

5. CIRCULATION ELEMENT

A. Purpose

Government Code Section 65302[b] requires that every General Plan include a Circulation Element which consists of "the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the Land Use Element of the Plan."

Government Code Section 65302[b] also requires all jurisdictions to plan for an integrated multi-modal transportation network of complete streets in their General Plan. Complete streets are designed for the needs of all users regardless of age or ability or whether they are driving, walking, bicycling, or taking transit. Complete streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a complete street.

The Circulation Element discusses multi-modal transportation issues for the Fort Bragg Planning Area; it briefly describes the existing multi-modal circulation system and travel characteristics and projects future traffic and multi-modal transportation challenges based on the land uses and growth projections described in the Land Use Element. Policies and programs contained in this element provide a guide for decisions regarding multi-modal transportation system improvements to accommodate Fort Bragg's anticipated growth. Detailed description and analysis of Fort Bragg's transportation system are contained in the Draft EIR.

The main objectives of the Circulation Element are to:

- Support the efficient and safe circulation of people, goods, energy, water, sewage, storm drainage and communications;
- Plan for the balanced multi-modal transportation network that meets the needs of all users of the circulation system, including: bicyclists, children, persons with disabilities, motorists, movers of commercial goods, pedestrians, public transit users, and seniors;
- Ensure that Fort Bragg's circulation network accommodates anticipated development;
- Minimize the intrusion of through-traffic onto local streets; and
- Provide improvements to the transportation system which complement and support the other goals of this General Plan.

B. Existing Conditions

1. Roadway Classifications

The street system in Fort Bragg is laid out in a grid pattern with Main Street (Highway One) functioning as the primary north-south roadway. Franklin Street is located one block east of Main Street and provides access along the main commercial corridor. A number of streets, including Cypress Street, Chestnut Street, Oak Street, Redwood Avenue, Pine Street, and Elm Street provide east-west connections. Streets in Fort Bragg are classified according to their function as defined and shown in Table C-1 and Map C-1: Existing Roadway System.

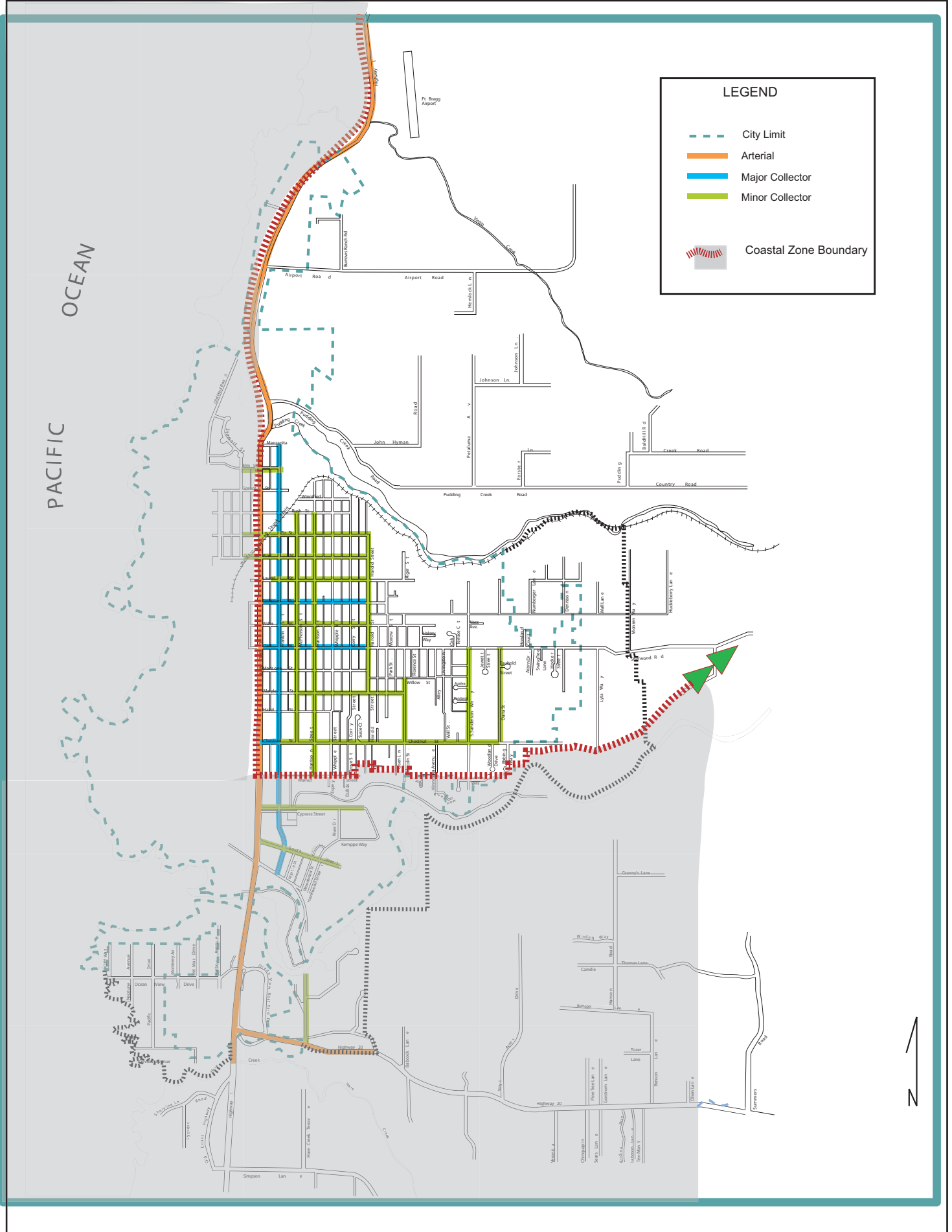
The Roadway Classification System

- Highway:** A high-speed, limited access roadway serving primarily regional and county-wide travel. California State Department of Transportation (Caltrans) controls the design, operation, and maintenance of highways. Fort Bragg does not have any limited access roadways.
- Arterial:** A medium-speed, medium capacity roadway that provides travel and access within the City and access to highways. Main Street (Highway One) and Highway 20 are considered arterial roadways.
- Major Collector:** A relatively low-speed, street that provides access within and between neighborhoods. Major Collectors usually serve short trips and are intended for collecting trips from local streets and distributing them to Arterial streets.
- Minor Collector:** A relatively low-speed street that provides a connection between Arterials and Major Collectors and direct access to parcels. They handle a lower volume of traffic than Major Collectors.
- Local Street:** A low-speed, low-volume street that provides access to adjacent land. Local streets are designed for trips within neighborhoods and to Collector and Arterial streets, and not to serve through-traffic.

