pacific and Eureka Southern Railroads. On June 1, 1990, representatives from the Golden Gate Bridge District signed a purchase agreement for the acquisition of the Northern Pacific Railroad right-of-way from its owner, Southern Pacific. This right-of-way will be used as part of a solution to long range transportation problems in the Golden Gate corridor. The 151 miles of track extends from San Rafael to Willits. The total cost of the right-of-way is $37 million, to be purchased in phases. The final miles of track from Healdsburg to Willits will be purchased within four years.

Making the rail-transit link an effective part of the transportation corridor between the Ukiah area and the Bay area is important to the success of long-term economic growth of the area. Rail transit offers

the potential of providing more comfortable and expedient alternatives for people and products to move between the Bay Area and the Ukiah Valley.

5.04.02 General Plan goals, policies, and implementing programs

Goal CT-15: Encourage multiple use of the rail lines into and through the valley.

Policy CT-15.1: Take an active role in development of a rail transit corridor.

Implementation Measure CT-15.1(a): Cooperate with, actively participate in, and influence the planning and evaluation of passenger rail services through the Ukiah Valley. Ensure that City and County interests are considered in the process. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Public Works Departments,Board of Supervisors, MCOG]

Implementation Measure CT-15.1(b): In the short-term planning period, work with appropriate agencies to develop a plan of Ukiah Valley rail needs, including potential station location(s), that would enhance the economic vitality of the planning area. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Public Works Departments,Board of Supervisors, MCOG]

Implementation Measure CT-15.1(c): Ensure that project approval actions do not create land use or other conflicts that hamper or preclude passenger rail service in the Ukiah Valley. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT-15.1(d): Work with the Mendocino Council of Governments, Mendocino Transit Authority, and passenger rail planning agencies to develop an integrated transit corridor that ensures a connection from passenger station into the Valley's transportation corridors. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Public Works Departments, MCOG, AQMD]

Policy CT-15.2: Encourage continued freight service on the rail lines.

Implementation Measure CT-15.2(a): Work with appropriate agencies and members of the private sector to ensure that freight transportation via rail is not discouraged or eliminated as a use on the track system. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Council, Board of Supervisors]

Implementation Measure CT-15.2(b): Work with appropriate agencies and members of the private sector to increase utilization of freight transportation on rail as a regional approach to decreasing truck traffic on area roads and improving air quality. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Public Works Departments, Board of Supervisors]

Implementation Measure CT-15.2(c): Facilitate the use of rail for freight by siting appropriate industries and land uses near the rail line. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

5.05 Levels of service

5.05.01 Summary of major findings

Level of Service (LOS) is a yardstick that measures how a driver feels about traffic conditions. LOS was established by the Institute of Transportation Engineers (ITE) as a means of quantifying the subjective measure of traffic tolerance. Rated in grades from A (best) to F (worst), levels of service are based on increasing amounts of congestion and delay. LOS E represents the full capacity of the road segment with the road unable to carry more traffic. LOS F operating conditions are generally perceived as "intolerable."

Table V.5-16 shows a simplified method of determining level of service for General Plan analysis purposes. It identifies that capacity or traffic volume for roads in the General Plan area by level of service grade. Explanation V.5-X on page 18 provides specific definitions for intersections with and without traffic signals.

Table V.5-16: Segment Level of Service based on Average Daily Traffic

LOS	2 lane street	4 lane street
A	0-2,700	0-18,300
B	2,701-5,500	18,301-21,000
C	5,501-8,700	21,001-24,000
D	8,701-12,100	24,001-27,000
E	12,101-15,000	27,001-30,000

"Level of service" is used in two different and distinct ways in this General Plan. *Segment level of service*, listed in Table V.5-16 is the relationship of average daily traffic to the capacity of a segment of street between two defined points. *Intersection level of service* defines traffic congestion at an intersection.

Both types of levels of service are important for determining whether the portion of the road network under scrutiny is capable of handling additional traffic generated by a proposed project. After all, it does not make good sense to increase traffic into an area so that no one can use the intersection or street segment. When drivers become less tolerant of traffic in an area, they avoid the area. This results in reduced property values, distressed businesses, and other negative economic factors. From an environmental standpoint, traffic that is idling also generates increased levels of air pollution.

To try to prevent roads from reaching a level in which traffic just doesn't move well from point-to-point, cities establish guidelines at which a street or road is considered to have reached the highest service volumes that are tolerable within the community. At this level, it becomes important to either improve the street to acceptable levels or construct another street to relieve the crowded street. The segment level of service ratings in the General Plan are the indicators of this type problem. The Circulation Element objectives are designed to establish programs based on the segment levels of service.

One of the issues that is used as an pre-indicator of future traffic problems is the concept of "degradation of level of service."[13] For purposes of the General Plan, degradation of level of service is not a potentially significant environmental issue until the approval of a project will result in the existing level of service dropping to an unacceptable level of service, in the case of the Ukiah General Plan to Level of Service "D." For example, if a road has a current level of service of "B," a project that would result in decreasing level of service from "B" to "C" is not considered a significant environmental effect on its face.

[13]*Degradation of level of service* means an increase in traffic volume on a segment that causes the level of service to drop from one grade (A, B, C, D, E, or F) to the grade below it.

Dropping the level of service from "B" to "D" may be a potentially significant effect that will require additional information submitted with the application as part of the initial study to determine if the effect is significant.

One method of facilitating the construction of road improvements and other circulation improvements needed to preserve or maintain level of service is collection of a fee called an "impact fee." Impact fees are funds placed into a trust account to be combined with other monies in the fund to complete improvements to infrastructure that are needed to accommodate the direct impacts of the project providing the money. An impact fee allows development to defer certain infrastructure improvements for as long as five years. The developer pays the fees, but the money is held by the City to be combined with other new development for more cost efficient improvement work.

5.05.02 General Plan goals, policies, and implementing programs

Goal CT-16: **Development shall be permitted within road capacities.**

Policy CT-16.1: Level of service shall be the standard to judge whether a road has adequate remaining capacity to service the traffic generated by a proposed project.

