

CHAPTER II

CIRCULATION

The Circulation Element is required by California Government Code Section 65302(b). The Circulation Element contains policies and a map indicating the general location and extent of existing and proposed circulation routes and facilities; provides for a transportation system adequate to serve the traffic projected to be generated by the land uses shown on the General Plan Map as well as regional through traffic; promotes the efficient transport of people and goods; and encourages the efficient use of existing transportation facilities.

Recommended by Task Force November 19, 1992
Recommended by Planning Commission to Council, January 14, 1993
Accepted by City Council, April 21, 1993

CIRCULATION

This section discusses the existing transportation system in Scotts Valley. The interaction between land use and transportation has been recognized for years, and it remains critical. Not only do transportation facilities change patterns of land use, but shifting land use patterns create unexpected transportation demands. The City must anticipate the opportunities and constraints provided by transportation.

Scotts Valley is serviced by several State, County, City, and private transportation systems roads. Bus-oriented public transit services and trucking industries also serve the City. Non-motorized transportation such as biking, equestrian, and hiking trails are also part of Scotts Valley's transportation system. Their location, extent, and how they affect roads and highways are discussed at the end of this section.

Road and Highway Categories There are primarily two systems for classifying roads and highways: functional and jurisdictional. The functional classification refers to the type of service a road or highway provides and includes measurements of its use and performance. Jurisdictional classification refers to the level of government which has control of and maintenance responsibility for the road or highway. This classification also determines sources of available funding.

Functional Classification The categories for functional classification used in this section are listed and described in Table C-1. These categories are applied to the Planning Area's major roadways shown in Figure C-1.

TABLE C-1
Roadway Functional Descriptions

Category	Function	Characteristics
Type I Freeway	Serves longest trips with highest mobility.	Connects states, regions, metropolitan areas.
Principal Arterial	Greatest portion of through travel use.	Includes all higher volume streets except those serving short trips.

Table C-1 Continued

Category	Function	Characteristics
Minor Arterial	Serves local and long distance trips with moderate mobility and considerable land access.	Connects less concentrated traffic generating areas such as schools, neighborhoods, and shopping areas,
Connector (only within the County)	Provides link between adjacent incorporated and nonincorporated jurisdictions.	Collects traffic from neighborhood and rural areas.
Collector	Serves mixed trips and provides service to abutting land.	Collects traffic from local streets.
Local	All traffic originates from or is destined for, abutting lands.	All other rural and local access routes.

Source: Manual of Traffic Engineering Studies, 1976.

In the Planning Area, Highway 17 is classified as a Type I Freeway. It traverses the Planning Area from south to north, roughly splitting it into two halves. Mt. Hermon Road is the only principal arterial in Scotts Valley. Scotts Valley Drive is classified a minor arterial. Although not within the Planning Area, Graham Hill Road to the southwest of the Planning Area is utilized by residents of Scotts Valley. It is classified as a minor arterial. Six roadways within the city limits are classified as collectors. These are: Glenwood Drive, Granite Creek Road, Glen Canyon Road, Whispering Pines Drive, Lockwood Lane, and Bean Creek Road. All other roadways are classified as local streets.

Several of the collector streets change classification once they pass beyond the City limits. Glenwood Drive, Lockwood Lane, Bean Creek Road, Granite Creek Road, and Glen Canyon Road are classified as connectors beyond the points at which they leave the City limits.

Buildout of existing and proposed land uses will result in increased traffic volumes on many roadways, especially those roadways designated as collectors, connectors, arterials, and freeways under the existing classification system.

However, traffic volume increases are anticipated to be distributed throughout the Planning Area such that the functional classification of existing roadways as affected by traffic volume will remain the same.

Roadway improvements on Scotts Valley Drive, Glenwood Drive, and Mt. Hermon Road will allow significant volume increases on the existing roadway. Glenwood Drive is currently classified as a collector (and a connector outside the city limits). Significant traffic volume increases on this roadway are anticipated if areas on either side of it are developed. Scotts Valley Drive is classified as a minor arterial. Improvements to it would allow increased capacity, but it will retain its current classification.

Functional classification also describes a roadway's use in terms of the type of traffic it serves and/or areas it serves. Many of the Planning Area's roadways would see an increase in volume, but the purpose for which they are used (i.e., connecting particular areas or collecting traffic from lower volume streets) will remain much the same.

Jurisdictional Classification In the Planning Area there are three basic jurisdictional categories: State highways; County roads; and City streets, excluding private roads.

State Highway The state highway system, under the jurisdiction of the California Department of Transportation (Caltrans), serves a vital transportation role, allowing easy access of people, goods, and services throughout the State. The system also provides interstate access as part of the nation's complex web of highways.

Highway 17 provides a major connection between Highways 280 and Highway 1. Approximately five miles of this four-lane divided freeway lie within the Planning Area. There are two off/on ramps for Highway 17 in Scotts Valley. One ramp is located at Granite Creek Road and the other is at Mt. Hermon Road.

County Roads Most of the County roads in Scotts Valley fit the connector functional description, serving as minor rural and local access routes. One of these County roads, Graham Hill Road, serves traffic to and from more densely populated areas. It is classified as a minor arterial. This minor arterial carries some of the highest traffic loads in the Scotts Valley Planning Area.

City Streets The City of Scotts Valley currently maintains approximately 31 miles of roadway within the City limits. These streets include arterials, collectors, and local streets. A list of the public streets and maintenance schedule is on file in the Public Works Department of the City.

Streets Not Maintained by the City There are number of local streets within the City limits which are not maintained by the City of Scotts Valley. Private streets may be maintained through an agreement between individual property owners, or through a street maintenance association. Some of these streets are in substandard condition which do not meet minimum standards for acceptance into the network of City maintained streets.

Use of Road and Highway Systems

This section details the level of use of the existing circulation system. Use is determined by average daily traffic (ADT) counts which have been recorded by Caltrans and Scotts Valley Citywide Transportation Study.

Average Daily Traffic ADT data is compiled in order to determine the level of use of a specific road, highway, or segment thereof. Within the Planning Area, Highway 17 constitutes the primary corridor for traffic movement. Traffic counts obtained from Caltrans are show in Table C-3 below.