**Table C-1
Fort Bragg Roadway Classification**

| Roadway Classification | Location |
|---|--|
| Arterials | |
| Main Street (Highway 1) | Full Length |
| Highway 20 | Full Length |
| Major Collectors | |
| Chestnut Street | Main Street to Franklin Street |
| Franklin Street | Full Length |
| Redwood Avenue | Main Street to Harold Street |
| Oak Street | Alley West of Main Street to Harold Street |
| Minor Collectors | |
| Chestnut Street | Franklin Street to Dana Street |
| Maple Street | Main Street to Lincoln Street |
| Alder Street | Main Street to Harold Street |
| Laurel Street | Block West of Main Street to Harold Street |
| Pine Street | Stewart Street to Harold Street |
| Fir Street | Stewart Street to Harold Street |
| Elm Street | Glass Beach Drive to Franklin Street |
| McPherson Street | Chestnut Street to Bush Street |
| Harrison Street | Walnut Street to Bush Street |
| Harold Street | Maple Street to Fir Street |
| Lincoln Street | Chestnut Street to Willow Street |
| Sanderson Way | Chestnut Street to Oak Street |
| Dana Street | Chestnut Street to Oak Street |
| Cypress Street | Full Length |
| South Harbor Drive | Full Length |
| South Street | Main Street to River Drive |
| Local Streets | |
| All remaining streets will be considered local streets. | |

Map C-1 EXISTING ROADWAY SYSTEM



LEGEND

-  City Limit
-  Arterial
-  Major Collector
-  Minor Collector
-  Coastal Zone Boundary



2. Roadway Level of Service Standards

Level of Service (LOS) standards provide a qualitative indicator based on a quantitative analysis of the functional capacity of a roadway or intersection. LOS standards describe the relative ease or congestion of traffic movement on a roadway or at an intersection. LOS "A" represents free flow conditions and LOS "F" represents jammed conditions where traffic flow is at or over the capacity of the roadway and consequently moves very slowly. Table C-2 below explains in more detail the LOS concept. LOS is normally used to describe peak-hour conditions.

**Table C-2
Level of Service Definitions**

| Level of Service | Description | V/C Ratio* |
|-----------------------------|--|-------------------|
| Free Flowing LOS A | Relatively free-flow. No restrictions to vehicle maneuverability or speed. Very slight delay. | 0.00-0.60 |
| Minimal Delays LOS B | Stable Flow. Some slight reduction in maneuverability and speed. Vehicle platoons form. This is a suitable level of operation for rural design. Slight delay | 0.61-0.70 |
| Acceptable Delays LOS C | Stable flow operation. Higher volumes. More restrictions on maneuverability and speed. Acceptable delay. | 0.71-0.80 |
| Tolerable Delays LOS D | Approaching unstable flow operation. Queues develop. Little freedom to maneuver. Tolerable delays for short periods. | 0.81-0.90 |
| Significant Delays LOS E | Unstable flow or operation. Low operating speed; momentary stoppages. This condition is not uncommon in peak hours. Congestion and intolerable delays. | 0.91-1.00 |
| Excessive Delays LOS F | Forced flow or operation. There are many stoppages. The highway acts as a vehicle storage area. Jammed. Gridlock. | 1.00+ |

Source: Highway Capacity Manual, HRB Special Report 87.

C. Existing and Projected Traffic Patterns

Fort Bragg is built along Highway One which is also called Main Street within the City. Highway One is the only continuous north-south road serving the north coast of Mendocino County, providing a local transportation corridor for many communities and the primary access route for visitors. Traffic volumes on this roadway have increased steadily over the years.

Traffic into and out of Fort Bragg is constrained by the capacity of two bridges: Hare Creek and Pudding Creek, and by the two-lane (i.e., one through lane in each direction) roadway sections along Highway One. The Hare Creek and Pudding Creek bridges are limited to one lane of traffic in each direction.

The most congested street in the City is Main Street between the northbound merge area located just south of Laurel Street through Elm Street. The northbound section of this road currently operates at LOS D to LOS E during peak hours.

The Noyo River Bridge is a four lane bridge with a center lane for emergency vehicles and a sidewalk on both sides. The bridge provides access at the south end of the City and to Highway 20 and operates at LOS A.

Although the volume of traffic on Main Street has increased over the past few years, intersections with traffic signals – Highway 20, Ocean View Drive, Cypress Street, Chestnut

Street, Oak Street, Laurel Street, Elm Street, and Redwood Avenue - are operating at LOS B or better. The side street stop sign controlled intersections with Main Street are also operating at LOS B or better for traffic traveling on Main Street, although traffic turning onto Main Street from some side streets can experience LOS D, E, or F during peak hours.

D. Projected Traffic Volumes

Land use and transportation must be coordinated so that the capacity of the transportation system will accommodate the traffic generated by the development of the community. To understand the relationship between land use and transportation, the new traffic that would be generated by the 10-year buildout projections (2022) listed in Table C-3 below and was added to existing traffic volumes on major streets.

| Use | Existing - 2010 | | 2022 New Construction, Entire City | | 2022 New Construction, Inland General Plan Area | |
|-----------------------------------|---------------------------|--------------------------|------------------------------------|-------------------------|---|-------------------------|
| | City Existing Development | SOI Existing Development | New Construction in City | New Construction in SOI | New Construction in Inland Area | New Construction in SOI |
| | Residential (units) | 3,313 | 200 | 250 | 15 | 63 |
| Single Family & Second Units | 2,078 | 200 | 150 | 14 | 38 | 14 |
| Multifamily | 1,235 | 0 | 100 | 0 | 25 | 0 |
| Commercial/Office (Square Feet) * | 1,556,000 | 0 | 143,000 | 0 | 42,900 | 0 |
| Industrial (Square Feet)** | 316,000 | 0 | 20,000 | 0 | 10,000 | 0 |
| Lodging (Rooms) | 959 | 15 | 100 | 0 | 0 | 0 |

Sources: Census, 2010, City of Fort Bragg, 2012. 2002 Fort Bragg General Plan, Land Use Element Tables LU-1 and LU-2, 2004

* 2010 estimate for commercial/office includes 2002 General Plan estimate plus new development over the past ten years

**2010 estimate excludes industrial buildings on the Mill Site, which is being decommissioned and redeveloped into non-industrial uses

The traffic projections take into account the type and intensity of existing and future development, areas of vacant developable land, and the policies established by the General Plan. The traffic projections estimate how much traffic will be generated by new development, what traffic problems will occur, and what roadway improvements would relieve traffic congestion. This projected traffic increase would be generated by development within the City and its Sphere of Influence, new development in the County, and tourist traffic which will continue to increase in Fort Bragg and the coastal areas of Mendocino County.

