

5 MTP Consistency with Other Plans Analysis

The purpose of the 2040 MTP/SCS is to coordinate and facilitate the planning and programming of transportation facilities and services within the tri-county Monterey Bay region through 2040 in accordance with State and Federal regulations.

The Policy Element of the 2040 MTP/SCS states that AMBAG's goals are to ensure that the transportation system planned for the Monterey Bay region accomplishes the following:

- **Access and Mobility.** Provide convenient, accessible and reliable travel options while maximizing productivity for all people and goods in the region
- **Economic Vitality.** Raise the region's standard of living by enhancing the performance of the transportation system
- **Environment.** Promote environmental sustainability and protect the natural environment
- **Healthy Communities.** Protect the health of our residents; foster efficient development patterns that optimize travel, housing and employment choices and encourage active transportation
- **Social Equity.** Provide an equitable level of transportation services to all segments of the population
- **System Preservation and Safety.** Preserve and ensure a sustainable and safe regional transportation system

In preparation for drafting the 2040 MTP/SCS, AMBAG considered the above referenced strategy areas and goals while collaborating with local jurisdictions to identify a common set of land use placetypes. AMBAG developed the placetypes to provide a common definition of density and character across the 21 jurisdictions in the region. These placetype designations are consistent with the general plans for each of the 18 cities and three counties that comprise the AMBAG region and generally match the respective land use policies and objectives contained therein. The placetypes were then used to establish an existing as well as a future land use pattern. The future land use pattern concentrates more growth in commercial and mixed use corridors with high-quality transit rather than in rural areas.

Each of the 18 city and three county general plans include circulation elements that are coordinated and consistent with the respective land use diagrams, goals, policies and programs. The circulation elements lay out goals, policies and programs describing a broad range of transportation modes and opportunities that, among other things, support the land use goals, policies and programs. The circulation diagrams for the city and county general plans are consistent with the land use diagrams that depict the respective city and county future land use patterns. These circulation diagrams describe the transportation infrastructure requirements necessary to facilitate those growth patterns. The 2040 MTP/SCS is built on and consistent with facilities and infrastructure laid out in the circulation elements of the city and county general plans

This EIR qualitatively evaluates local and sub-regional planning efforts and potential impacts of the 2040 MTP/SCS related to inconsistency with policies pertaining to infrastructure improvements intended to improve the regional transportation system. Specific projects included in the 2040

MTP/SCS that may support and encourage land use changes were identified early in the planning process and were assessed for consistency with the following:

- General Plan policies and development controls that require voter approval (such as those set by initiative);
- General Plan policies and development controls that are based on joint-powers agreements (such as regional open space reserves, buffers between communities, or urban service boundaries and urban limit lines); or
- General Plan policies and development controls reflecting infrastructure or potentially significant environmental constraints.

Local jurisdictions are responsible for adopting land use policies as part of their general and community plans and implementing them through local ordinance. Therefore, AMBAG has no direct control over local land use planning. Nevertheless, AMBAG makes regional efforts to assist local jurisdictions in aligning local land use policies with the proposed 2040 MTP/SCS. Such programs could assist local jurisdictions via technical support and funding. Examples include, but are not limited to: creating economic development forums to address needed increases in jobs; funding transit, bicycle and pedestrian infrastructure that supports the increased use of alternative modes; and working with local jurisdictions to update their general plans with policies that are consistent with the 2040 MTP/SCS where appropriate.

As demonstrated in this chapter, per CEQA Guidelines Section 15125(d), the 2040 MTP/SCS has no inconsistencies with applicable general plans and regional plans. Consistency with regional plans such as the “AMBAG Blueprint” and General Plans prepared for Monterey, San Benito and Santa Cruz counties is addressed herein. Consistency with transportation planning documents, including regional and local bicycle and pedestrian plans, transit plans and roadway improvement plans are addressed in Section 4.14, *Transportation and Circulation*, and summarized in this section. In addition, Local Coastal Programs (LCP) consistency is discussed for Monterey and Santa Cruz counties as projects may occur within the coastal zone. As an element of the General Plan, LCPs are intended to demonstrate consistency with the Coastal Act for the portion of the statewide coastal zone located within Monterey County. Each LCP includes both a land use plan (LUP) and an implementation plan (IP) that together distill statewide Coastal Act coastal resource policies to the local level.

No Natural Community Conservation Plans or Habitat Conservation Plans pertain to project areas defined in the 2040 MTP/SCS, as described in Section 4.4, *Biological Resources*.