TABLE C-3

ADTs for Highway 17

Location	Average Annual Day	Peak Hour
Highway 17 & Mt. Hermon Rd.	63,000 ADT	8,000 ADT
Highway 17 & Granite Creek	57,000 ADT	7,200 ADT

Source: Caltrans, 1991 (Telecomm with Earl Sherman)

These totals indicate the significant numbers of vehicles that travel Highway 17 and pass by the Mt. Hermon Road and Granite Creek junctions. Consequently, this area is subject to congestion and traffic accidents.

Long range plans for an additional on/off ramp have been under consideration by the City and Caltrans. The State has given such a project very low priority, and at the present time it would be cost prohibitive for the city to undertake without assistance.

Average daily traffic counts have been made for the nine main traffic corridors within the City of Scotts Valley. They include:

1. State Highway 17 at Granite Creek Road;
2. Scotts Valley Drive from Mt. Hermon Road to Bethany Drive;
3. Mt. Hermon Road from Lockhart Gulch Road to State Highway 17;
4. Glenwood Drive from Scotts Valley Drive to the northern city limit; and
5. Granite Creek Road from State Highway 17 to the eastern city limit.
6. Hacienda Drive.
7. Glen Canyon Road.
8. Bean Creek Road.
9. Lockwood Lane.

Traffic counts taken in 1983 and 1988 for these corridors are shown in Table C-4.

TABLE C-4
Traffic Counts (ADT)

Location	1983*	1988*	Most Recent Counts
State Highway 17	37,500	52,500	51,000 (1992)
Scotts Valley Drive	13,192	12,400	21,510 (1992)
Mt. Hermon Road	27,360	31,100	34,650 (1992)
Glenwood Drive	3,101	2,500	2,500 (1988)
Granite Creek Road	4,732	5,000	6,043 (1994)
Glen Canyon Road	2,141	3,000	4,583 (1994)
Bean Creek Road	2,632	3,000	4,623 (1992)
Lockwood Lane	2,950	3,700	3,575 (1992)

*Source: Vehicle Volume Summary Traffic Counts for City of Scotts Valley, 1983, TJKM Citywide Transportation Study, 1988

Performance of Road Systems A number of parameters can be used to evaluate the performance of a road or highway, including capacity of streets, Level of Service at intersections, and accident statistics. The most immediate noticeable impact of a decreased Level of Service is the increase in average delay moving through any intersection or street segment.

Level of Service for Intersections Level of Service considers numerous factors, such as traffic type and volume, prevailing speeds, roadway conditions and controls, alignment, grade, and freedom to maneuver. The listing below is a summary of the levels, ranging from ideal to forced flow based upon the 1985 Highway Capacity Manual:

Level of Service	Type of Flow	Speed	Maneuverability
A	Free Flow v/c .00-.60	Freedom to select desired speed is extremely high.	Freedom to maneuver is extremely high.
B	Stable Flow v/c .61-.70	Speeds relatively unaffected by presence of others.	Slight decline from LOS "A" in freedom to maneuver due to the presence of others in the traffic stream.
C	Beginning range of flow where users become significantly affected by traffic stream. v/c .71-.80	Speed affected by presence of others.	Requires substantial vigilance of users
D	High density but stable flow v/c .81-.90	Speed severely restricted.	Maneuverability is restricted. Drivers & pedestrians experience generally poor level of comfort.
E	Usually Unstable Flow small increase in traffic will cause breakdown. v/c .91-1.00	Speeds reduced to low, but relatively uniform value.	Extremely difficult to maneuver. Driver & pedestrian frustration high.
F	Forced or breakdown flow v/c 1.00 +	Queues formed, characterized by extremely unstable stop-and-go waves.	Comfort and convenience levels extremely poor and driver & pedestrian frustration generally high.

In 1988 the City accepted a City-wide Transportation study by TJKM that included an analysis of the major intersections in the City and proposed possible improvements in the form of additional lanes and improved turning movements. The TJKM report pointed out the necessity for the City to carefully analyze the current Level of Service at each major intersection, prepare long range plans for improvements, and ensure that new projects being proposed mitigate any additional traffic impacts on these intersections.

Safety Another measure of a road's performance is safety. Driving hazards invariably increase with lower levels of service, partially because of increased traffic and partially because of inadequate facilities to control and direct increases in traffic. Often the level of service indicated for a roadway does not accurately reflect the hazards associated with it.

Locations and roadways having unusually high accident rates are mapped by the Scotts Valley Police Department and used by the Public Works Department in order to identify potential road deficiencies. If the improvements require major modifications, such as road resurfacing or widening, they may be included in the capital improvements plan.

Road and Highway Improvement Current, planned, and proposed improvements to Scotts Valley's circulation system focus on three primary goals: increasing efficiency and safety of existing roadways; constructing new facilities that promote better access to larger areas of the City; and alleviating pressures on the existing circulation system.

Several major improvements would be needed to achieve a tolerable level of service with the buildout of the City of Scotts Valley in accordance with the General Plan. Table C-2 provides a list of these planned roadway improvements. Improvements have been prioritized as short-term (5 year), mid-term (5-15), or long-term (over 15 years) needs. The improvement designation number provides a key for identifying the improvements as illustrated on the transportation map, Figure C-2.

TABLE C-2
Scotts Valley Transportation and Circulation Improvements

<u>Project</u>	<u>Project Implementation Timing & Action Item</u>	<u>Improvement Designation</u>	<u>Improvement/Status</u>
Scotts Valley Drive Master Plan	Short term CA 126	1	Four-lane widening widening median and turn pockets bike lanes, sidewalks. <i>Status: DESIGN</i>
Scotts Valley Dr/Granite Ck Rd intersection.	Short Term CA 143	2	Intersection impvts road widening and pedestrian overpass. <i>Status: DESIGN</i>

Table C-2 (Continued)

<u>Project</u>	<u>Project Implementation Timing & Action Item</u>	<u>Improvement Designation</u>	<u>Improvement/Status</u>
Scotts Valley Dr/Mt Hermon Rd intersection	Short Term CA 143	8	Intersection impvts & road widening. Status: UNDER CONST
Gateway South	Short Term CA 143	11	Signalize southbound offramp at Mt Hermon Rd. Realign south- bound onramp and La Madrona Drive. Status: UNDER CONST
Emergency Access from Bethany to Glenwood	Short Term CA 129	14	Connect Bethany Dr to Canham Road Status: REQUIRES DESIGN
Emergency Access from Whisp Pines to Manana Woods	Short Term CA 129	14	Maintain connection of La Cuesta to Arabian Court.
Emergency Access from Granite Creek Road to Highway 17	Short Term CA 129	14	Connect Succinto Dr to Highway 17 Status: REQUIRES DESIGN
Emergency Access from Willis Rd to Scotts Travel Valley Drive	Short Term CA 129	14	Connect service road south of Trails to upper Willis Road. Status: REQUIRES DESIGN
Emergency access from Sunridge Dr to El Pueblo	Short Term CA 129	14	Maintain connection of Disc Drive to Sunridge Dr at Seagate.
Skypark access	Short Term CA 135	6	Construct roads consistent with the Skypark Specific Pln Status: REQUIRES DESIGN