The traffic projections include the existing roadway network as shown in Map C-1.

Tables C-4 summarizes the Levels of Service for roadway segments and intersections for a summer Friday mid-day peak hour when traffic is generally the most congested. This table shows the projected LOS with and without the development proposed through the Draft 2012 Mill Site Specific Plan.

E. Roadway Deficiencies

Traffic projections in Tables C-4 a indicate that Levels of Service will remain virtually identical to current Levels of Service taking into consideration anticipated development in the Inland General Plan area. If all potential future development is taken into consideration throughout the City, including anticipated development on the Mill Site all intersections and roadway segments will conform with the standards established by the Inland General Plan.

In fact, all intersections are operating acceptably under Existing Conditions and are expected to continue operating acceptably under Future conditions without or with projected ten year traffic volumes from development on the Mill Site and the Coastal General Plan Area. Although the approach Level of Service for the westbound Pine Street approach of SR1/Pine Street is expected to operate at LOS E, it is considered acceptable as the intersection as a whole is operating acceptably at LOS A and the Caltrans rural peak hour signal warrants are not met. Westbound approach volumes at SR1/Pine Street are currently low at approximately 36 vehicles per hour. It should be noted that with the addition of project-related traffic volumes, average delay at the SR1/Elm Street and SR1/Laurel Drive decreases during the p.m. peak hour. While this is counter-intuitive, this condition occurs when traffic volumes increase on movements that are currently underutilized or have delays that are below the intersection average, resulting in a better balance between approaches and lower overall average delay. Future traffic volume increases are expected predominantly on the through or right-turn movements, which has an average delay that is lower than the average for the intersection as a whole, resulting in a slight reduction in the overall average delay. The conclusion could incorrectly be drawn that operation actually improves over time based on this data alone; however, it is more appropriate to conclude that future traffic increases are expected to make use of excess capacity, so drivers will experience little, if any, change in future conditions.

**Table C-4
Summary of Intersection Level of Service Calculations (PM Peak Hour)**

| Study Intersection Approach | Existing Conditions | | Future Conditions – No Mill Site | | Future Conditions – Plus Mill Site | |
|--------------------------------|---------------------|----------|-------------------------------------|-----------|---------------------------------------|-----------|
| | Delay | LOS | Delay | LOS | Delay | LOS |
| 1. SRI/Elm St | 11.3 | B | 11.1* | B | 11.0* | B |
| 2. SRI/Pine St | 4.3 | A | 5.0 | A | 5.1 | A |
| <i>WB Approach</i> | <i>34.9</i> | <i>D</i> | <i>44.9</i> | <i>E*</i> | <i>47.9</i> | <i>E*</i> |
| <i>EB Approach</i> | <i>16.9</i> | <i>C</i> | <i>18.9</i> | <i>C</i> | <i>19.3</i> | <i>C</i> |
| 3. SRI/Laurel Dr | 8.9 | A | 7.8 | A | 8.7 | A |
| 4. SRI/Redwood Ave | 12.3 | B | 18.3 | B | 19.8 | B |
| 5. Franklin St/Redwood Ave | 11.5 | B | 12.2 | B | 12.4 | B |
| 6. SRI/Oak St | 10.5 | B | 11.6 | B | 11.7 | B |
| 7. Franklin St/Oak St | 11.7 | B | 13.6 | B | 13.7 | B |
| 8. SRI/Chestnut St | 9.7 | A | 10.5 | B | 11.1 | B |
| 9. SRI/Cypress St | 13.1 | B | 16.7 | B | 18.9 | B |
| 10. SRI/Ocean View Dr | 12.6 | B | 15.1 | B | 15.2 | B |
| 11. SRI/SR20 | 22.5 | C | 23.6 | C | 23.9 | C |

Notes: Delay is measured in average seconds per vehicle;
LOS = Level of Service;
Results for minor approaches to two-way stop-controlled intersections are indicated in *italics*;
* = See below for details.

Notes & Assumptions:

- Existing conditions Level of Service calculations completed assuming current lane geometry.
- Existing counts are based on past counts from various studies conducted between July and August, 2008.
- Future conditions Level of Service calculations completed assuming lane geometry from the Main Street Merge Analysis.
- Future turning movement volumes were developed using list of approved projects as provided by the City. Refer to map provided for projected land use of approved projects.
- Mill Site consists of the four projects noted on the provided map that are west of State Route (SR) 1, south of Spruce Street, and north of South Street. They consist of 25 single family housing units, 10,000 square foot of industrial development, 55,000 square foot of commercial development, and a motel development with 70 lodging rooms.
- No growth rates were applied for SR1 through traffic past Pudding Creek Bridge due to low levels of traffic growth seen in historic observations.
- Synchro software was used to determine Level of Service on signalized intersections. Level of Service calculations for unsignalized, stop-sign controlled intersections were conducted using TRAFFIX software.

F. Existing Conditions Sidewalks & Bicycle Facilities

Fort Bragg sidewalk widths vary, primarily on the basis of the street type and sometimes based on the width of the ROW. Some streets have discontinuous sidewalks, sidewalks on one side of the street or substandard sidewalks. The City has Class I, II, and III bicycle facilities. The City intends to further improve its bicycle, pedestrian, and transit facilities as follows:

- Facilitate better public transit, transit stops, and transit convenience;
- Increase number, extent and types of bicycle routes;
- Provide safe and complete sidewalks throughout the City; and
- Provide a mix of land use designations which reduce the need to drive from home to work, schools, and/or commercial outlets.

By improving and providing alternatives to the car, the City serves all residents by: 1) reducing automobile traffic; 2) providing equitable transportation facilities for those without an automobile; and 3) providing transportation alternatives that improve citizen health and enjoyment while conserving energy and reducing air and noise pollution.

G. Goals, Policies and Programs

Goal C-1 Complete Street Planning.

Policy C-1.1: Balance the need of all users. The City shall balance the need to increase motor vehicle capacity with the need for complete streets that provide facilities for bicycle and pedestrian circulation and commercial viability.

Policy C-1.2: Walking and bicycling shall be considered an essential and integral part of the city's circulation network.