Implementation Measure CT-16.1(a): The annual average daily traffic volume shown on the following two tables shall define segment level of service:

Explanation V.5-X: Level of service definitions

Signalized intersections

LOS A: A condition of free flow with low traffic density, where no vehicle waits longer than one signal indication.
Vehicle to capacity (V/C)* ratio . . . . 0.00 - 0.60

LOS B: Stable flow of traffic where only on rare occasions do drivers wait through more than one signal indication. V/C ratio . . . . . 0.60 - 0.70

LOS C: Still in the zone of stable flow, but intermittently drivers must wait through more than one signal indication and backups may develop behind turning vehicles. V/C ratio . . . . . 0.71 - 0.80

LOS D: Approaching instability. Drivers restricted in their freedom to change lanes. Delay to approaching vehicles may be substantial during the peak hour.
V/C ratio . . . . . 0.81 - 0.90

LOS E: Traffic volume at or near capacity on the arterial and long ques of vehicles may create lengthy delays especially for left turning vehicles.
V/C ratio . . . . . 0.91 - 1.00

LOS F: Congested condition of forced flow, where queued backups from locations downstream restrict or prevent movement of vehicles out of the approach creating a storage area during part or all of the peak hour. V/C ratio . . . . over 1.00

Unsignalized intersections

LOS A . . . . . Little or no delay
LOS B . . . . . Short traffic delays
LOS C . . . . . Average traffic delays
LOS D . . . . . Long traffic delays
LOS E . . . . . Very long traffic delays, extreme congestion
LOS F . . . . . Intersection blocked by external causes

Notes:
*The Vehicle/Capacity (V/C) ratio is the percent of traffic in relation to the capacity of the intersection (0.90 means 90%).

Sources:
Transportation Research Board, *Circular 212* (Washington: Government Printing Office, 1980), page 11.
United States Department of Transportation, Federal Highway Administration, Site Impact Evaluation (S.I.T.E.) Handbook (Washington: Government Printing Office, 1985), pages C-9, C-10.

Two lane streets and roads level of service thresholds

LOS	ADT
A	≤ 2,700
B	2,701-5,500
C	5,501-8,700
D	8,701-12,100
E	12,101-15,000

Four lane streets and highways level of service thresholds

LOS	ADT
A	≤ 18,300
B	18,301-21,000
C	21,001-24,000
D	24,001-27,000
E	27,001-30,000

[*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT–16.1(b): For roads in excess of four lanes, traffic segment levels of service shall be adjusted proportionally to the four lane volume. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT–16.1 (c): The volume to capacity ratio (V/C) shown in Explanation V.5–3 shall define the intersection level of service. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT–16.2(a): The City and County shall work with the Mendocino Council of Governments to monitor traffic volume on roads that presently have levels of service of C or D and report its findings during the annual review of the General Plan. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT–16.3(d): The improvements shall be designed to be initiated by the time traffic volume is approaching Level of Service D, which is defined as being within ten percent of the highest traffic volume for Level of Service C. This program may result in the generation of impact fees as a means of accumulating funds for the improvements caused by private development. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT–16.3(e): The thresholds of maximum traffic volume of segment levels of service B and C for scheduling these measures shall be:

	Ten Percent Threshold for ADT	
LOS	**2 lane**	**4 lane**
B	4,950	18,900
C	7,830	21,600

[*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT–16.3(f): Residential streets or roads with a Level of Service of D or E at the time the General Plan is adopted shall be exempt from the "no permit" requirement until mitigation measures are in place to provide for increasing level of service to LOS C within five years of Plan adoption. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Policy CT–16.4: Balance the need for new development with methods of accommodating increasing traffic.

Implementation Measure CT–16.4(a): Review project traffic generation to ensure level of service remains within the City's thresholds. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT–16.2(g): During the short-term planning period, when a road if found to have a level of service of "E," the City or County shall prepare a plan of improvements to increase level of service to a "D" or "C" as may be required. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT–16.3 (c): When a road segment is found to be approaching Level of Service C — defined as ADT being within ten percent of the highest LOS B traffic volume threshold, the City shall initiate plans for improvements designed for the intermediate and long-term planning periods to increase capacity. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT–16.3(d): The improvements shall be designed to be initiated by the time traffic volume is approaching Level of Service D, which is defined as being within ten percent of the highest traffic volume for Level of Service C. This program may result in the generation of impact fees as a means of accumulating funds for the improvements caused by private development. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT–16.3(e): The thresholds of maximum traffic volume of segment levels of service B and C for scheduling these measures shall be:

	Ten Percent Threshold for ADT	
LOS	**2 lane**	**4 lane**
B	4,950	18,900
C	7,830	21,600

[*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Implementation Measure CT–16.3(f): Residential streets or roads with a Level of Service of D or E at the time the General Plan is adopted shall be exempt from the "no permit" requirement until mitigation measures are in place to provide for increasing level of service to LOS C within five years of Plan adoption. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

Policy CT–16.4: Balance the need for new development with methods of accommodating increasing traffic.

Implementation Measure CT–16.4(a): Review project traffic generation to ensure level of service remains within the City's thresholds. [*Timeframe for completion:* Ongoing planning period ❖ *Measure applies to:* City and County ❖ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT–16.4(c): Develop and maintain a citywide traffic model to evaluate the balance between development and transportation.

The City is currently completing a comprehensive traffic model which will correlate land use with existing and future traffic as part of the update and revision of this Element.

Implementation Measure CT–16.4(d): Continue to analyze project impacts on the capacity of the City's roadway system as part of CEQA review, and require design and mitigation measures in consultation with provider agencies. IF CEQA review or other analysis of the traffic impacts of a proposed development project concludes that a proposed project would result in a significant deterioration of service or would cause level of service standards to be exceeded, respond in one of the following ways:

(i) Require project redesign in order to prevent service from deterioration or capacities being exceeded, provided that economic use of the property is not prevented.

(ii) Condition the project on developer funding of improvements needed to maintain services and/or provide additional traffic improvements.

(iii) Approve the project if it can be found that it will:

- Generate substantial overriding public benefits;
- Be in compliance with the other goals and policies of the General Plan; and
- Benefit the public health, safety and general welfare of the community.

Implementation Measure CT–16.4(e): Adopt the following intersection Level of Service standards on an **interim basis until** the citywide traffic model is completed:

(a) At intersections with signals or four-way stop signs: operation at LOS D,

(b) At intersections with stop signs on side streets only: operation at LOS E, except where side streets have very low traffic volumes, in which case LOS F conditions may be acceptable.

Policy CT–16.5: Work to develop methods of accommodating projects without degrading level of service.