5.1 The Blueprint

In June 2011, AMBAG completed a regional vision plan entitled *Envisioning the Monterey Bay Area: A Blueprint for Sustainable Growth and Smart Infrastructure* (AMBAG, 2011). This document is commonly referred to as “the Blueprint.” The Blueprint was the predecessor of the AMBAG SCS. The Blueprint supports a sustainable growth pattern and the expansion of opportunities for alternative forms of travel. It includes policies to improve housing, neighborhood, and transportation choices while conserving natural resources. The Blueprint presents a vision for how the region might start to achieve the GHG reduction targets specified by the California Air Resources Board (CARB) through what is called the “Sustainable Growth Patterns” scenario. The GHG reduction target is a zero percent per capita increase in GHG emissions based on 2005 levels by 2020 and a five percent reduction by 2040.

While the Blueprint does not demonstrate compliance with the GHG reduction targets, it serves as a basis from which many of the major goals and policies within the current 2040 MTP/SCS were developed as part a collaborative process across the AMBAG region. As discussed within Section 4.8, *Greenhouse Gas Emissions/Climate Change*, the 2040 MTP/SCS would meet GHG reduction targets through 2040. Therefore, the Blueprint and 2040 MTP/SCS are consistent relative to the overall objective which is to expand and improve the efficiency of the regional transportation network and achieve GHG reduction targets.

5.2 Monterey County General Plan/Local Coastal Program

The Monterey County 2010 General Plan (Monterey County, 2010a) includes policies that address the existing and future land use for rural areas within the County that are used predominately for agricultural purposes as well as developed areas within incorporated cities and unincorporated communities. One of the land use planning challenges within Monterey County is that higher quality farmlands are located in the valleys where cities have also been established. On the other hand, foothills lining the valleys have unique scenic and environmental characteristics. These conditions require goals and policy statements that strike a balance between providing for growth and development while preserving significant resources countywide.

Monterey County's Land Use Element establishes policies to designate the general distribution and intensity of residential, commercial, industrial, agricultural, public facilities and open space uses. The primary vision of this Element is to create a general framework that encourages growth within or near developed/developing areas to reduce impacts to agricultural production and natural resources, and to avoid impacting public services that currently serve these areas. Areas where development is encouraged include incorporated cities and designated community areas where existing services are available. These areas are subject to additional planning by each incorporated city and within community plans/specific plans adopted by the Board of Supervisors for unincorporated community areas.

The proposed 2040 MTP/SCS encourages urban infill and transit oriented development (TOD) development and the development of transportation infrastructure that would support these uses, as well the overall efficiency of the existing regional transportation network. Projects identified by TAMC that comprise the RTP for Monterey County emphasize improving existing highway infrastructure, transit services, and related measures that focus potential impacts within existing urbanized areas. This is consistent with Land Use Element policies that avoid or reduce impacts to agricultural production, natural resources and existing public services within rural areas of Monterey County.

The coastal zone within Monterey County is divided into four LUPs: North County, Del Monte Forest, Carmel Area and Big Sur Coast. Projects in the 2040 MTP/SCS that support or facilitate coastal access while meeting other provides of the Coastal Act would be consistent with the Monterey County LCP. The four LUPs are integrated into the 1982 County General Plan and remain in effect. Preparation of the 2040 MTP/SCS has been closely coordinated and is consistent with the 1982 and 2010 County General Plans, and is therefore consistent with the LUPs. Projects occurring within the Monterey County coastal zone would be evaluated for consistency with the LUPs as part of the project specific environmental review (Monterey County, 1982, 1983, 1996, 2010 and 2012).

5.3 San Benito County General Plan

The San Benito County Board of Supervisors adopted the 2035 General Plan in 2015. The San Benito County 2035 General Plan (San Benito County, 2015a) includes policy statements that address sustainability, environmental protection and economic growth and diversification. The plan was developed in part by input received by stakeholders including residents, businesses, land owners and decision-makers. The Vision and Guiding Principles chapter of the General Plan update identify the following objectives as they relate to land use and community character:

1. Encourage new growth in existing unincorporated communities, new communities, or clustered developments to preserve prime farmland and rangeland, protect natural habitats, and reduce the financial, social and environmental impacts of urban sprawl.
2. Ensure that there is a mix of residential, commercial, employment, park, open space, school and public land uses to create a sense of place by supporting condensed, pedestrian accessible and transit oriented development.
3. Promote higher residential densities in existing unincorporated urban areas and new communities while encouraging mixed use development.
4. Ensure new development complements and preserves the unique character and beauty of San Benito County.
5. Establish defined boundaries to separate cities and unincorporated communities from prime agricultural land and important natural resources, using such features as agriculture buffers, greenbelts, open space and parks.