Policy C-1.3 Complete Streets: New development, that includes new streets or street segments, shall build multi-modal "complete streets" that are designed for the safety and comfort of cyclists and pedestrians, including children, the elderly, and people with disabilities, consistent with US Department of Transportation complete streets guidelines.

Program C.1.3.1: City street construction and re-construction projects shall provide facilities for all modes of transportation, where feasible.

Program C1.3.2: Through the Capital Improvement Plan and related impact fees, the City shall ensure that adequate funds are provided to maintain the existing circulation network, and where feasible upgrade it to "complete street" design.



Complete streets in Central Business District

1. Automobile and Delivery Vehicle Planning

Goal C-2 Coordinate land use and transportation planning.

Policy C-2.1 Level of Service Standards: Establish the following Level of Service (LOS) standards:

| | |
|---|---|
| Signalized and All-Way-Stop Intersections Along Highway One | LOS D |
| Side Street Stop Sign Controlled Intersections Along Highway One (Side Street Approach) | LOS D, or LOS F if there are less than 15 vehicles/hour left turns plus through movements from the side street and the volumes do not exceed Caltrans rural peak hour signal warrant criteria levels. |
| Signalized and All-Way Stop Intersections Not Along Highway One | LOS C |
| Side Street Stop Sign Controlled Intersections Not Along Highway One (Side Street Approach) | LOS C, or LOS E if there are less than 15 vehicles/hour left turns plus through movements from the side street and the volumes do not exceed Caltrans rural peak hour signal warrant criteria levels. |

- If volumes at an unsignalized intersection are increased to meet or exceed Caltrans rural peak hour signal Warrant #11 criteria levels and the intersection is operating at an unacceptable level of service, then signalization of the intersection is warranted.
- LOS E for Main Street (Highway One) between the northbound lane merge area and Manzanita Street.
- LOS D for Main Street south of the northbound merge lane and north of Manzanita Street and other City-designated arterials and collectors.
- LOS C on all City-designated local streets.
- The maximum allowable LOS standards for Main Street apply to the p.m. peak hour weekdays during the summer and to the p.m. peak hour on weekdays and weekends during the remainder of the year. They do not apply to p.m. peak hours on weekends and holidays during the summer. During the p.m. peak hours on summer weekends and holidays, Main Street can operate at LOS F.

Policy C-2.2 Coordinate Land Use and Transportation: Ensure that the amount and phasing of development can be adequately served by transportation facilities.

Program C-2.2.1: Review development proposals for their direct and cumulative effects on roadway Level of Service standards. During the development review process, City staff will determine whether traffic studies need to be carried out and the scope of such studies.

Policy C-2.3: Do not permit new development that would result in the exceedance of roadway and intersection Levels of Service standards unless one of the following conditions is met:

- a) Revisions are incorporated in the proposed development project which prevent the Level of Service from deteriorating below the adopted Level of Service standards; or
- b) Funding of prorata share of the cost of circulation improvements and/or the construction of roadway improvements needed to maintain the established Level of Service is included as a condition or development standard of project approval.

Policy C-2.4: Include specific time frames for the funding and completion of roadway improvements for projects which cause adopted roadway and intersection Level of Service standards to be exceeded. Require security, bonding or other means acceptable to the City to ensure the timely implementation of roadway mitigations.

Policy C-2.5: When traffic impact fees are collected, establish a schedule from the date of collection of said fee for the expenditure of funds to construct roadway improvements that meets project needs. Where a project would cause a roadway or intersection to operate below the adopted traffic Level of Service standards, the roadway or intersection improvements should be completed in a timely manner but no later than five years after project completion.

2. Recommended Roadway Improvements

Goal C-3 Develop and manage a roadway system that accommodates future growth and maintains acceptable Levels of Service while considering the other policies and programs of the General Plan.

Policy C-3.1 Roadway Improvements: In coordination with Caltrans and Mendocino County, plan for and seek funding for on-going improvements to the local and regional road system to ensure that the roadway system operates safely and efficiently. Project applicants are fiscally responsible for their fair share of roadway improvements necessary to serve their projects.

Program C-3.1.1: When a traffic analysis of levels of service and/or safety hazards indicates the need, construct the following roadway improvements:

- a) Signalize the Main Street/Pudding Creek Road intersection;
- b) Signalize the Franklin Street/Oak Street intersection;
- c) Widen the section of Main Street from the Pudding Creek Bridge to the northern City Limits to three lanes, adding a center turn lane;
- d) Signalize the Main Street/Pine Street intersection; and
- e) Consider extending Harrison Street south from Walnut Street to Cypress Street.

Policy C-3.2 Roadway Standards: Continue to provide consistent standards for the City's street system.

Program C-3.2.1: Establish standards for public streets, which allow for the following:

- a) Traffic "calming" measures;

- b) Sidewalks with curbs, gutters, and a planting strip between the sidewalk and the roadway;
- c) Rounded street corners with "bulb-outs" at key intersections;
- d) Continuation of the grid street system; and
- e) Standards for radius returns for local, collector, and arterial streets.

Program C-3.2.2 Intersection Design: Intersections shall be designed at the tightest turn radii to accommodate the design vehicle, to slow turning vehicles as they cross the pedestrian realm. The "control vehicle" – larger vehicles such as delivery trucks and fire engines that only occasionally use the street – may cross the center line to make turns.

Program C-3.2.3: Continue to prohibit the establishment of private roads.

Program C-3.2.4: Adopt standards for alleyways which address parking restrictions, shared access, lighting, and maintenance.

Policy C-3.3 High Trip Generating Uses: Traffic studies shall be required for all major development proposals that require a conditional approval, including but not limited to, drive-through facilities, fast food outlets, convenience markets, major tourist accommodations, shopping centers, commercial development, residential subdivisions, and other generators of high traffic volumes that would affect a Level of Service. Traffic studies shall identify, at a minimum:

- a) The amount of traffic to be added to the street system by the proposed development;
- b) Other known and foreseeable projects and their effects on the street system;
- c) The direct, indirect, and cumulative adverse impacts of project traffic on street system operations, safety, and public access to the coast;
- d) Mitigation measures necessary to provide for project traffic while maintaining City Level of Service standards;
- e) The responsibility of the developer to provide improvements; and
- f) The timing of all improvements.