Implementation Measure CT–16.5(a): In the event that the average daily traffic of the proposal places the level of service within ten percent of dropping to Level of Service D as shown in Implementation Measure CT-16.2(e) or Level of Service C as shown in Implementation Measure CT-16.3(a) for Residential Streets or in the event that the road has a level of service of D, the project proponent shall be required to use the services of an appropriately licensed traffic engineer to prepare a more detailed traffic study, in-

cluding an assessment of the impacts of the proposed project on the street's future level of service. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-16.5(b): The detailed traffic study shall provide recommendations related to overall improvements — or use improvements recommended in any traffic improvement program prepared by the City or County — needed in the area to prevent degradation of level of service and shall also define the proportional share of the improvements that are attributable to the proposed project conditions. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-16.5(c): If the road has an existing level of service of E or F, the proponent shall be required to use the services of a licensed traffic engineer to prepare a more detailed traffic study, including an assessment of the impacts of the proposed project on the street's future level of service. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-16.5(d): The detailed traffic study shall provide recommendations related to overall improvements — or use improvements recommended in any traffic improvement program prepared by the City — needed in the area to increase the segment level of service, or decrease the traffic demand on the segment served by the project to level of service D. The study shall also define the proportional share of the improvements that are attributable to the proposed project conditions. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

5.06 Street classifications

5.06.01 Summary of major findings

The Ukiah area is served by a transportation system consisting of state highways, county roads, and city streets. This section of the Circulation and Transportation Element defines the roads into classifications and purpose. Definition of road classifications can be found in Table V.5–4.

U.S. 101 is an important north-south highway which links different areas within the city of Ukiah and also connects the community with northern California. The freeway has four lanes through Ukiah and controlled access which is limited to local street interchanges.

State Route 20 (Highway 20) is a two lane rural highway connecting the Ukiah area with Interstate 5 (I-5) and the Northern Sacramento Valley. Highway 20, an east-west route, is the northern border of the planning area located north of Lake Mendocino and intersecting US 101 near the unincorporated community of Calpella.

State Route 253, also known as Ukiah-Boonville Road, links Ukiah with Highway 128 and ultimately Highway 1 on the Mendocino Coast. This two lane rural arterial road intersects US 101 at the South State Street Interchange.

The City of Ukiah currently maintains nearly fifty-two miles of city streets including arterial, major collector, collector, and residential streets. These road classifications, including County roads within the Planning Area are defined in Table V.5-18. The classifications of individual roads are listed in Table V.5--18. Mendocino County also maintains paved and unpaved roads which are within the Planning Area but are outside the current city limits.

Table V.5-17: Street, highway, and road classifications, land uses, and parking guidelines

Freeway: A Federal designated highway with multiple lanes with opposing traffic separated by a barrier or median. Access is derived exclusively from sanctioned interchanges. There are no traffic signals, stop signs, or cross-traffic. A freeway may have two or more lanes of traffic in each direction. Generally commercial, economic development, or employment center land uses are compatible when sited with access to a freeway interchange within urban areas. In rural areas, land uses near interchanges may be more precisely defined by other policy considerations in the General Plan. On-street parking is not permitted on freeways.

Highway: A highway is sometimes called an "expressway" or a boulevard. It tends to handle inbound and out-bound local traffic. The highway may be multiple lanes, depending on traffic volume, and usually has limits on the points of access. Generally, access is controlled and constrained to specific intersections, as opposed to individual driveways. In some areas, parallel frontage roads are used to reach individual parcels or driveways and parking areas on separate parcels are combined to a limited number of access points.

An expressway may be a divided highway with a median, it may have up to three traffic lanes in each direction, plus turning and escape lanes. Generally, when sited near an intersection with an expressway, commercial, economic development, or employment center land uses are compatible with the road classification, but the land uses may be more precisely defined by other land use policy considerations in the General Plan. On-street parking is not permitted along an expressway. State Route 20 is intended to be an expressway.

Arterial: An arterial is a major street that is intended to move traffic into and through the Planning Area. In addition, an arterial is a road within the Planning Area that is used by people within the Valley as a means of getting from one part of the City or Planning Area to another.

An arterial differs from an expressway, in that it generally does not have limitations on the number of access points — although State highways designated as arterials may have limited access points. An arterial road is a work-horse road or main street road within a community. Commercial businesses prefer to locate on arterial roads for the exposure to traffic.

An arterial road may be no more than two lanes in each direction with turning lanes. Commercial, economic development, and employment center land uses are compatible with the road classification within the City, but the land uses may be more precisely defined by other land use policy considerations in the General Plan. In certain circumstances, multiple family residential land uses may be compatible with arterial roads in conformance with other applicable General Plan policies. Parking on arterial streets is guided by policies in the General Plan in that it may be permitted in designated areas. On-street parking will generally not be permitted along newly constructed arterials or arterials in areas where parcels have ample room for offstreet parking.

Major collector: A major collector is a road that is used in a manner similar to an arterial, but because of its route, existing land uses, or traffic volume, is unlikely to serve as an arterial. It does, however, serve more intense land uses than a regular collector. A major collector is also a road that under current conditions is a collector, but may be upgraded to an arterial in the future when connected to new roads or realigned.

A major collector may be up to two lanes with a continuous turning lane for left or right turns. If the road is widened to more than two lanes, it requires an upgrade to the arterial road classification. Commercial, economic development, employment center land uses, and multiple family residential land uses are generally considered to be compatible with a major arterial, but the land uses may be more precisely defined by other land use policy considerations in the General Plan. Parking on major collectors is generally limited in order to maintain a smooth flow. On-street parking will generally not be permitted along newly constructed major collectors or arterials in areas where parcels have ample room for offstreet parking.

Minor Collector: A collector is a street designed to collect traffic, generally in residential areas, to move it from residential streets into the business district. Generally, commercial traffic on collector streets is limited to businesses that do not require exposure to traffic or those that may not even require much walk-in business. Access to the collector tends to be unlimited.

Collector streets are not more than one lane in each direction, although a turn lane may be included when appropriate for safety and traffic flow. Turn lanes generally should not be used in areas adjoined by single family residences. Office-based uses, multiple family residential, and single family residential land uses are generally compatible with collector streets, b it the land uses may be more precisely defined by other land use policy considerations in the General Plan. Office commercial may be further constrained when consideration is given to neighborhood character and use patterns. On-street parking is generally permitted on collector streets, but should be avoided when feasible.

Residential: A residential street may be a street connecting residences to a collector or arterial. However, a residential street is intended for slower traffic as its role is to provide direct access to homes and residential properties. Typically, a residential street is designed to discourage through traffic.