Table C-2 (Continued)

<u>Project</u>	<u>Project Implementation Timing & Action Item</u>	<u>Improvement Designation</u>	<u>Improvement/Status</u>
El Pueblo Extension, North	Short Term CA 134	12	Extend El Pueblo northerly across Carbonero Creek to Technology Circle. Status: <i>REQUIRES DESIGN</i>
Mt Hermon Master Plan	Short Term CA 127/CA 138	13	Combine ingress/ egress points, provide pedestrian crossings, re-route Kings Village Road, design intersections to coordinate shopping centers. Status: <i>REQUIRES DESIGN</i>
Mid-town Interchange	Mid Term CA 133	4	Construct freeway interchange from El Pueblo Rd to Green Hills Road over Hwy 17, midway between Granite Creek and Mt. Hermon Road interchanges. Status: <i>REQUIRES DESIGN</i>
Bean Creek Road re- alignment	Mid Term CA 130	10	Realign Bean Ck Rd in conjunction with plan lines west of Scotts Valley Drive Status: <i>REQUIRES DESIGN</i>
West of Scotts Valley Drive	Mid Term CA 136	7	Develop plans to improve neighbor- hood circulation patterns west of Scotts Valley Drive. Status: <i>REQUIRES DESIGN</i>

Table C-2 (Continued)

<u>Project</u>	<u>Project Implementation Timing & Action Item</u>	<u>Improvement Designation</u>	<u>Improvement/Status</u>
Glenwood Drive	Mid Term CA 166	9	Road widening and bike lanes. Status: <i>REQUIRES DESIGN</i>
El Pueblo Extension, South	Mid Term CA 137	15	Extend El Pueblo southerly to Disc Dr, parallel to Scotts Valley Drive. Status: <i>REQUIRES DESIGN</i>
Granite Ck Rd interchange reconstruction	Long Term CA 143	5	Reconstruct to improve efficiency and safety. Status: <i>REQUIRES DESIGN</i>
Mt. Hermon Rd/ Graham Hill connection	Long Term CA 139	16	Develop plan lines from Mt. Hermon Rd opposite Lockhart Gulch Rd to Graham Hill Road Status: <i>REQUIRES DESIGN</i>

Of special concern are the two arterials in the City that serve the commercial areas, Scotts Valley Drive and Mt. Hermon Road. The projected level of traffic on Mt. Hermon Road and Scotts Valley Drive would require widening Mt. Hermon Road and Scotts Valley Drive to seven lanes (three in each direction with a center turn lane), to achieve level of service "C" at the intersections. Mt. Hermon road and Scotts Valley Drive require eight lanes at their intersection. Without this substantial widening, the intersections on Scotts Valley Drive and Mt. Hermon Road cannot be expected to provide better than Level of Service "D" at General Plan buildout. LOS "D" is common in many communities within the San Francisco Bay Area and recommended by the TJKM report.

Though the major transportation improvements needed focuses on the major traffic corridors, additional growth in the Planning Area (particularly residential development) will also generate traffic on local streets.

Residential land uses surround the central commercial/industrial core of the City. Safe and efficient access to existing and future residential developments will largely depend upon the physical condition and design of local streets serving such developments.

Many local City-owned and privately-owned streets in the Planning Area are in need of repair and improvement (primarily storm drains, paving, curbs, gutters and sidewalks). The major traffic corridors and streets in Scotts Valley are City-owned and, therefore, are maintained to meet specific roadway standards. The physical condition of the privately-owned streets vary but most are in need of repair and maintenance.

Safety conditions in the City could be improved if widening and/or repair of local privately-owned streets was undertaken and improved to City standards.

Repairs to private streets are the responsibility of their owners, but once repairs are made, privately-owned streets can be offered for dedication to the City and subsequently included in the City's roadway maintenance program. In order for this to occur, privately-owned streets must meet the specific City roadway design criteria and standards.

Road and Highway Financing The financing of roads and highways in the Planning Area is dependent on a number of revenue sources at federal, state, and local levels. These revenue sources are identified and described below:

A. FEDERAL REVENUES

The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 redefined federal funding sources for roads, transit and bicycle/pedestrian projects. A key provision of ISTEA was the flexibility to distribute funds based on regional need. In this way, street/highway, transit and other alternative transportation modes would compete for the use of funds. ISTEA provided three specific categories of funds which could be used flexibly by local agencies for their projects/programs. These are:

Regional Surface Transportation Program (RSTP): The funds are apportioned by Caltrans to Metropolitan Planning Organizations in California based on population (AMBAG). Under state ISTEA implementation legislation (SB 1435), the funds are further apportioned, based on relative population, to the Regional Transportation Planning Agencies (RTPAs).

When apportioning RSTP funds, the RTPAs must ensure that 1) at least 110% of the amount apportioned under the FY 1991 Federal Aid Urban (FAU) is apportioned (the old FAU system consisted of arterial streets and collector routes in urban or urbanized areas), and 2) at least 110% of the amount apportioned under the FY 1991 Federal Aid Secondary (FAS) is apportioned (the previous FAS system included principal and feeder roads linking to the primary highway network).

Congestion Mitigation and Air Quality (CMAQ) Improvement Program: CMAQ funds, as developed under ISTEA, are available to ozone and carbon monoxide nonattainment areas for programs and projects which contribute to the attainment of National Ambient Air Quality Standards. These funds were designated principally to fund projects for implementing Transportation Control measures (TCMs) in the adopted State Implementation Plan for air quality.

In California, these funds are apportioned by Caltrans to Metropolitan Planning Organizations responsible for air quality conformity determinations in federally designated air quality nonattainment and maintenance areas within the state based on a formula using population and a factor of nonattainment severity.

Under state ISTEA implementation legislation (SB 1435), the funds are further apportioned based on relative population, to the Regional Transportation Planning Agencies (RTPAs).