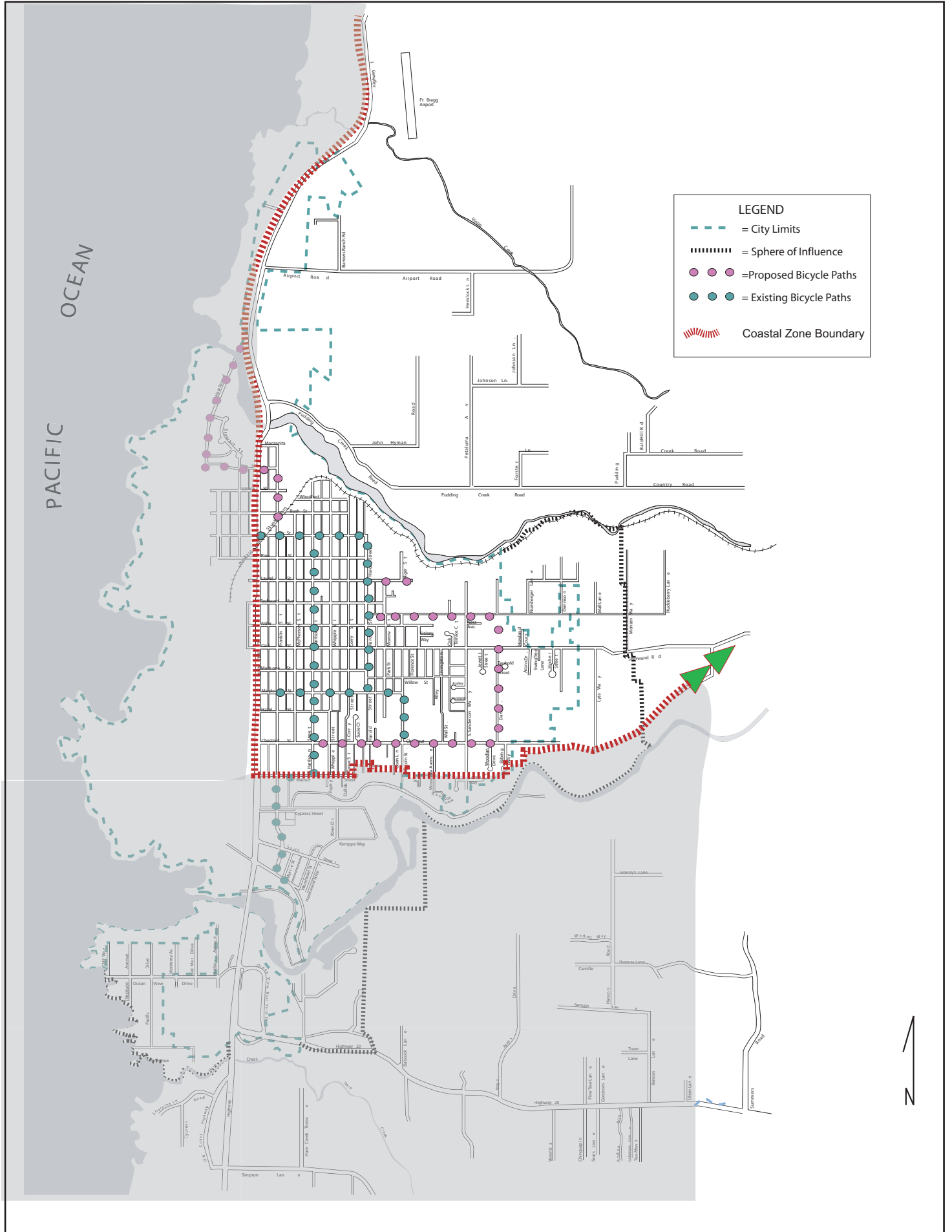
Program C-3.3.1: Adopt standards to consolidate commercial driveway accesses onto arterials and Main Street.

Policy C-3.4 Continuation and Connectivity of Streets: Require the continuation of streets, bicycle and pedestrian paths through new developments wherever possible, and require connectivity to the street grid at as many points as feasible.

Program C-3.4.1: Review site plans for new development to facilitate the continuation of streets to improve local circulation. Where streets are not feasible, priority shall be given to providing pedestrian and bicycle trails that establish bicycle and pedestrian connections to streets wherever possible.

Policy C-3.5 Right-of-Way Acquisition: Require right-of-way dedications for new development to meet the City's roadway width standards.

Map C-2 Bicycle Paths



LEGEND

- = City Limits
- = Sphere of Influence
- = Proposed Bicycle Paths
- = Existing Bicycle Paths
- ▨ = Coastal Zone Boundary



Policy C-3.6 Roadway Safety: Improve the safety of the roadway system.

Program C-3.6.1: Periodically analyze the locations of traffic accidents to identify problems and use this information to set priorities for improvements as a part of the City's Capital Improvement Program.

Policy C-3.7 Integration of Low Impact Development (LID): Development projects shall incorporate LID features, and subdivision or development projects that include street improvements shall incorporate LID features into the public rights-of-way when feasible.

Policy C-3.8 Installation of Conduit in New Roads and Road Reconstruction Projects. Conduit shall be installed in all new roads and road reconstruction projects and dedicated to the City of Fort Bragg. Conduit shall be sized to accommodate fiber optic and other telecom technologies.

3. Residential Areas

The City's residential neighborhoods need to be protected from excessive through-traffic. When Main Street and other arterial streets become congested, drivers may seek alternate routes to their destination, often taking local streets through residential areas. Excessive traffic on local streets has an impact on the quality of life. Through-traffic can generate excessive noise and present potential safety hazards to children. The goals, policies, and programs below are intended to address this issue.

Goal C-4 Preserve the peace and quiet of residential areas.

Policy C-4.1 Reduce Through-Traffic on Local Streets: Reduce through-traffic on local streets to preserve the peace and quiet of residential areas.

Program C-4.1.1: Develop measures to limit through-traffic on residential streets when traffic studies indicate that traffic volumes on such streets exceed the adopted Levels of Service and/or safety concerns warrant such measures.

Program C-4.1.2: Consider the following measures, as appropriate, to reduce through-traffic from using local streets in residential areas:

- a) Narrow and landscape the street entrances to residential areas that experience heavy traffic;
- b) Restrict turning movements into residential areas; and
- c) Use traffic calming measures such as permitting wider sidewalks, additional on-street parking, and landscape strips between the sidewalk and the road.

Policy C-4.2 Additional Connector Streets: Establish additional connectors between residential streets to improve emergency access, particularly on dead-end streets south of Chestnut Street.

4. Main Street Corridor

Transportation improvements to Main Street and principal streets in the Central Business District will enhance the character, sense of place and economic well-being of this area. However, the need to accommodate traffic flow through the City should be considered in the context of the community's desire to preserve and enhance the historic character of Fort Bragg's Central Business District.