Residential streets are generally two lanes wide with room for on-street parking. Multi-family residential and single family residential uses are generally compatible with residential streets, but the land uses may be more precisely defined by other land use policy considerations in the General Plan. On street parking is generally permitted.

County Major Collector: County major collector roads are roads in the unincorporated area that serve purposes similar to the City's Arterial or Major Collector classifications. County major collector roads may have two to four lanes dependent upon traffic volume. In addition, County major collectors may have commercial or industrial land uses in conjunction with land use policies. The "blanket" land use entitlements that apply to the City's arterial and major collectors are not applicable to County major collectors.

County Rural collectors: Rural collectors are roads in the unincorporated County that serve purposes similar to the collectors within the City limits. The land uses considered compatible are more precisely defined by the policies within the General Plan and do not necessarily defined similar to the City collector. On-street parking is not usually as well-defined on rural roads, as the roads are not usually constructed with curb, gutter, and sidewalk. Parking may occur in appropriate areas off the shoulder of the road.

County Rural residential roads: Rural residential roads are Residential Roads in the unincorporated County.

5.06.02 General Plan goals, policies, and implementing programs

Goal CT-17: Classify roads to meet service needs.

Policy CT-17.1: Utilize arterial roads to serve through traffic.

Implementation Measure CT-17.1(a): Roads classified as arterials shall be used for the purpose of moving traffic into, through, and out of the City and the Planning Area.

Implementation Measure CT-17.1(b): For new roads to be classified as arterial roads, the route shall generally originate outside of the City limits (for City arterials) or within the Planning Area (County arterials) and the alignment shall be generally continuous from point of entry to point of exit.

Policy CT-17.2: Arterial roads shall generally be intended to serve commercial and employment center types of land uses.

Implementation Measure CT-17.2(a): Commercial and employment center land uses are consistent with roads classified as arterials.

Policy CT-17.3: Utilize major collector roads to serve as moderate- to high-volume roads connecting minor collectors and neighborhoods to arterial roads.

Implementation Measure CT-17.3(a): Roads classified as major collectors shall be used for the purpose of moving traffic between arterial streets and residential neighborhoods or commercial/employment areas of the City.

Implementation Measure CT-17.3(b): For new roads to be classified as major collector roads, the route and alignment shall generally originate at an arterial road and terminate at another arterial, a collector, or at an entrance to a neighborhood.

Policy CT-17.4: Major Collector roads shall generally be intended to serve commercial, employment centers, and high density residential types of land uses.

Implementation Measure CT-17.4(a): Multi-family residential, commercial, and employment center land uses are consistent with roads classified as major collectors.

Policy CT-17.5: Utilize minor collector roads to move traffic from arterial roads within the City and Planning Area.

Implementation Measure CT-17.5(a): Roads classified as minor collectors shall be used for the purpose of moving traffic from arterial streets into and out of residential and commercial areas of the City and Planning Area.

Implementation Measure CT-17.5(b): For new roads to be classified as minor collector roads, the route and alignment shall generally originate at an arterial road and shall terminate at another arterial, a collector or at an entrance to a neighborhood.

Policy CT-17.6: Minor Collector roads shall generally be intended to serve low intensity commercial uses and high density residential types of land uses.

Implementation Measure CT-17.6(a): Multi-family residential, and low intensity commercial uses are consistent with roads classified as minor collectors.

Policy CT-17.7: Utilize residential and rural roads to primarily serve areas where people live.

Table V.5–18: City and County Functional Service Classifications

City Arterial Roads		
State Street Perkins Street (State-City Limits)		Gobbi Street (Dora-City Limits) Talmage Road (State-City Limits)
City Major Collectors		
Low Gap Road Orchard (Perkins-end) Washington/Hastings Avenue	Airport Park Boulevard Commerce Drive Main Street	Oak Street (Gobbi-Henry) School Street (Mill-Henry) Brush Street
City Minor Collectors		
Dora Street (City Limits-Grove) Orchard (Talmage-Perkins) Ford Street	Standley Street (Dora-Mason) Clay Street (Dora-Peach) Clara Avenue Empire Drive (Bush-State)	Perkins Street (Dora-State) Observatory Ave. (Dora-State) Bush Street (Grove-Low Gap)
County Major Collector Roads		
Perkins Street (City Limits-Vichy Springs Rd.) State Street (all areas outside City)Lake Mendocino Drive Talmage Road from City Limits to Sanford Ranch Road (east leg)		
County Rural Collectors		
Redemeyer Road Vichy Springs Road Moore Avenue East Side Road	Eastside Capella Road Hensley Creek Road Orr Springs Road Gobbi Street (City Lmt-River Rd.)	Low Gap Road Lovers Lane Oak Court Road (Dora-Oak Knoll) Dora Street (City Limits-Oak Court)
Roads not listed are "residential" roads.		

Implementation Measure CT-17.7(a): Roads classified as residential or rural roads shall be used for the purpose of moving people from their homes into the City and Planning Area.

Implementation Measure CT-17.7(b): Single family and other low density residential land uses are consistent with roads classified as residential.

Implementation Measure CT-17.7(c): On residential roads, multiple family residential land uses are appropriate land uses consistent with other policies of the General Plan, the neighborhood character, the road capacity, and level of service requirements.

Implementation Measure CT-17.7(d): Agribusiness, agriculture, single family, and other low density residential land uses are consistent with roads classified as rural.

5.07 Neighborhood Traffic Management

5.07.01 Summary of major findings

At the core of any community's health and well-being is its residential neighborhoods. Ukiah has a vested interest in preserving the small town character and integrity of its neighborhoods.

As traffic volumes continue to increase in response to area-wide development, improvements to major arterial and collector streets have not kept pace causing increasing volumes of traffic to diffuse into residential areas.

A residential street's function includes not only its place in the transportation system but its role as part of a community's living environment. Many of Ukiah's neighborhoods are at risk of losing their intimacy and identity to excessive traffic impacts. It is imperative that the community act to preserve its residential streets for all their intended functions. Different streets have different functions and need to be designed accordingly. In this respect, blanket standards are inappropriate.

There is a need for flexibility in the design or modification of a street to meet the needs of its residents while serving its fair share of the circulation and public safety needs of the community. In some cases, traffic management may be considered a preferable means of enhancing Ukiah's character while ensuring that transportation needs are met.