Federal Transit Administration (FTA): The federal transit assistance program for urbanized area transit operators currently consists of FTA Section 9 block grants which are allocated on a formula basis and can be used for both operations and capital acquisitions. These grants are apportioned annually to urbanized areas through a formula weighted by 1990 U.S. Census population, population density and vehicle miles.

For both RSTP and CMAQ funds, there is a designated committee within each county which is responsible for the development of an annual RSTP and CMAQ program of projects. Respective programs of projects are amended into the Regional Transportation Improvement Programs (RTIPs) prior to incorporation into the Federal Transportation Improvement Program (FTIP).

B. STATE REVENUES

State revenues for transportation come from three basic sources: federal aid programs discussed earlier, the State Highway Users Tax Account (which includes federal aid money) and the State Highway Account.

The revenues in the State Highway Users Tax Account are collected from fuel taxes and motor vehicle fees (such as regulation and weight fees). These funds support non-federally funded costs and provide state matching monies for federal aid. The funds are apportioned to counties and cities in the form of gas tax revenues and any unobligated balance is transferred to the State Highway Account.

The State Highway Account receives all federal aid funds in addition to the spillover of the State Highway Users Tax Account. Expenditures of State Highway Account monies are directed to the following four categories:

- o Allocations to counties and cities to be spent by each for street and highway projects.
- o Expenditures for maintenance and administration on the state highway system.
- o Capital outlays for construction, reconstruction and right-of-way costs on state highways and other streets and roads.
- o State Transit Assistance Funds (STAF) for operating and capital assistance for local transit.

C. LOCAL REVENUES

Local transportation revenues come from the California Transportation Development Act (TDA), the State gas tax apportioned to counties and cities by the state, and the local half-cent sales tax in Santa Cruz County which is dedicated to transit use.

The Transportation Development Act (TDA) of 1971 extended sales tax to gasoline purchases and earmarked one quarter of one percent of all sales tax proceeds for public transit improvements in the county where the revenue was generated.

Financing for maintaining and improving the circulation system is in a high state of uncertainty, due primarily to decreasing funding. State and federal revenues are typically earmarked for particular activities and precluded from use on other activities. Revenues cannot always be spent the way various jurisdictions might choose. The choice of activities to be funded are made by the metropolitan transportation agency which is the Santa Cruz County Regional Transportation Commission. The City of Scotts Valley shares three seats on the Commission with the four cities in determining the distribution of funds throughout the county.

Scenic Highways No scenic highways have been designated within the City of Scotts Valley. However, Scotts Valley is endowed with the extraordinary scenic qualities afforded it by the mountain environment. Figure OS-1 in the Open Space and Conservation element shows scenic road corridors where roads could be considered for scenic highway designation. Figure OS-1 also identifies prominent ridges and features and vistas throughout the City. Special attention should be given to maintaining viewsheds as seen from the following transportation routes: Mt. Hermon Road, Scotts Valley Drive, Lockhart Gulch Road, Bean Creek Road, Glenwood Drive, Granite Creek Road, Glen Canyon Road, Lockwood Lane, Green Hills Road, and La Madrona Drive.

Congestion Management In June 1990, the California voters passed Propositions 108 and 111, which included a requirement that agencies throughout California be designated to prepare Congestion Management Programs (CMP) which would curb the growing congestion on California's transportation facilities. In Santa Cruz County, the Santa Cruz County Regional Transportation Commission (SCCRTC) was designated as the agency to prepare the CMP for the Santa Cruz region. Generally, the CMP was designed to make effective use of all methods of transportation, require local jurisdictions to consider the impact of their land use decisions on the regional transportation network and to develop congestion relief measures that also benefit air quality. Among the requirements to develop congestion relief measures and benefit air quality is adoption of a trip reduction ordinance (TRO). Currently all local jurisdictions are in the process of developing TROs. These TROs and all congestion management techniques involve reducing dependency on the single occupancy motor vehicle.

In Scotts Valley, the Draft CMP designates the following roadways and intersections as regionally significant:

1. Scotts Valley Drive
2. Mt. Hermon Road
3. Scotts Valley Drive intersection at Mt. Hermon Road
4. Scotts Valley Drive intersection at Granite Creek Road
5. Highway 17 southbound intersection at Scotts Valley Dr
6. Highway 17 northbound intersection at Granite Creek Road

Land use decisions which would affect the capacity of operation of these roads and intersections must be carefully analyzed. The City and developers must explore possible improvements to bicycle lanes, transit and pedestrian facilities and other forms of alternative transportation in order to manage traffic congestion in the future.

Public Transit Services In Scotts Valley there are basically two forms of public transportation services. Traditional fixed-route bus service is provided by the Santa Cruz Metropolitan Transit District (Metro). Other regional bus service is provided by Greyhound Lines, Inc., and Peerless Stages.

The Santa Cruz Metro has been in service since 1968. It has an annual ridership of more than seven million, with 38 routes. The Transit Center is located in Santa Cruz at 920 Pacific Avenue. Route 30 is the principal transit route within Scotts Valley, serving points along Scotts Valley Drive, Mt. Hermon Road and Lockwood Lane. During the school year, the average weekday ridership was 530 in FY 1991-92.

Scotts Valley has been awarded grants to develop a shuttle service and intermodal transit center from the Monterey Bay Unified Air Pollution Control District and the Santa Cruz County Regional Transportation Commission. The shuttle service is being studied by the Santa Cruz Metro and the transit center will provide a multi modal hub connecting with regional transportation facilities. Significant additional funds will have to be acquired to ensure the success of these transit services.

Greyhound Lines, Inc., provides transportation service throughout the United States and Canada. Greyhound Lines, operating as a corporation is regulated by the California Public Utilities Commission and Interstate Commerce Commission. Local service for Scotts Valley is provided between Santa Cruz and Santa Clara. The bus stop is located on Scotts Valley Drive at Terrace View Drive.

Non-Motorized Transportation Non-motorized transportation includes biking, equestrian, and pedestrian modes. The facilities developed and maintained for these modes, such as bikeways, equestrian facilities, and pedestrian facilities are developed and maintained by both the City and private parties.

Bikeways The 1991 Parks Master Plan shows existing and proposed bicycle paths and recommends improvements to routes within the City.