South Main Street



Central Business District

Goal C-5 Regard the quality of life in Fort Bragg and maintaining community identity as more important than accommodating through-traffic.

Policy C-5.1 Community Priorities for Transportation Improvements: Place a higher priority on maintaining a sense of place and enhancing the attractiveness of the Central Business District than on efficient traffic flow and movement.

The adopted Level of Service Standards make an exception for Main Street between the northbound lane merge area, currently located just south of Laurel Street, to Manzanita Streets, to prevent street widening and/or elimination of on-street parking which would require acquisition of the right-of-way, and consequently change the character of the City’s historic downtown. Widening this segment of Main Street would require acquisition of right-of-way and reduction in on-street parking, thereby changing the intimate, pedestrian-oriented downtown the City wishes to preserve and enhance.

Program C-5.1.1: Consider traffic safety, the ease and safety of pedestrian movement across Main Street, and adequacy of on-street parking as key factors in evaluation of proposed roadway improvements along Main Street.

Program C-5.1.2: Ensure that property and business owners in the Central Business District are informed and actively involved in planning future improvements to Main Street and other nearby streets.

Program C-5.1.3: Consider signaling the intersection of Pine Street and Main Street to provide adequate pedestrian safety.

Program C-5.1.4: Consider options for increasing the capacity of Main Street north of the northbound lane merge area south of Laurel Street that do not require elimination of parking.

Policy C-5.2 Franklin Street: Ensure that Franklin Street in the Central Business District is maintained as a pedestrian-oriented corridor with safe vehicular and pedestrian traffic patterns.

Program C-5.2.1: Continue to monitor traffic volumes and accidents on Franklin Street and Main Street and make necessary safety improvements as warranted.

5. Parking

Adequate off-street parking is essential for Central Business District businesses¹. Fort Bragg has implemented an in-lieu fee to build additional off-street parking facilities. Providing additional off-street parking facilities in the Central Business District will have a community-wide benefit.

Goal C-6 Provide additional parking in the Central Business District.

Policy C-6.1 Additional Off-Street Parking: Continue to construct additional off-street parking spaces in the Central Business District.

Program C-6.1.1: Continue, and update, as needed, the City's parking in-lieu fee program for the Central Business District.

Program C-6.1.2: Define priorities for the acquisition of property and the construction of additional parking facilities.

Program C-6.1.3: Encourage the use of reciprocal access agreements and interconnecting off-street parking and circulation between adjacent commercial uses.

Program C-6.1.4: Develop a comprehensive signage program within the Central Business District to direct vehicles to off-street parking areas.

Program C-6.1.5: Develop incentives for employers and employees to park off-street in the Central Business District.

Program C-6.1.6: Continue enforcing parking restrictions in alleyways to ensure access for emergency and delivery vehicles.

Goal C-7 Improve the Design of Parking Lots in Accordance with Smart Growth Principles.

Policy C-7.1: Improve and update parking regulations in accordance with best practices and smart growth principles.

Program C-7.1.1: Revise the Inland Land Use and Development Code to reduce parking requirements for: 1) affordable and senior housing developments; 2) commercial and mixed-use projects within a reasonable walking distance of downtown; and 3) small infill projects in areas with an abundance on on-street parking.

Program C-7.1.2: Continue to encourage developers to locate parking facilities behind buildings and landscaped areas to reduce the visual impacts to the street and improve pedestrian access.

6. Emergency Routes

The City needs to establish an emergency route to the east for emergency vehicles and for evacuation in the event bridges are blocked or destroyed.

¹ Refer to the Downtown Parking Study, City of Fort Bragg, 1999.

Goal C-8 Improve emergency access to the City.

Policy C-8.1 Emergency Access: Establish an access route out of Fort Bragg that could be used in the event of damage to the Noyo River and Pudding Creek Bridges.

Program C-8.1.1: Work with the property owners to obtain temporary use, in the event of an emergency, of the logging road that begins on Cypress Street and provides access to Highway 20 (aka the A&W Haul Road), east of Fort Bragg.

Program C-8.1.2: Work with the Mendocino Council of Governments and Mendocino County to upgrade Sherwood Road to Willits to provide a year-round emergency access route.

Program C-8.1.3: Prepare an emergency evacuation route plan for the City.

7. Improving East-West Access

As Fort Bragg continues to grow, additional vacant and underdeveloped land east and west of Main Street will be developed. The City's annexation policies discussed in the Inland Land Use Element establish priorities for expansion of City boundaries in an orderly and planned manner. Annexation and development in these areas will require development of and/or improvement to east-west access routes. In some areas new roads will be required, while in other areas extensions to existing roads would be the best solution.

Goal C-9 Improve east-west access routes that are sensitive to the environment and preserve Fort Bragg's unique identity and sense of place.

Policy C-9.1 Eastern Areas: Identify the location of extensions to City streets and new streets in anticipation of future annexation and development east of City limits.

Program C-9.1.1: Work with the County to review proposed development in the Sphere of Influence to ensure that connecting rights-of-way are identified and preserved.

Program C-9.1.2: Work with the Mendocino Council of Governments to identify needed east-west streets in the *Regional Transportation Plan*.

Program C-9.1.3: Use traditional grid patterns for roadways where feasible.

Program C-9.1.4: Request that the County maintain access and rights-of-way from Oak Street/Sherwood Road to Monson Way.

Policy C-9.2 Improve East-West Arterials: Improve Oak Street, Chestnut Street, and Redwood Avenue to provide safe and efficient circulation between Main Street and east Fort Bragg.

Program C-9.2.1: Maintain and improve Oak Street and Redwood Avenue to ensure sufficient lane width.

Program C-9.2.2: Consider improving pedestrian and bicycle facilities on Chestnut Street.

8. Public Transit

Fort Bragg is served by the Mendocino Transit Authority (MTA). MTA provides bus service between Fort Bragg, Willits, Ukiah, and Santa Rosa. A separate bus route provides service between Fort Bragg, Mendocino, and the Navarro River.

MTA has a fixed-route bus service in Fort Bragg with fixed stops that connect the College of the Redwoods, shopping centers, the Central Business District, and the hospital. Local trips within the Fort Bragg area are also provided by MTA's dial-a-ride service where riders can call to be picked up and delivered to their destination Monday through Saturday. In addition, the Redwood Senior Center provides transportation services for seniors in the community.

Goal C-10 Provide better public transportation.

Policy C-10.1 Encourage Transit Use:

Program C-10.1.1: Continue to support the expansion of transit services provided by MTA and other public transit providers.