The 2040 MTP/SCS is consistent with the land use objectives as it encourages urban infill, high residential densities and TOD within existing urban centers. Because the 2040 MTP/SCS is focused in part on projects within existing urban infill areas, it supports policies within the San Benito County General Plan that are intended to preserve prime farmland and rangeland; protect natural habitats; and provide a mix of urban development areas that support pedestrian accessibility and transit oriented development.

5.4 Santa Cruz County General Plan/Local Coastal Plan

The Santa Cruz County General Plan/Local Coastal Plan was adopted by the Santa Cruz County Board of Supervisors in 1994. The Plan goals, policies, programs, resource and constraint mapping, along with county implementing ordinances, determine the location and pace of urban development. The intent is to regulate the quality of development and control the pace of development consistent with the availability of public services while protecting the natural resources that maintain and enhance the county's unique environment.

A basic land use policy of the Santa Cruz County General Plan focuses on separating urban and rural areas. This Urban/Rural Boundary – which is defined in the General Plan according to the Urban Services Line (USL) and the Rural Services Line (RSL) established around each incorporated city – encourages new development within existing urban areas while preserving agricultural land and natural resources in the rural areas.

Within Santa Cruz County, there are existing enclaves in rural areas which are developed at urban densities. Generally, these enclave boundaries are defined by an RSL. Some urban services are available within these areas. County policy allows the provision of full urban services, including

public sanitation facilities, to serve these communities. In areas outside of the USL or beyond the RSL established for these enclave areas, the "Rural Density Matrix" provides for parcel-specific determination of allowable densities based on the availability of services, environmental and site-specific constraints and resource protection factors required by the Growth Management System and the General Plan and LCP Land Use Plan.

Because commute patterns can have a negative impact on traffic, energy consumption, air quality and related environmental resources, the relationship between jobs and housing is an important topic in the Santa Cruz County General Plan. The General Plan recognizes the various types of commute behavior and includes policies to provide adequate housing opportunities and encourage an employment base that supports a diversity of income levels.

The 2040 MTP/SCS is generally consistent with the broad goals and policies of the Santa Cruz County General Plan/LCP in that both clearly support focused development within existing urban boundaries to preserve natural habitats and agricultural resources. Further, both documents address the importance of maintaining a job/housing balance by, in part, diversifying transportation options as well as supporting efforts focused on reducing regional traffic congestion. The Santa Cruz County LCP is integrated into the County General Plan. Preparation of the 2040 MTP/SCS has been closely coordinated and is consistent with the County General Plan, and is therefore consistent with the LCP.

5.5 Monterey Bay Area Transit Agency Plans

5.5.1 Monterey Salinas Transit Business Plan and Short Range Transit Plan

Last adopted in 2005, the *Business Plan and Short Range Transit Plan* is Monterey-Salinas Transit's (MST) primary planning document (MST, 2005). The Plan describes the role of public transit in the community including ongoing and anticipated service needs throughout the existing service area as well as in new growth areas that will need transit service in the coming years.

The MST *Business Plan and Short Range Transit Plan* uses two separate systems for performance measurement: one for the Fixed-Route System, and the second for MST RIDES Paratransit. Performance measures for the Fixed-Route System look at various factors of ridership (total customer boardings, ridership per vehicle revenue hour and utilization of lines), service delivery (increased customer satisfaction, strengthen employee developments and satisfaction, enhance support by MST members and other stakeholder, and operate safely, effectively and efficiently), and special services (the MST Trolley—Waterfront Visitors Express, Laguna Seca lines, supplemental service for community events, limited charter service for special events, and ADA compliance and accommodations). Performance measures for MST RIDES Paratransit program uses an evaluation system of 20 performance measures to support the MST's mission statement, which focuses on "increase customer satisfaction" and "operate safely, effectively and efficiently." These 20 performance measures fall into categories of input (resources: operating expenses, employees), output (service produced: vehicle revenue hours, vehicle revenue miles), end product (service consumed: passengers, passenger revenue), efficiency (input vs. output), service effectiveness (output vs. end product), cost effectiveness (input vs. end product), service quality (miles/road call, accidents per 10,000 miles) and customer satisfaction (telephone and letter).