In addition, the City and the County of Santa Cruz have worked together in developing a regional system of bicycle paths that includes bike paths through the Planning Area. Listed below are bike lanes that exist along some of the roads in Scotts Valley:

- Mt. Hermon road from Highway 17 to Lockwood Lane
- Scotts Valley Drive from Granite Creek to Mt. Hermon Road
- Granite Creek Road (at the Highway 17 Overpass)

Current trends and conditions indicate a greater potential for bicycling as a viable transportation mode, particularly for intra-city trips. Various factors are contributing to this, such as Scotts Valley's favorable climate, increasing energy costs, increasing road and parking congestion (and increasing road construction costs), and increased use of bicycles for commuting and recreation (touring).

Figure 1 the Parks Master Plan shows suggested bicycle lanes along Glenwood Drive, Graham Hill Road, La Madrona Drive, Green Hills Road, Glen Canyon road, South Navarra and Navarra Drives, Lockwood Lane, Kings Village Road, Bluebonnet Lane, and Bean Creek Road. Transportation improvements on these roads (i.e., widening or repaving) should include provisions for bicycle lanes.

Equestrian and Hiking Trails Existing and proposed trails are also illustrated in Figure 1 of the Parks Master Plan. At present, there are no trails specifically signed and designated for equestrian or multipurpose use. However, the City has made an effort to establish right-of-ways for a number of these trails. The intent is to develop an integrated system of new trails to provide a continuous regional system.

Existing trails are generally located in the more rural, undeveloped portions of the Planning Area.

New proposed multi-use trails in the City are largely located along the ridges of the hills west of Highway 17 and at the foot of the steep slopes north of Graham Hill Road.

Pedestrian Facilities Pedestrian facilities consist primarily of sidewalks, paths, and structures to separate pedestrian from vehicular traffic. Each jurisdiction has the authority to provide these facilities for its citizens. Provision of facilities for walking trips can assist in conserving energy and improving air quality and traffic congestion. The pedestrian mode cannot replace lengthy trips; however, a certain percentage of trips within urbanized areas are short-distance trips that could be made by walking.

It is a goal of local transportation planning to integrate pedestrian facilities into the transportation system in a manner which will enhance the safety and convenience of pedestrian movements.

TRANSPORTATION

Transportation Systems

CG-85 GOAL
TO PROVIDE THE PLANNING AREA WITH AN INTEGRATED
TRANSPORTATION SYSTEM WHICH SERVES PRIVATE MOTORIZED
VEHICLES, BICYCLES, EQUESTRIANS, PEDESTRIANS AND OTHER FORMS
OF TRANSIT.

CO-86 Objective
Develop and maintain an integrated transportation
system that is within the City's ability to finance and
operate.

CP-87 Policy
The City shall identify capital improvements
necessary to develop an integrated transportation
system.

CA-88 Action
The capital improvement program shall be
annually updated to identify transportation
system improvements, consistent with General
Plan policy, to be implemented in 5, 5-15,
and 15+ years. The capital improvement
program shall identify and estimate
implementation dates and funding sources, and
prioritize programs.

CP-89 Policy
Pursue all available public and private sources of
funding for transportation system development,
improvement, and maintenance in order to minimize
fiscal impacts on the City's general funds.

CA-90 Actions
Submit eligible projects to the
Transportation Commission to obtain priority
status and funds.

CA-91 Direct the Public Works Director to prepare
and present effective materials for projects
before the Transportation Commission.

CA-92 Require those benefiting from transportation
improvements to pay a fair share of the
costs.

- CA-93 Develop an active grant program by assigning a staff member the task of monitoring and applying for appropriate programs which are complementary to the City's funding needs for transportation.
- CA-94 Collect traffic impact mitigation fees from developers of new projects, based on the MSI Study. Use these fees to develop designated transportation facilities.
- Policy
- CP-95 The City shall coordinate its transportation planning effort with appropriate agencies to promote an integrated transportation system which favors public transit and alternatives to the single occupancy vehicle.
- Actions
- CA-96 Submit capital improvements proposed for the City's transportation system to appropriate agencies, such as Caltrans, the Santa Cruz County Metropolitan Transit District, Santa Cruz County Regional Transportation Commission, and the bicycle and equestrian clubs, for review and comment.
- CA-97 Adopt a new citywide transportation master plan that de-emphasizes the role of the automobile and emphasizes the role of alternative forms of transportation. The plan shall include a cost analysis and capital improvement program to implement the plan.
- CA-98 Reevaluate the Trip Reduction Ordinance (TRO) in conjunction with the Santa Cruz County Regional Transportation Commission (SCCRTC) and the Monterey Bay Unified Air Pollution Control District (MBUAPCD).
- CA-99 Join and maintain membership in the Santa Cruz Area Transportation Management Association (TMA) and the Association of Monterey Bay Area Governments (AMBAG).
- CA-100 Create incentives which encourage employers throughout the City to join the TMA.
- CA-101 Consider economic incentives for employers which reflect the cost of individual transportation choices.

- CA-102 Consistent with the TRO, the City shall participate in trip reduction and congestion management techniques to serve as a model for other city employers.
- CA-103 The City shall develop sidewalks along Scotts Valley Drive, Mt. Hermon Road and all collector streets with pedestrian access connecting complimentary land uses wherever feasible.
- CO-104 Objective
Minimize the potential adverse effects associated with development of an integrated transportation system.
- CP-105 Policy
The integrated transportation system shall be designed, constructed and maintained for the safety of its users and to preserve and/or enhance the beauty of the area.
- CA-106 Action
Consider the findings of the North Scotts Valley Drive Circulation Study and Supplement, July 1989, and January 1990, the Gateway South Assessment District Traffic Engineering Studies, December 1987, and all EIR traffic studies, and other certified approved traffic studies, and implement appropriate recommendations.
- CA-107 Design transit facilities which are attractive, safe and comfortable for riders with open design which is readily visible in order to discourage loitering.
- CA-108 Encourage the inclusion of public art in the development of all transit facilities while aggressively enforcing anti-graffiti policies.
- CP-109 Policy
The integrated transportation system shall be designed, constructed, and maintained to minimize adverse impacts on the Planning Area, particularly on adjoining uses of land.
- CA-110 Actions
Continue to support the existing transit service which de-emphasizes the role of the automobile.