Policy C-10.2 Bus Shelters: Encourage attractive, well-lighted, and comfortable bus shelters placed in convenient locations.

Program C-10.2.1: Continue to require the provision of bus stops, bus shelters, benches, turnouts, and related facilities in all major new commercial, industrial, residential, and institutional developments, and identify, in collaboration with MTA, additional locations for bus stops and shelters.

9. Pedestrian Facilities

Most areas of Fort Bragg have sidewalks for pedestrians. There are, however, a number of residential streets which lack sidewalks, and substandard sidewalk facilities exist throughout the City. Better pedestrian access across Fort Bragg's bridges and along Main Street from the Noyo Bridge to the southern City limits and from Elm Street north is needed. New development must be served by adequate pedestrian facilities. In addition to the policies and programs listed below, see the Conservation, Open Space, and Parks Element regarding policies and programs recommended for increasing and improving the trail system within the Planning Area.

Goal C-11 Make it easier and safer for people to walk in Fort Bragg.

Policy C-11.1 Continuous Sidewalks: Require an uninterrupted pedestrian network of sidewalks, with continuous sidewalks along both sides of streets. New development shall provide sidewalks along project frontages to close gaps in the City's sidewalk network.

Program C-11.1.1: Consider implementing the following funding sources for the purpose of installing sidewalks in existing developed areas of the City:

- a) special benefit assessment districts; and/or
- b) a low-interest revolving loan fund.

Program C-11.1.2: Work with the Mendocino Council of Governments and Caltrans to construct pedestrian walkways over the Hare Creek and Pudding Creek Bridges. These

facilities may qualify for Transportation Enhancement Activities (TEA) funding available through Mendocino Council of Governments (MCOG).

Policy C-11.2: Where feasible, incorporate pedestrian and bicycle facilities into the design and construction of all road improvements.

Policy C-11.3 Sidewalk Maintenance: Ensure that property owners maintain safe sidewalks.

Program C-11.3.1: Continue to implement City regulations that require sidewalks to be maintained by property owners. Carry out regular inspections, notification, and enforcement of this requirement.

Policy C-11.4 Sidewalk Design: Sidewalks should be designed, constructed and reconstructed to enhance the safety, comfort, aesthetic appeal, and interest of the pedestrian environment. Sidewalks should conform with the following principles:

- Sidewalks shall have the appropriate width for their use, consistent with City standards.
- Where it is not possible to provide wide sidewalks continuously along a street, sidewalks shall be widened at their most congested locations such as crosswalks, building entrances and resting areas. Widening shall be achieved by using curb extensions or requiring development to set back building frontages.
- Ample crossing opportunities shall be provided. In addition to marked crosswalks at all intersections, mid-block crossings provide crossing opportunities where intersections are too widely spaced for reasonable pedestrian access. Mid-block crossings are particularly useful to connect pedestrian desire lines between generators separated by streets.
- Where roadways are reconstructed, efforts should be made to provide for wider sidewalks that conform with City standards, possibly by reducing the road width.

Program C-11.4.1: Require applicants to implement the South Fort Bragg Pedestrian Access and Beautification Plan as feasible, in conjunction with new development projects.

Program C-11.4.2: Seek available funding from grants and other funding sources for the construction of sidewalks in existing developed areas.

Policy C-11.5 Pedestrian Paths: Develop a series of continuous pedestrian and multi-use walkways throughout the commercial districts and residential neighborhoods.

Program C-11.5.1: Allow asphalt or other approved surface pedestrian/multi-use paths in single-family residential areas. Factors to consider in applying this measure include compatibility with the neighborhood, connection with the existing sidewalk system, safety, and aesthetics.

Policy C-11.6 Improve Pedestrian Safety:

Program C-11.6.1: Continue to provide traffic controls and well-lit intersections in areas with a high volume of pedestrian movement.

Program C-11.6.2: Upgrade and widen sidewalks on Chestnut Street.

10. Bikeways

With better facilities and trails, bicycling can become a more significant part of the transportation system and an alternative to automobile use. Fort Bragg has few constraints to bicycling: most of the City is flat, the weather is mild, and the City is compact with relatively short distances between residential areas, schools, parks, and commercial centers.

The California Street and Highway Code has established three categories of bicycle trails based on the physical conditions of the right-of-way.

Class 1 Bikeway - Bike Path or Bike Trail: These facilities are constructed on a separate right-of-way, are completely separated from street traffic, and have minimal cross flows of automobile traffic. The State standard for minimum paved width of a two-way bike trail is eight feet.

Class 2 Bikeway - Bike Lane: A restricted right-of-way for the exclusive use of bicycles with vehicle parking and cross flow by pedestrians and motorists permitted. Bike lanes are normally striped within paved areas of highways and are one-directional with a minimum standard width of five feet.

Class 3 Bikeway - Bike Route: A route for bicyclists designated by signs or other markings and shared with pedestrians and motorists. Bike routes are typically designated to provide linkages to the bikeway system where Class 1 or 2 Bikeways cannot be provided.

The City's Bicycle Master Plan identifies high priority bicycle improvement projects within the City.

Goal C-12 Make it easier and safer for people to travel by bicycle.

Policy C-12.1 Comprehensive Bikeway System: Establish a comprehensive and safe system of bikeways connecting all parts of Fort Bragg.

Policy C-12.2: Improve and expand bicycle facilities and infrastructure according to the City's Bicycle Master Plan and the Residential Streets Safety Plan recommendations.

Program C-12.2.1: Implement the improvement projects enumerated in the City's Bicycle Master Plan with school projects as the first priority.

Program C-12.2.2: Implement the recommendations of the Residential Streets Safety Plan.

Program C-12.2.3: Complete the bikeway system as indicated in Map C-2: Bicycle Paths with parking-in-lieu funds, dedications, grant funding, traffic impact fees, and other means, as appropriate.

Program C-12.2.4: Work to achieve designation as a *Bicycle Friendly Community* from the League of American Bicyclists by 2015.

Program C-12.2.5: Maintain and improve bicycle facilities to be free of debris and other obstacles.

Program C-12.2.6: Improve the safety of bicyclists and promote bicycling skills through education, enforcement, encouragement, and community outreach.

Program C-12.2.7: Promote and encourage bicycling as a method to reduce the City's impact on climate change.

Program C-12.2.8: Utilize dedications, grant funding, traffic impact fees, and other means, as appropriate, to acquire rights-of-way needed for a comprehensive bikeway system as described in the Bicycle Master Plan.