5.07.02 General Plan goals, policies, and implementing programs

Goal CT-18: **Preserve and enhance the small town character and integrity of all residential neighborhoods and streets.**

Policy CT-18.1: Provide for mitigation from traffic volumes and speeds not conducive to neighborhood character.

Implementation Measure CT-18.1(a): During the short-term planning period the City and County shall develop a Neighborhood Traffic Management Program. [*Timeframe for completion:* Short-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* Public Works Departments]

5.08 Future street and circulation patterns

5.08.01 Summary of major findings

The existing growth patterns in the Ukiah Valley have followed the main roads and created a pattern in which relatively dense development (commercial uses) are accessible by only one road or one main road with an inconvenient alternative access. To accommodate the future growth of the Valley and improve circulation patterns, a series of new roads or road extensions will need to be constructed over the life of the General Plan. The five-year Circulation and Transportation Element update process discussed under Goal CT-4 in Section V.E.1 will be used to assign development priority for new roads. Priority will be based on traffic studies, changes in levels of service, and pattern of development.

Based on an analysis of current traffic patterns, the City's most critical needs are for an additional north-south arterial road and at least one major east-west arterial road. North-south traffic within the City travels primarily on State Street. Within the older residential areas, an additional north-south route exists

by traveling on Dora Street to Grove Street to Bush Street to Empire Street then back to State Street (the *Dora-Bush Route*). This route, however, is through a residential neighborhood and includes a significant number of stop signs, bike lanes, turns, and school zones. The Dora-Bush Route is inefficient. Its inexhaustible collection of stop signs slows traffic and decreases the level of service. In addition, "stop signs without purpose" — as defined by drivers — increase driver frustration which contributes to an increase in safety hazards from frustration-generated poor driving habits.

East-west traffic must move through a combination of couplets, traffic lights, stop signs, zig-zags, and conflicting patterns in order to move from US 101 into the residential areas of town. The resulting congestion drops levels of service during peak hours to ratings that add to drivers' tempers and frustrations. The lack of east-west routes places greater traffic volume and pressure on existing road systems. In some cases, this means that the roads are handling more traffic than is appropriate for the road's capacity. The over-use of a road is especially true in the Standley (eastbound) and Perkins (westbound) couplet in the Downtown area. Perkins — which originates at Redemeyer Road as Vichy Springs Road, features an inconsistent design along its entire route. With two lanes in some areas, four lanes in others, it has a lengthy left-turn lane for eastbound traffic at Orchard Avenue. Traffic flows are further hindered by unregulated driveway access throughout its length.

Within the eastern hills area, several existing and proposed subdivisions derive the only access connections to the Freeway and the City employment, shopping, and resource centers over Vichy Springs-Perkins Street. Alternate access to the Deerwood, El Dorado Hills, and Vichy Springs Subdivisions requires the use of a rural road designed to mostly serve the large-parcel residences along the way.

Table V.5–19: Future roads and road extensions

Street or road	Location where needed
NORTH-SOUTH ROUTES	
Orchard Avenue Major arterial	Extend parallel to US 101 to Ford Road and north parallel to the railroad tracks from Ford Road to Hensley Creek Road.
Redemeyer Road Major collector	Connect north across the river fork to East Side Calpella Road or to Lake Mendocino Drive
Sanford Ranch Road Minor collector	Connect to Perkins Street via Quail Road
EAST-WEST ROUTES	
Clay Street Minor Collector	Extend east to Peach Street
Airport Park Blvd Minor arterial	Connect with a freeway ramp for southbound off-on or connect to Plant Road
Ridge Road Minor collector	Connect to Vichy Springs Road in the subdivision
Perducci Road Minor collector	Connect to West Lk Mendocino Dr via Tollin Road

Table V.5–20: Planning Area freeway interchanges

Burke Hill Road
South State Street/Boonville Road
Talmage Road
Gobbi Street
Perkins Street/Vichy Springs Road
Softball fields (northbound only)
North State Street
Lake Mendocino Drive
Moor Avenue

Although it is unlikely that a "brand new" arterial can be established for north-south traffic, a number of road extensions

may be feasible in order to provide better north-south traffic flows. These routes are shown on Figures V.5-FF and GG and listed in Table V.5-FF.

In addition to the street route changes, community sentiment seeks changes to the points of access — called "interchanges" with US 101. The Freeway has nine interchanges within the Planning Area (Refer to Table V.5-20 the exception of the softball field, all interchanges provide north- and south-bound access. Caltrans has indicated that the interchanges are designed for substantially less traffic than is currently moving on and off the ramps.

In 1991, the northbound US 101-North State Street interchange operated at level of service "F" during peak hours. Nearly two hundred vehicles above capacity used the ramp.[18] As part of the same 1991 traffic study, US 101/North State Street Southbound, and all US 101-Perkins Street ramps were reported at Level of Service "E". Unless significant changes are made to the interchanges, and new interchanges added, Freeway access in the Valley will be a significant problem for regional traffic.

During the vision process, members of the community identified a number of needs associated with US 101 Freeway improvements. General agreement centered on the need to redesign the Gobbi and Perkins interchanges so that they allowed freeway ingress and egress without requiring vehicles to make left turns across traffic.

Additionally, the community envisions that a new interchange could be constructed at Brush Street or Ford Road to connect with the extension of Orchard Avenue in order to take pressure off the Perkins and North State interchanges. Improvements to the interchange of US 101 and Talmage are to be constructed as a part of the Airport Industrial Park off Talmage Road, which is a short distance west of the existing interchange.

Other desired freeway improvements include the addition of an acceleration lane between Gobbi and Perkins (both directions) to allow a safer mix of accelerated and decelerating traffic in the short distance between the two interchanges.

Sometimes it becomes necessary or desirable to abandon a street. This is a practice common in redevelopment areas where it is necessary to eliminate little-used streets in order to combine parcels for public purposes or to encourage development in an area. At other times, streets, easements, or rights-of-way are abandoned to make room for new road alignments. It is not uncommon for older subdivisions to have recorded easements, rights-of-way, or "future" roads that will never be developed. Abandonments must be reviewed by the City and County Planning Commissions to make a finding of "General Plan consistency" prior to the City Council or Board of Supervisors taking action to abandon the roads. When abandoning a little-used or undeveloped street or road results in a greater public benefit, the abandonment should proceed.

[18]Anderson, Kenneth D., PE, *Transportation and Circulation Resource Directory* (Roseville, CA: KDAnderson Transportation Engineers, November 15, 1991), Table 4, page 16.