Access to transit service and overall performance of the transit systems would improve with implementation of the 2040 MTP/SCS and related projects. The 2040 MTP/SCS includes projects in

Monterey County that would address transit operations, rehabilitation of existing facilities, improvements to American's with Disabilities Act (ADA) service, and infrastructure and other benefits including replacement of existing buses and related equipment. Examples of specific projects within the 2040 MTP/SCS that would meet some of these needs include service expansions to Salinas (MON-MST008-MST, MON-MST011-MST, MON-MST020-MST), increased frequency of various transit lines (MON-MST018-MST), improvements of the Salinas ITC station (MON-SNS120-SL), and countywide support for ADA services (MON-TAMC012-TAMC). As discussed, the 2040 MTP/SCS contains the TAMC RTP, which was developed in consultation with MST. Thus, the 2040 MTP/SCS would be consistent with the current *Business Plan and Short Range Transit Plan* (MST, 2005).

5.5.2 Santa Cruz METRO Short-Range Transit Plan

The Santa Cruz METRO *2013 Short-Range Transit Plan* update was adopted in May 2014. This update includes an assessment of the strengths and weaknesses of the existing service design for both fixed-route and ParaCruz services; a forecast of future financial and capital needs; and an updated marketing plan. Regarding existing service, the Plan notes that Santa Cruz METRO has an excellent route system with heavy ridership. Several recommendations are included that build upon the success of the current system and focus on the use of existing resources to simplify services. These include the following:

- Simplifying service frequencies between downtown Santa Cruz and UCSC;
- Improving speed for more riders in the Watsonville – Cabrillo corridor;
- Consolidating routes to simplify service in Santa Cruz and Mid-County; and
- Creating Transit Emphasis Corridors where service frequencies are at least every 15-minutes during peak times and capital enhancements can be prioritized.

The Santa Cruz METRO fixed-route and ParaCruz each have their own measures for performance. For the 33 fixed-route bus lines, which includes four transit centers in the Santa Cruz area, measures tracked weekday and weekend services for the following: total annual ridership by route, averages for number of boardings, daily hours of revenue service, daily trips, daily vehicle miles, boardings per revenue hour, boardings per trip, boardings per mile and on-time performance. These factors are used to calculate productivity of the overall system. METRO ParaCruz tracks operating trends and performance indicators. Operating trends include ridership numbers, revenue hours, revenue miles. Performance indicators are measured by cost effectiveness (operating cost per passenger, farebox recovery ratio, average revenue per passenger, average subsidy per passenger) and service efficiency (passengers per revenue hour and passengers per revenue mile).

As shown in the performance measures developed for the 2040 MTP/SCS, access to transit service and overall performance of the transit systems would improve with implementation of the 2040 MTP/SCS and related projects. Specific projects within the 2040 MTP/SCS that would expand transit service include such projects as SC-MTD-P12-MTD and SC-MTD-P14-MTD, which expand Highway 17 service and local transit service, addressing recommendations made in the short-range plan to expand regional transit operations. Projects also include improved access to UCSC, including operation of the campus shuttle service and Night Owl (Project SC-UC-P74-UC), programs encouraging sustainable commutes to the campus (SC-UC-P63-UC, UCSC Vanpool Program; SC-UC-P69-UC, UCSC Commute Counseling Program; SC-UC-P70-UC, UCSC Commuter Incentive Programs) and additional electric vehicle charging stations (Project SC-UC-P65-UC). Based on these findings,

the 2040 MTP/SCS would be consistent with the Santa Cruz METRO *2013 Short-Range Transit Plan* (METRO, 2014).

5.5.3 San Benito County Local Transportation Authority Short- and Long-Range Transit Plan

The San Benito County Local Transportation Authority (LTA) adopted *Future Horizons for San Benito County: Short- and Long-Range Transit Plan* in 2016. The 2016 Plan provides an evaluation of local fixed route service, intercounty service and demand response services, as well as an alternatives analysis.

The vision for public transportation in San Benito County is characterized by:

1. Ridership growth;
2. Sustainable, sufficient funding;
3. Reliable, efficient, affordable transportation;
4. Multi-modal, sustainable TOD;
5. Positive economic impact in the community; and
6. Healthy environment with improved air quality and reduced congestion.

The focus of the long-range portion of the Plan is to “establish goals and projects for transit growth which connects land use and transportation strategies. The LRTP shall also meet legal mandates for planning and programming set by SB 375.”