- CA-111 Through the environmental review process consider mitigations for traffic impacts which encourage the use of public transit, and non-motorized vehicles.
- CA-112 Require buffering and landscaping in and around transportation facilities to shield the visual effects and noise associated with a transportation system.
- CA-113 Through the environmental review process proposed developments shall determine the need, if any, for mitigations beyond those identified in the MSI study and the timing of construction for needed improvements.
- Objective
CO-114 Attain full transportation planning capability.
- Policy
CP-115 The City shall lobby to change state law so that the City will be able to maintain a City seat on the Transportation Commission every year.
- Action
CA-116 The Planning Director and Public Works Director shall review appropriate Transportation Commission reports for impacts in Scotts Valley and prepare reports for the Council.
- CA-117 A city councilmember shall be the appointee to the Transportation Commission, and may appoint a member of the public works staff to be the alternate.
- Objective
CO-118 Establish a central multi-modal transit center within Scotts Valley.
- Policy
CP-119 The City shall work with the Santa Cruz Metropolitan Transit District to develop a central multi-modal transit center along Mt. Hermon Road.
- Action
CA-120 The Skypark Subcommittee shall make appropriate recommendations to the City Council to establish the multi-modal center.

Streets and Highways

CG-121 GOAL

TO PROVIDE FOR A PUBLIC STREET AND HIGHWAY SYSTEM CAPABLE OF ACCOMMODATING EXISTING AND PROJECTED NEEDS OF THE PLANNING AREA.

CO-122 Objective

Establish a street and highway system which serves the Planning Area that gives preference to local residents' safety and comfort.

CP-123 Policy

The present street and highway system shall be improved and maintained to provide safe and efficient travel between various parts of the planning area and to individual properties.

CA-124 Actions

A 10 year street maintenance plan shall be prepared. It shall be updated annually adding a new year with each update, which shall be submitted with the budget package.

CA-125 The city shall undertake a program to assure that all city streets are maintained whether by public or private means.

CA-126 The Scotts Valley Drive Master plan shall be implemented.

CA-127 By January 1995, prepare a Mt. Hermon Road Master Plan including all intersections and access points, pedestrian crossings, turning movements and signal synchronization.

CA-128 Maintain closure of Sunridge Drive at Disc Drive and South Navarra Drive at Green Hills Road.

CA-129 Require new development to construct and maintain emergency accesses, including Bethany Drive to Canham Road, Sucinto Drive to Highway 17, Upper Willis Road to Scotts Valley Dr. and Sunridge to Disc Drive.

CA-130 Require new development at Bean Creek Road and Scotts Valley Drive intersections to participate in realigning Bean Creek Road west of Scotts Valley Drive.

CA-131 ~~No new construction shall occur within the Camp Evers Special Treatment Area until review and approval of a circulation plan coordinated with neighboring land uses has occurred. (Reso 1119.28)~~

Policy

CP-132 The traffic circulation system of the city shall be improved to extend and connect streets as needed for future development and present convenience.

Actions

CA-133 Prior to more intense development of the Green Hills Road area, build a mid-town interchange, connecting highway 17 with Green Hills Road and El Pueblo Road, according to Caltrans guidelines. By January 1995, the City Council shall amend Ordinance 143 establishing Developer Impact Fees Schedule to include fees for development of the mid-town interchange. The fees would be collected for any construction that would benefit as a result of the mid-town interchange.

CA-134 During the planning and permit process for parcels located between Carbonero Creek and Scotts Valley Drive and between Disc Drive and El Pueblo, cross easements shall be required where appropriate to facilitate the circulation of commercial traffic to and from parcels not located at an intersection with full turning movement capacity.

CA-135 Establish a Skypark circulation system to provide efficient flow through the project and be compatible with surrounding roadways.

CA-136 Identify plan lines to be extended throughout the city, per Table C-2.

CA-137 Construct a roadway connection from Janis Way to Technology Circle across Carbonero Creek, relocating parking spaces from parking lots if necessary.

CA-138 Connect Scotts Village in front of the Good-year garage to Graham Plaza.

CA-139 Develop plan lines from Lockhart Gulch to Graham Hill Road during development of the Kaiser Quarry.

CA-140 Prior to development of any property in the Mt. Hermon Road Special Treatment Area, a circulation plan shall be developed to minimize access points on Mt. Hermon Road as described in the land use element of the General Plan.

Policy

CP-141 The Planning Area's street and highway system shall be coordinated with street and highway networks in adjacent areas.

Action

CA-142 Maintain the City street and highway system to integrate with the road system already established by Santa Cruz County. The Public Works Director shall ensure a coordinated system design.

CA-143 Continue to work with Caltrans to improve the Granite Creek and Scotts Valley Drive intersections.

CA-144 Seek funding and/or shared maintenance expense agreements with the County and Caltrans for the Mt. Hermon Road corridor, which serves as a primary access for the San Lorenzo Valley.

Objective

CO-145 Improve the performance and safety of the City's street and highway system through ongoing traffic monitoring and improvement programs for the Mt. Hermon Road corridor which serves as a primary access for San Lorenzo Valley.

Policy

CP-146 The City shall identify and improve congested and critical traffic locations.

Actions

CA-147 The City Engineer shall prepare a formula for calculating the Level of Service on streets and intersections based upon the Highway Capacity Manual Guidelines.

CA-148 Continue to monitor existing traffic problem areas through the City's Public Works Department with traffic counts and additional or expanded traffic studies. The City Engineer/Public Works Director shall develop and maintain an analysis of the current LOS at identified streets and intersections.

- CA-149 Scotts Valley Drive at Mt. Hermon Road and Granite Creek Road at Scotts Valley Drive shall be upgraded to a Level of Service "D", or better.
- CA-150 Require that all intersections maintain a Level of Service "C", or better, except as noted in this plan.
- CP-151 Policy
Require new developments to identify traffic problem areas as a part of the monitoring program and condition projects to mitigate problems.
- CA-152 Action
The City Engineer will require new development to provide traffic counts and LOS analysis based upon the City's formula and contribute fair share funding for improvements to roadway system problem area.
- CP-153 Policy
On-street parking along arterials shall be prohibited.
- CA-154 Action
Retain the ordinance prohibiting parking on Mt. Hermon Road and Scotts Valley Drive.
- CP-155 Policy
On-street truck loading and unloading shall be prohibited on major arterials during peak traffic flow hours and discouraged at all other times.
- CA-156 Actions
Retain the ordinance prohibiting on-street truck loading and unloading on Mt. Hermon Road and Scotts Valley Drive during peak traffic flow hours, and post hours that truck loading is allowed.
- CA-157 Truck movements required to load or unload which block traffic shall not be allowed.
- CP-158 Policy
Heavy semi-trailer truck traffic on major arterials shall be prohibited consistent with state law.
- CA-159 Action
The City shall work with federal, state, and local jurisdictions to offset the impact on City streets of truck traffic originating outside the City.