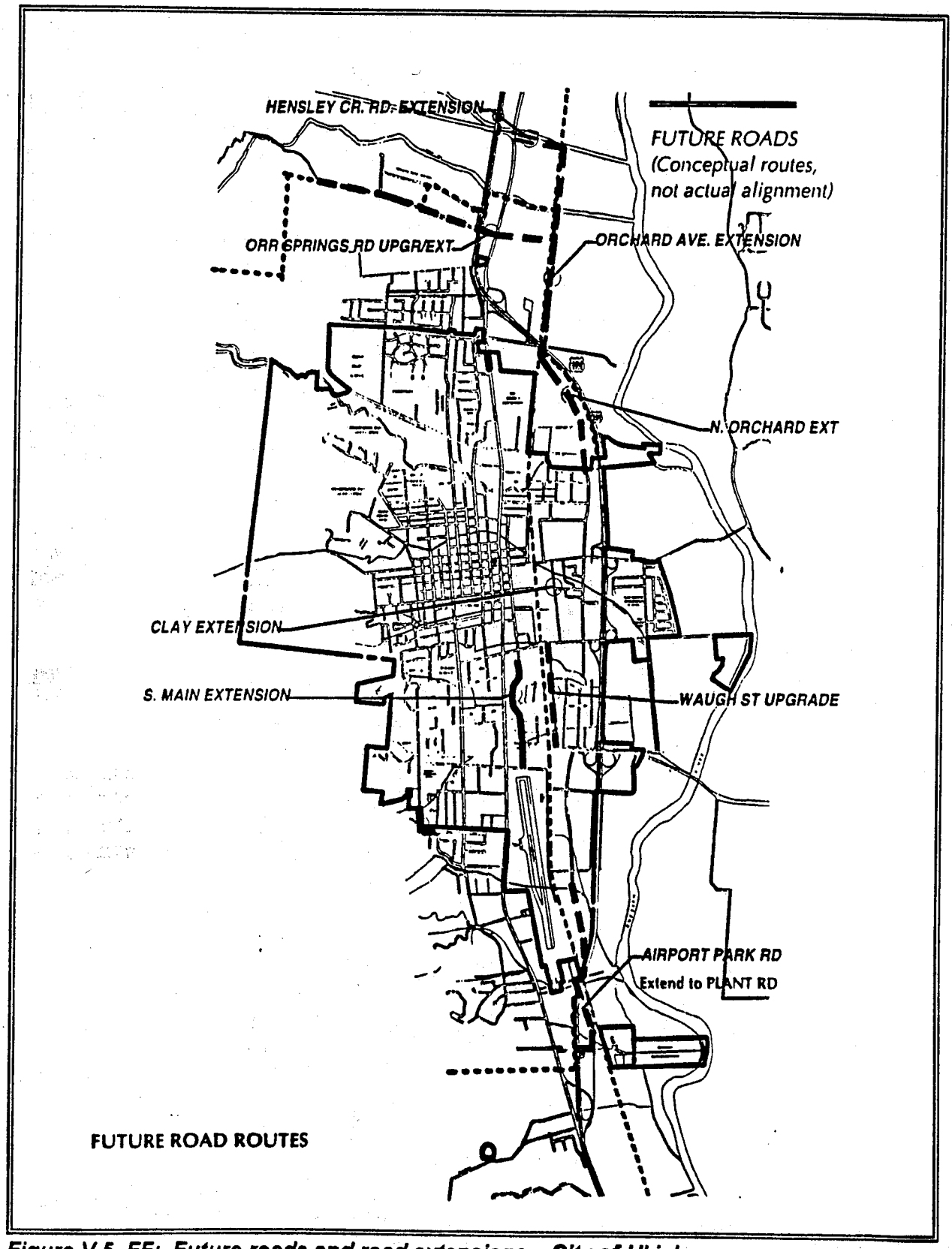

Figure V.5–FF: Future roads and road extensions – City of Ukiah

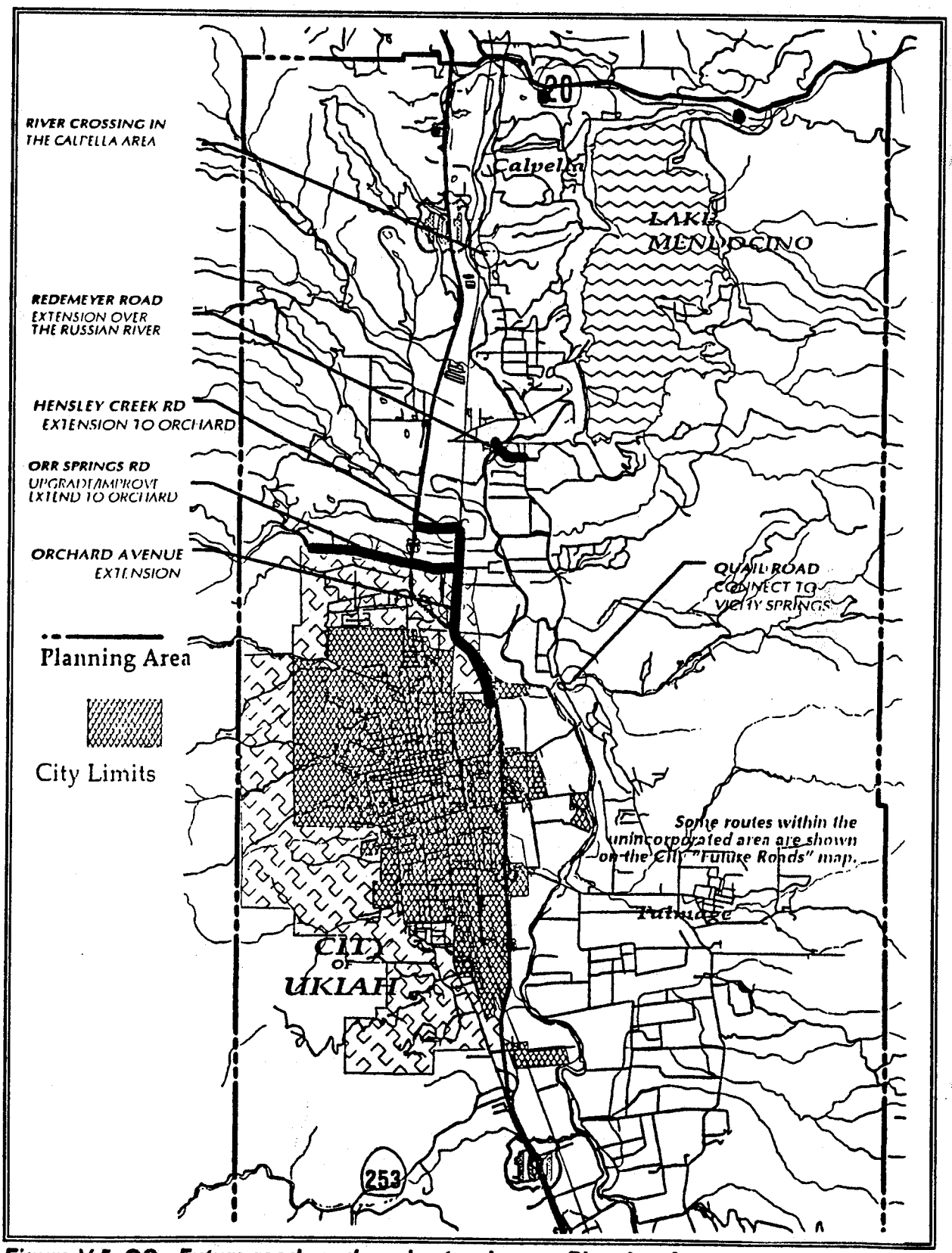

Figure V.5–GG: Future roads and road extensions — Planning Area

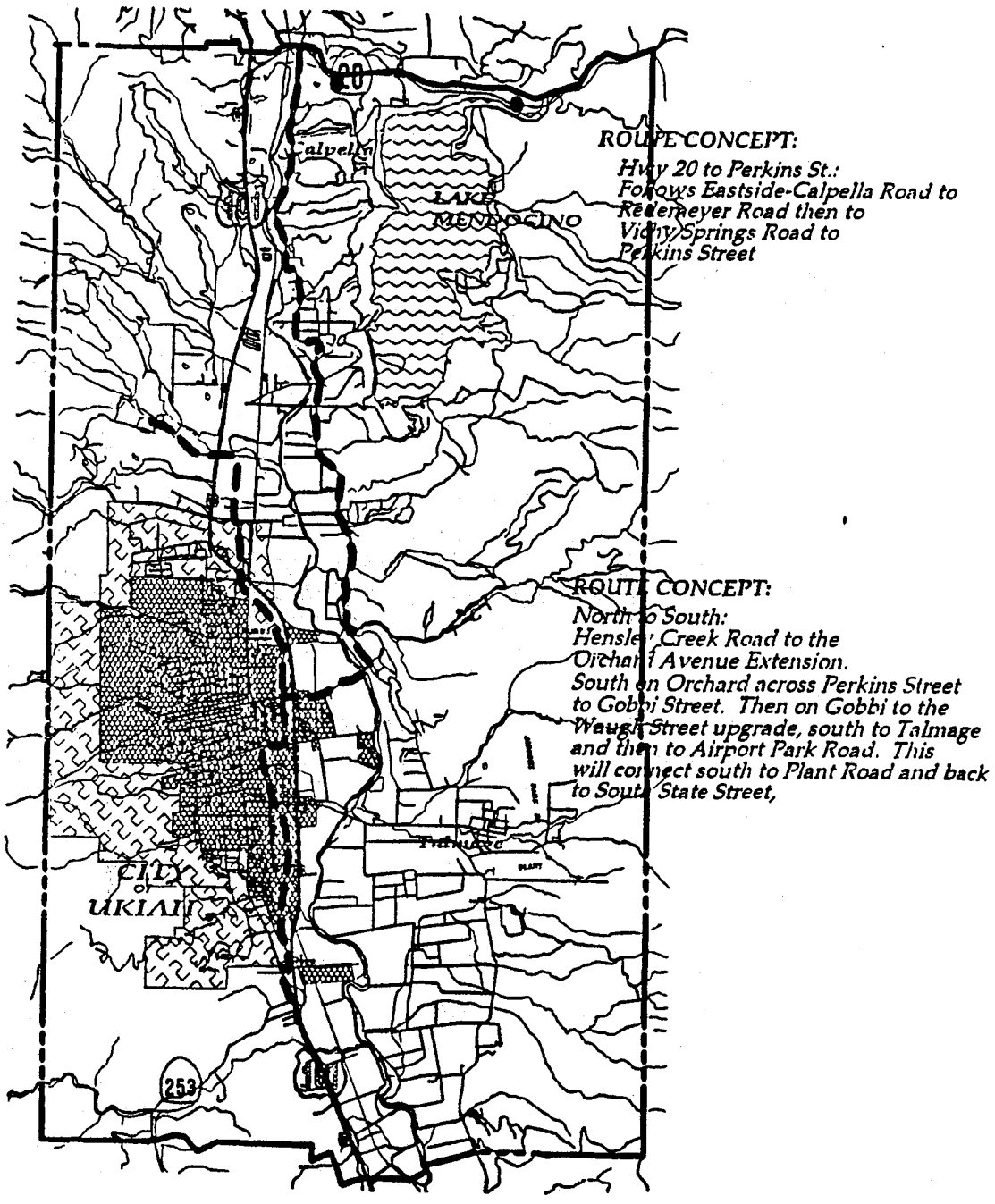

***Figure V.5–HH: Route concepts in the City and Planning Areas** (map does not show alignment or precise route)*

5.08.02 General Plan goals, policies, and implementing programs

Goal CT-19: Establish alternate North/South and East/West access routes.

Policy CT-19.1: Develop a program to extend existing roads or construct new roads to meet existing traffic demands.

Implementation Measure CT-19.1(a): During the short-term planning period, the City and County shall identify which road extensions and new roads will be needed in order to maintain or improve existing levels of service based on current traffic patterns. These shall be the "immediate need" new roads or road extensions. [*Timeframe for completion:* Short-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-19.1(b): Roads identified as "immediate need" shall have the proposed routes identified and surveyed during the short-term planning period, and shall be incorporated into the City or County Road Improvement Budget as high priorities. Preparation of a budget and cost of improvements shall be a City or County responsibility. [*Timeframe for completion:* Short-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-19.1(c): During the latter portion of the short-term planning period and the beginning of the intermediate-term planning period, the City or County shall allocate funds for the "immediate need" road construction. [*Timeframe for completion:* Intermediate-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-19.1(d): Road improvements shall be required as a condition of project approval related to the extension of any road or construction of a new road in conformance with the requirements of the Land Development Code and City or County Road Standards. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department and County Public Works Department]

Policy CT-19.2: Develop a program to extend existing roads or construct new roads to meet future traffic demands.