Bicycle use at school

Policy C-12.3: Require new development to provide on-site connections to existing and proposed bikeways, as appropriate.

Policy C-12.4: Require new development, redevelopment, and significant renovation projects to provide superior bicycle/bicyclist support infrastructure.

Program 12.4.1: Consider revising the Inland Land Use and Development Code to reduce parking requirements for projects that facilitate employee/customer bicycle use beyond current code requirements by providing: indoor or covered bike storage, lockers for personal belongings, changing rooms and showers, and/or bicycles for employee use.

Program 12.4.2: Update the bicycle parking guidelines in the Citywide Design Guidelines. Consider requiring larger “vehicle prints” for bike parking and bikeways that accommodate bike trailers for carrying children, dogs, parcels, groceries, freight, etc.

Policy C-12.5: Bicycle Parking: Provide adequate and secure bicycle parking at bus stops, schools, the library, parks, City offices, and commercial areas.

Policy C-12.6: Require that streets linking residential areas with school facilities be designed to include bikeways.

Policy C-12.7: Consider bicycle operating characteristics in the design of intersections and traffic control systems. Incorporate bicycle and pedestrian facilities into the design and construction of all road improvements as feasible.

Policy C-12.8: Improve continuity and connections between the City's bike facilities and those of the County and State.

Program C-12.8.1: Produce and distribute a map illustrating all local and regional bicycle routes, facilities, and important destinations.

Program C-12.8.2: Continue working with County, regional, and State transportation agencies on development and implementation of regional bicycle plans and facilities. Work with Mendocino Transit Authority to accommodate more bicycles on transit buses. Continue to participate in MCOG's *Regional Bikeway Plan* to qualify for State Bicycle Lane Account funds.

12. Access for the Mobility Impaired

Providing transportation facilities accessible to persons who are mobility-impaired is essential. Approximately three percent of the population in Fort Bragg cannot use conventional public transit due to a disability. The Federal Americans with Disabilities Act contains many requirements regarding removal of barriers for persons with disabilities.

Goal C-13 Provide mobility-impaired persons with access to transportation.

Policy C-13.1 Regulations for Disabled Persons: Enforce Federal and State regulations regarding access for persons with disabilities.

Policy C-13.2 Conformance with State and Federal ADA regulations: Continue to review all projects for handicapped access and require the installation of curb cuts, ramps, and other improvements facilitating handicapped access.

Policy C-13.3 Support Improved Access: Support improved access to public transportation and pedestrian facilities for people with disabilities.

Program C-13.3.1: Continue to apply for grants for ADA-related projects from MCOG and other sources.

13. Coordinate Regional Transportation Planning

Traffic congestion along Fort Bragg's Main Street is connected to development in unincorporated areas to the north and south of the City. Fort Bragg's Main Street is also Highway One, the primary north-south route for all communities on the coast. Land use decisions made by the County of Mendocino have a significant impact on transportation in the Fort Bragg area. The City works closely with the regional agencies described below:

- County of Mendocino: maintains and plans the county road system.
- Mendocino Council of Governments (MCOG): prepares and carries out a Regional Transportation Plan, establishes priorities for Federal and State funding, and funds studies of transportation corridors.
- Mendocino Transit Authority (MTA): operates several transit routes serving the City and the region. It is a county-wide authority created through a joint powers agreement among cities and the County.
- Caltrans: Maintains, plans and completes improvements on Hwy. 1 and Hwy 20.

Goal C-14 Coordinate regional traffic planning.

Policy C-14.1 Regional Transportation Efforts: Participate in regional transportation planning efforts.

Program C-14.1.1: Continue to provide City Council and staff representation on regional transportation planning agencies.

Program C-14.1.2: Work with the MCOG and Caltrans to coordinate transportation planning and to identify funding for necessary transportation improvements.

Program C-14.1.3: Continue to ensure that MCOG's Regional Transportation Plan (RTP), the State Transportation Improvement Program (STIP) and the State Highway Systems Operation and Protection Plan (SHOPP) include needed improvements to Highway One and Highway 20 in the Fort Bragg area.

14. Funding Transportation Improvements

Funding transportation improvements is predominantly a Federal, State, and regional responsibility. For many years the road system has received the largest proportion of public expenditures for transportation. Although increased funding for alternative modes of transportation has significant environmental and social benefits, roadway funding will continue to receive the highest priority. Fort Bragg remains a relatively isolated coastal community and depends on the road system for the majority of its transportation needs.

A significant amount of the traffic in Fort Bragg is through-traffic (trips that originate or have destinations outside of the City). The logging industry, tourist travel, and people coming to Fort Bragg from around the region for shopping, educational, medical, and other services generate much of the traffic.

It is necessary that funding mechanisms be expanded to ensure effective coordination among different government jurisdictions. The goals, policies, and programs below complement those in the Land Use and Public Facilities Elements requiring new development to pay for its fair share of maintaining the City's infrastructure and service levels.

Goal C-15 Promote balanced funding for transportation.

Policy C-15.1 Development to Pay its Fair Share: Require new development to pay its fair share of transportation improvements to maintain levels of service and traffic safety in the City.

Program C-15.1.1: Develop a City-wide Traffic Mitigation Fee Program.

Program C-15.1.2: Work with the County of Mendocino and MCOG to develop traffic mitigation fees for the Fort Bragg Sphere of Influence. Consider adopting a memorandum of understanding between the City of Fort Bragg and the County regarding traffic mitigation fees.

Program C-15.1.3: Work with MCOG to ensure that the standards and requirements contained in the joint City and County Traffic Mitigation Program between Fort Bragg and the County are incorporated into the Regional Transportation Plan.

A substantial amount of the traffic passing through Fort Bragg originates in the County. New development in the County will increase traffic volumes and congestion of Highway One. Establishing County-wide traffic impact fees would provide a way to finance needed roadway improvements. Two areas where fair-share improvements or in-lieu impact fees are needed is from development that impacts Highway 20 as well as Highway One north and south of the City.

Program C-15.1.4: Include in the Traffic Mitigation Fee Program mitigation fees for new development with primary access to Highway One and Highway 20. Utilize the funds collected as a local match to encourage Caltrans to raise the priority of Highway One and Highway 20 improvements.

Program C-15.1.5: Ensure that the City's Pavement Management System obtains funding from the Traffic Mitigation Fee Program, as deemed appropriate by the traffic impact fee nexus study and applicable State law.

Program C-15.1.6: Carry out an ongoing inventory of transportation system needs to be included in the City's Capital Improvement Plan.



Noyo River Bridge