- CP-160 Policy
The City shall promote a street lighting program for the safety of pedestrians and transit patrons.
- CA-161 Action
Establish street lighting districts where appropriate as a part of the overall transportation system capital improvement program.
- CP-162 Policy
Driveways, mid-block access points and non signalized intersections shall be limited where appropriate.
- CA-163 Actions
The City shall encourage the consolidation of properties along Scotts Valley Drive to improve circulation more suitable for quality development.
- CA-164 During permit processing, require development to utilize joint driveways or frontage roads between properties.
- CP-165 Policy
The City shall plan for sidewalk construction as part of new development and improvement projects in appropriate areas.
- CA-166 Action
As part of the capital improvement program and new public or private roadway improvement projects, identify the need for and require the installation of sidewalks.
- CP-167 Policy
Adequate provision shall be made for pedestrian crossings at appropriate locations.
- CA-168 Action
As part of the capital improvement program and new public or private roadway improvement projects, identify the need for and require installation of pedestrian signals and crosswalks, along streets and within parking lots.

Scenic Roads and Highway

CG-169 GOAL

TO ESTABLISH, MAINTAIN AND ENHANCE THE SCENIC BEAUTY OF THOSE ROADS, STREETS AND/OR HIGHWAYS WHICH ARE SIGNIFICANT TO THE PLANNING AREA, AND TO ENHANCE THE AESTHETIC AND VISUAL QUALITIES OF THOSE PORTIONS OF THE PLANNING AREA VISIBLE FROM MAJOR TRANSPORTATION CORRIDORS.

Objective

CO-170 Encourage the preservation and enhancement of the scenic beauty of all roads, streets and highways within the Planning Area as part of any road improvement or construction project.

Policy

CP-171 The City shall require the undergrounding of utilities along roadways.

Action

CA-172 Generate revenues to underground utilities by using Rule 20A funds or other financing mechanisms, and requiring developers to pay for undergrounding utilities adjacent to the project, or pay a fair share amount towards a future undergrounding project incorporating their project site.

Policy

CP-173 The City shall require appropriate landscaping and/or barrier screening in all new projects to screen off objectionable views along roads, streets and highways.

Action

CA-174 Require landscape plans for all new and major structural rehabilitation construction projects. Landscape plans shall be reviewed and approved by the Design Review Board.

Policy

CP-175 The City shall obtain conservation easements where appropriate to preserve scenic areas adjacent to roads.

Action

CA-176 Condition projects to dedicate conservation easements to preserve scenic areas adjacent to roads.

Policy

CP-177 The City shall ensure that traffic islands and median strips are landscaped to enhance the scenic beauty of the road.

- CA-178 Action
Develop design and landscaping criteria for islands, medians and major roadways that are sensitive to water resource limitations and reflect the City's scenic beauty.
- CP-179 Policy
The City shall prohibit the placement of unsightly advertising and street directional signs along roadways.
- CP-180 Policy
The City shall promote the placement of aesthetically pleasing streets and highway furniture.
- CA-181 Action
The Design Review Board shall develop criteria and review the placement of advertising signs, signs directing motorists to businesses or shopping areas, and street and highway furniture. Amend the City Code to require Design Review of these types of improvements.
- CO-182 Objective
Improve the aesthetic qualities of Scotts Valley Drive and Mt. Hermon Road, without constricting the normal flow of traffic.
- CP-183 Policy
The City shall employ a cooperative planning effort among public and private interests to implement appropriate land use controls and architectural techniques for improving and enhancing the scenic beauty and aesthetic qualities of Scotts Valley Drive and Mt. Hermon Road.
- CP-184 Policy
The City shall seek funding to improve and enhance the scenic beauty of Scotts Valley Drive and Mt. Hermon Road.
- CA-185 Actions
Continue to support benefit assessment districts and acquire local fees, Federal funds (Surface Transportation Program) and matching State grant funds to improve and enhance the scenic beauty of Scotts Valley Drive and Mt. Hermon Road.

- CA-186 The City shall assist property owners on Mt. Hermon Road and Scotts Valley Drive, where feasible, with procedures to expedite project approval processing, assistance in the planning and design of rehabilitation projects, obtaining rehabilitation grants, and similar innovative programs.
- CA-187 The City shall establish and maintain standards and guidelines to be used by the Design Review Board and Planning Commission in evaluating both new construction and rehabilitation projects. The purpose of such standards shall be directed to achievement of desirable levels of aesthetic quality, rather than to dictate a given style of architecture.
- CA-188 The City shall enact and aggressively enforce an ordinance prohibiting long term storage of construction equipment, tractor-trailers, camping trailers, vehicle dismantling facilities and similar unsightly uses which lack adequate screening from arterials, collectors, and local streets.
- CA-189 The City shall actively solicit grants, loans and other financial contributions which may be available for rehabilitation projects.

Objective

- CO-190 Enhance the aesthetic and visual qualities of the Highway 17 corridor.

Policy

- CP-191 The City shall petition Caltrans and other appropriate agencies to enhance the landscape adjacent to the roadway, preserve the views from the freeway, and buffer nearby properties from noise and lights.

Action

- CA-192 Identify and prioritize problem areas along Highway 17 and provide improvement recommendations to Caltrans by official City resolution. Direct the Public Works Director to follow up on the city recommendations.

Policy

- CP-193 The City shall require existing and new developments adjacent to Highway 17 to screen their parking, roof-top equipment, storage and loading areas to improve and enhance the views from the highway.

CA-194 Action
Implement enhancement programs contained herein for existing properties and require new developments to berm and landscape parking, storage, and loading areas to screen these improvements from Highway 17.

Transit Service

CG-195 GOAL
TO PROMOTE AN EFFICIENT AND REASONABLY PRICED TRANSIT SYSTEM FOR THE PLANNING AREA.

CO-196 Objective
Encourage public and/or private transit services as viable transportation alternatives.

CP-197 Policy
Working with appropriate agencies and jurisdictions, the City shall encourage transit use for both intra and inter city travels.