Implementation Measure CT-19.2(a): During the short-term planning period — as well as each five year update — the City and County shall identify which road extensions and new roads will be needed in order to maintain or improve future or projected levels of service based on pending or proposed traffic patterns. These shall be the "future need" new roads or road extensions. [*Timeframe for completion:* Short-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-19.2(b): In the event of an amendment to the General Plan or the proposing of a project that will result in a shift in priorities, roads classified as "future need" may be reclassified as "immediate need" when necessary to mitigate potential traffic impacts. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

Implementation Measure CT-19.2(c): Roads identified as "future need" shall have their proposed routes identified and surveyed during the intermediate-term planning period, and shall be incorporated into the City or County Road Improvement Budget as middle to high priorities. [*Timeframe for completion:* Intermediate-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-19.2(d): During the intermediate-term planning period and into the long-term planning period, the City or County shall allocate funds for the "future need" road construction. [*Timeframe for completion:* Intermediate-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-19.2(e): During each five year Circulation and Transportation Element update, review and revise as needed the classification of roads from "future" to "immediate." [*Timeframe for completion:* Intermediate-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-19.2(f): In the event that approval of a development proposal would raise a road extension or new road priority from "future" to "immediate," and the direct impact of the proposed new development is insufficient to warrant changing the road's priority from "future" to "immediate," then approval of the project shall be based on one of the following options:

(a) the project approval and issuance of any grading or building permits may be deferred until the road improvements have been scheduled and funding allocated; or

(b) the project proponent may construct the improvements to City or County standards — including those improvements not directly related to the project's impact — and the City or County shall create a zone of benefit assessment in which the non-direct project costs shall be collected from future development and reimbursed to the proponent; or

Failure to incorporate one of the options of this implementation measure within a project approval results in a project that is not consistent with the General Plan. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

Goal CT-20: Provide for flexibility in siting new road routes or route extensions.

Policy CT-20.1: Allow Plan amendments for additional routes or modification to routes.

Implementation Measure CT-20.1(a): During the annual review of the General Plan, the City or County may propose alternate road extensions or new routes in addition to those identified in the General Plan. The new routes shall be added to the General Plan by amendment. [*Timeframe for completion:* Short-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-20.1(b): During the annual review of the General Plan the City or County may propose to delete identified road routes or road extensions by amendment to the General Plan. [*Timeframe for completion:* Short-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-20.1(c): Once a proposed road extension or new road is constructed, it shall be deemed to be removed from the "proposed road and road extension" list. [*Timeframe for completion:* Short-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Goal CT-21: Improve freeway access.

Policy CT-21.1: Work to improve the existing freeway interchanges.

Implementation Measure CT-21.1(a): Working through the Mendocino Council of Governments, seek improvements to allow access in all directions to the interchanges of US 101 at Gobbi, Perkins, and North State Street. [*Timeframe for completion:* Short-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Implementation Measure CT-21.1(b): Work with MCOG and Caltrans to develop an off ramp to Perkins Street via Orchard Avenue. [*Timeframe for completion:* Short-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works Departments]

Goal CT-22: Ensure abandonments result in a public benefit.

Policy CT-22.1: Provide for abandonment of undeveloped or little-used roads when there is a general public benefit to the Valley.

Implementation Measure CT-22.1(a): The Planning Commission and the City Council (for the City) or the Board of Supervisors (for the County) may find that an abandonment is consistent with the General Plan if it also finds that there is a greater public benefit from the abandonment than from maintaining public ownership of the road, easement, or right-of-way. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

5.09 Major circulation improvements to the existing street system

5.09.01 Summary of major findings

Within the Planning Area, there are numerous intersections and road segments that need to be improved in order to provide for a better traffic flow. Some improvements may be minor, such as removing a four-way stop from an intersection that does not warrant the traffic control. Other cases may require that a four-way stop be added to increase traffic safety. Additional improvements can range from replacing four-way stops with traffic signals, synchronizing traffic signals, adding lanes, and realigning intersections.

Improvements to existing roads may be classified as "general improvements" or "project-specific improvements." Project specific improvements are construction or design activities that take place as a direct result of development. General improvements are related to increasing capacity, improving or maintaining level of service, or increasing safety.

During preparation of the General Plan, a number of major intersections were assessed for existing peak hour levels of service. Some of the intersections were reported at Levels of Service at "E" and "F", indicating that improvements are needed in the short-term. Others with Levels of Service "C" and "D", are candidates for intermediate-term improvements. The approach for improving roads is to develop a system that places the greatest priority on intersections and street segments that currently have unacceptable levels of service (E or F). The second level priority is placed upon on intersections or road segments at risk of dropping to a Level of Service "D" or lower. Long-term priorities will be established during the review periods for intersections with current levels of service at "A" or "B".

Future streets need not only address the need for new roads, routes, or intersection improvements but also need to encourage pedestrian traffic, especially in the downtown area. A downtown plaza and park is a key component to revitalizing the downtown area. Eliminating Stephenson Street between South State and South School streets is the first step to creating a Downtown Plaza.

5.09.02 General Plan goals, policies, and implementing programs

Goal CT-23: Improve traffic flows with intersection improvements.

Policy CT-23.1: Develop a phased program to improve intersections based on existing LOS.

Implementation Measure CT-23.1(a): When roads are identified with levels of service of "E" or "F," plans to decrease demand, to improve flows, or increase capacity shall be prepared and implemented during the short-term planning period. [*Timeframe for completion:* Short-term planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works]

Implementation Measure CT-23.1(b): When roads have levels of service of "C" or "D" traffic reduction measures, intersection improvements, or road segment improvements shall be put into place as soon as the periodically prepared traffic studies indicate that the level of service will drop from a "D" to an "E" or less. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works and Mendocino Council of Governments]

Implementation Measure CT-23.1(c): The periodic traffic studies prepared for each Circulation and Transportation Element update shall alert the City and County to roads in which the level of service is in danger of dropping from an "A" or "B" to a "C" or less. [*Timeframe for completion:* Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City and County Public Works and Mendocino Council of Governments]

Goal CT-24: Establish policies for the use of traffic control devices.

Policy CT-24.1: Require substantiation of need prior to installing new four-way stops.

Implementation Measure CT-24.1(a): When requested to install a four-way stop, utilize accepted traffic engineering practices to determine whether the intersection warrants