The San Benito LTA uses a Performance Measurement system to identify service issues or service needs, with data is collected in relation the LTA’s Mission, Vision, and the eight guiding principles. The Plan provides a detailed table organized by goal, objective, measure, service, proposed standard and actual performance. The objectives and their measures include:

- Safe Transit Service (miles between preventable accidents, miles between passenger injuries, on the job injuries, drug and alcohol testing program);
- Productive service (passengers per vehicle revenue hour, by service type);
- Reliable transit service (on-time performance, missed trips);
- Effective service (cost per passenger, by service type);
- Affordable service (fare increases);
- Increase use of transit (ridership growth, by type of service);
- Accessibility (frequency of service, coverage, service to key destinations, transfer wait time, new service ridership projections, special services for difficult to service populations);
- High customer satisfaction (ratings, complaints);
- Cost effective use of technology (cost/benefit/urgency analysis);
- Accountability and transparency (performance reporting, financial);
- Leadership with partners, businesses, employers and the community (contacts/meetings per year, community association membership and attendance, industry association membership and attendance, participation in community events);
- Accessibility (annual marketing plan, marketing cost per operating costs, public participation program);

- Staff and drivers project positive quality image (driver turnover rates, hours of sensitivity and customer service training per employee);
- Accurate transit information on a timely basis through multiple channels (onboard, signage and web updates);
- Cost effective service (cost per vehicle service hour, cost per vehicle service mile);
- Use of public funding efficiently (subsidy per passenger, farebox recovery);
- Budget (annual budget, maintain budget);
- Partnerships with cities and counties (as required)

As demonstrated in the performance measures developed for the 2040 MTP/SCS, access to transit service and overall performance of the transit systems would improve with implementation of the 2040 MTP/SCS and related projects. The 2040 MTP/SCS includes projects in San Benito County that would in part address needs identified in the short-range transit plan, such as greater connectivity throughout the region, with improved bus rapid transit and rail passenger service in key corridors to meet the need for service to and from Santa Cruz County (for jobs and activities in the cities of Watsonville and Santa Cruz, UC Santa Cruz and various recreation areas along the coastline), and meet the need for service into Monterey County (for destinations such as CSUMB, and the cities of Salinas and Monterey, and other areas served by Monterey-Salinas Transit). Based on these findings, the 2040 MTP/SCS would be considered consistent with the Short- and Long-Range Transit Plan (LTA, 2016).

5.6 Local Agency Formation Commissions

Monterey, San Benito and Santa Cruz counties each have a Local Agency Formation Commission (LAFCO). LAFCOs are independent countywide bodies created pursuant to State law that make decisions about the boundaries of and services provided by cities and special districts, as governed by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Section 56000 et seq.). Statutory purposes of LAFCOs are to encourage the orderly formation and development of local governments, preserve agricultural and open space lands, discourage urban sprawl and ensure the efficient delivery of government services.

As regulatory agencies, LAFCOs may approve the formation of new cities and special districts, approve changes in boundaries (e.g., annexations, consolidations, mergers, dissolutions), and may allow cities or special districts to provide services outside their boundaries. LAFCOs establish and periodically update the spheres of influence of each city and district, and may initiate proposals to change boundaries based upon the Spheres of Influence or special studies. LAFCOs are also required to prepare Municipal Service Reviews (MSRs) for every city and special district in their jurisdiction that demonstrate the capacity of each organization to provide adequate facilities and services. The MSRs must then be updated every five years. LAFCOs implement the Cortese-Knox-Hertzberg Local Government Reorganization Act, CEQA, open meeting laws, the Revenue and Taxation Code and local policies and procedures.

The projects and land use scenario comprising the 2040 MTP/SCS were developed in consultation with municipalities and other sponsoring agencies within Monterey, San Benito and Santa Cruz counties, and were coordinated with city and county general plan land use diagrams. The city general plan land use diagrams identify the city spheres of influence (SOI) and confine proposed land uses within their SOIs. County general plan land use diagrams depict land use in unincorporated areas, some of which include areas within city SOIs that has not yet been annexed.

County land use diagrams typically show agricultural or open space designations for these areas and presume that any new urban development will occur following annexation. The county general plans include policies that direct urban growth to within city SOIs. The 2040 MTP/SCS is consistent with and supports city and county policy and programs related to existing and potential future SOIs that effect the location and pace of growth and development in the region, and is consistent with the respective city SOIs.

This page intentionally left blank.