CA-198 Actions
Coordinate transit service with the appropriate agencies and jurisdictions and make available to the public both intra- and inter-city ride schedules.

CA-199 Incorporate transit service improvements into the Scotts Valley Drive Improvement District.

CA-200 Establish an intra-City shuttle service to provide cost effective transit to major shopping centers, employment centers and residential neighborhoods of Scotts Valley with time coordinated schedule links to inter-City and county transit services.

CP-201 Policy
The City shall encourage new developments to provide for and promote transit use, where feasible.

CA-202 Actions
New development should be required to provide fixed transit facilities such as bus shelters and pull-outs, consistent with anticipated demand. As a part of environmental and permit processing, submit development plans to the Santa Cruz Transit District for review and incorporate transit facilities, as appropriate, per district standards.

- CA-203 Require large multi-family residential, commercial and industrial facilities to make transit schedules available to the public.
- CA-204 The City shall investigate opportunities for centralized public or shared private parking facilities. New developments shall participate with the city in providing for these parking facilities.

Bicycle Transportation

CG-205 GOAL
TO PROVIDE FOR A SAFE AND EFFICIENT BICYCLE TRANSPORTATION SYSTEM AS A MAJOR FORM OF TRAVEL OR RECREATION.

CO-206 Objective
Establish a network of bicycle routes as part of the Planning Area's integrated transportation system.

CP-207 Policy
The City shall maintain a comprehensive bicycle system plan for the City of Scotts Valley and shall, where possible, integrate the plan with those of adjoining jurisdictions.

CA-208 Action
The Public Works Department shall periodically review and recommend amendments to the citywide comprehensive bicycle system plan of the Parks Master Plan, and incorporate it into the City's integrated transportation plan. Coordinate this plan with Santa Cruz County and Caltrans to ensure a comprehensive regional plan.

CA-209 The Public Works Department shall perform the necessary maintenance on all established bicycle lanes to keep them free of obstacles that would pose safety hazards for commute-style bicycles.

CP-210 Policy
The City, working cooperatively with appropriate agencies and jurisdictions, shall designate a network of bicycle routes.

- CA-211 Action
Continue to cooperate with the Santa Cruz County Transportation Commission bicycle committee to establish a network of bicycle lane plan lines. Incorporate acquisitions and improvements of the bicycle lanes into the City's capital improvement program.
- CP-212 Policy
The City shall require new developments located along designated bicycle routes to provide an appropriate bicycle path, including rights-of-way and construction.
- CA-213 Action
As a part of permit processing, require new developments to provide rights-of-way and install bicycle route improvements, per the Parks Master Plan adopted by the City Council on May 1, 1991.
- CP-214 Policy
The City shall include bicycle lane construction in all road improvement and expansion projects on designated bicycle routes.
- CA-215 Action
Include bicycle lane right-of-way acquisition and improvements in transportation improvement projects.
- CP-216 Policy
The City shall develop funding sources for bicycle transportation system implementation and maintenance.
- CA-217 Action
Pursue State bicycle improvement grant funds, local revenue sources and assessment district financing to implement bicycle system improvements.
- CA-218 The Public Works Department shall include the estimated costs to maintain the bicycle lanes in the annual public works budget.
- CO-219 Objective
Reduce the conflict between bicycles and other modes of travel.
- CP-220 Policy
The City shall construct and maintain designated bicycle lanes in conformance with established safety standards.

- CA-221 Action
The Public Works Department shall inspect all bicycle lane improvements for conformance with established safety standards and adopted plans.
- CA-222 Alternate bicycle routes will be found to avoid congested areas where possible.
- CP-223 Policy
The City shall discourage street parking along designated bicycle lanes.
- CA-224 Action
Extend "No Parking" zones to include all improved bicycle lanes.
- CP-225 Policy
The City shall promote a bicycle safety educational program of the Scotts Valley Police Department.
- CP-226 Policy
The City shall encourage enclosed bicycle parking at shopping centers and businesses.

Hiking and Equestrian Trails

CG-227 GOALS
TO PROVIDE A SAFE AND ACCESSIBLE SYSTEM OF HIKING AND EQUESTRIAN TRAILS THROUGHOUT THE CITY.

- CO-228 Objective
Designate hiking and equestrian trails for specific trail adoption and development.
- CP-229 Policy
The City shall prepare a comprehensive hiking and equestrian trail system plan integrated with those of adjoining jurisdictions.
- CA-230 Actions
Hiking and equestrian trails and easements shall be identified and, where appropriate, link with County, State or regional trail systems.
- CA-231 Where appropriate, hiking and equestrian trails shall connect with parks, recreational areas.

- CA-232 Coordinate the location of hiking and equestrian trails with the Sierra Club, the Santa Cruz County Horseman's Association, the Santa Cruz County Trails Commission, and affected property owners.
- CP-233 Policy
The City shall require public dedication of trail easements in new projects located along adopted trail routes.
- CA-234 Action
Condition development to require dedication of trail easements consistent with the General Plan.
- CP-235 Policy
The City shall identify funding sources to implement hiking and equestrian trails. These shall include State access grants, local revenue sources, assessment district financing, and conditioning of projects.
- CP-236 Policy
Hiking and equestrian trails shall be located, designed, and constructed to minimize adverse impacts on the areas through which they travel.
- CA-237 Action
Through the environmental review process, assess and mitigate potential adverse impacts of trail development and use to an acceptable level.
- CP-238 Policy
Promote public safety in planning, design, construction, and use of hiking and equestrian trails.
- CA-239 Actions
Plan and design a separation of hiking and equestrian trails from vehicular roadways.
- CA-240
If conflicts between uses become apparent, signs shall be installed restricting the use to only one type of use.
- CA-241
For maximum safety, the surface crossings of trails with roads shall be minimized.
- CA-242
Trail distance and directional markers shall be installed at the trailhead of routes that travel more than two miles without intersecting with a roadway.

CA-243

Trail crossings of roads shall be appropriately signed and marked.

CA-244

Amend the City Code to prohibit motorized vehicles on hiking and equestrian trails, post the trails with signs prohibiting such vehicles, assess impacts of violations on the Police Department and establish a level of fines that will pay for damages to public property.

CA-245

Investigate the use of hiking and equestrian trails for the use of fire safety and emergency evacuation.

revised in c:\text\gp-mstr\gen-pin 5/27/94
updated per 6/20/94 City Council meeting