CITY OF MONTAGUE
DRAFT CIRCULATION ELEMENT UPDATE

September 26, 2024

CITY OF MONTAGUE
230 S. 13TH STREET
MONTAGUE, CA 96064

Figures

4.1 INTRODUCTION

The Circulation Element focuses on the movement of people, goods, water, wastewater, storm water, energy, solid waste, and data and communications in the City of Montague. In doing so, the Circulation Element highlights Montague's current and planned transportation system, provides an overview of public utilities in the City, and sets forth specific goals, policies, and programs to guide the development and maintenance of circulation in Montague through 2045.

4.2 STATUTORY REQUIREMENTS

California Government Code Section 65302(b) states that the circulation element of a general plan shall consist of "the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, any military airports and ports, and other public utilities and facilities, all correlated with the land use element of the plan." It further states that the circulation element must "plan for a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways for safe and convenient travel in a manner that is suitable to the rural, suburban, or urban context of the general plan."

Additionally, recent legislation has increased focus on air quality, reducing greenhouse gas (GHG) emissions, and reducing vehicle miles traveled (VMT) in the Circulation Element. This includes:

- California Complete Streets Act of 2008 (Assembly Bill (AB) 1358);
- Global Warming Solutions Act of 2006 (AB 32);
- Sustainable Communities and Climate Protection Act of 2008 (Senate Bill (SB) 375);
- CEQA Streamlining for Infill Projects (SB 226, 2011); and
- Shift in CEQA transportation metric to VMT (SB 743, 2013).

4.3 BACKGROUND

4.3.1 Highway and Street Classifications

The Federal Highway Administration (FHWA) maintains a functional classification system that defines the role of each element of the roadway network. The system groups streets and highways into classes according to the service they provide for purposes of federal funding eligibility. The functional classification system is also used by the California Department of Transportation (Caltrans) to make recommendations to the FHWA for approval of California Road System maps. The City of Montague does not maintain its own functional classification system. Should the City desire to add or modify a functional classification, it would petition Caltrans for the change.

Rural and urban areas have different roles as to density of street and highway networks, travel patterns, and how these elements are integrated into a highway system. To qualify as "urban" under the functional classification system, the area must encompass at least 2,000 housing units or at least 5,000 persons. The term "rural" encompasses all population, housing, and territory not included within an urban area. The City of Montague and surrounding area are considered rural. While the "urban" or "rural" designation is independent of the functional classification, urban area boundaries play an important role in developing the functional classification of a road in an urban/rural context. The functional classifications include:

4.3.1.1 Arterials

Arterials provide the highest level of service at the greatest speed for the longest uninterrupted distance, often with multiple lanes and some degree of access control. In rural areas, the FHWA

delineates arterials into “principal arterials” and “minor arterials.” Rural principal arterials are further broken down into “interstates” and “other principal arterials.”

4.3.1.2 Collectors

Collectors provide a less highly developed level of service at a lower speed for shorter distances by collecting traffic from local roads and connecting them with arterials. In rural areas, the FHWA delineates collectors into “major” and “minor” collectors. Major collectors serve larger towns not accessed by higher order roads and important industrial or agricultural centers that generate significant traffic but are not served by arterials. Rural minor collectors are typically spaced at intervals consistent with population density to collect traffic from local roads and to ensure that a collector road serves all smaller populated areas.

4.3.1.3 Local Roads

Local roads provide the most direct access to adjoining properties and uses, such as residences, businesses, schools, parks, etc. Because of this, local roads are normally designed to discourage through traffic (e.g., controlled intersections and slower vehicle speeds) and to move traffic toward arterials and collectors where it can move more efficiently. Roads not designated as either an arterial or a collector are local roads.

4.3.2 Existing Street and Highway System

There are approximately 14.15 maintained road miles in the City of Montague in 2024. The City’s existing road network is shown in **Figure 4-1, Circulation Map** and roadways in the planning area are described according to their FHWA functional classifications below.

4.3.2.1 Arterials

There are no arterials within the City or Sphere of Influence. The nearest arterial is Interstate 5 (I-5), located approximately 5 ½ miles west in Yreka. I-5 serves as the primary north-south interstate along the west coast of the United States.

4.3.2.2 Collectors

As shown in **Figure 4-1**, there are a number of designated collectors that form five routes in and out of Montague. Collectors in the City include California State Route 3 (SR 3), S. 11th Street south of SR 3, N. 11th Street north of SR 3, and all of N. 9th Street. These road segments are designated as major collectors. Outside the City, Montague Ager Road is designated a major collector and Airport Road and Ball Mountain Little Shasta Road are designated minor collectors.

Principal among the collectors in the planning area is SR 3, which serves as the City’s primary point of access. SR 3 is a north-south two-lane conventional highway beginning at the eastern edge of city limits and ending at SR 36 near Peanut in Trinity County approximately 147 miles south. SR 3 connects Montague with Yreka, which is a major destination for jobs, goods, and services in the region, and with other destinations via its connection with I- 5.

In Montague, SR 3 serves as part of “main street” and is regularly used by local and through traffic. Like other routes in the California Freeway and Expressway System, SR 3 is managed by the California Department of Transportation (Caltrans). Caltrans reports that in 2022, annual average daily traffic (AADT) on SR 3 consisted of 3,300 vehicles, with 290 vehicles in transit during peak hour traffic (i.e., “rush hour”). The heaviest traffic typically occurs in July and August with 3,400 vehicles per day on average. (It is important to note that traffic volumes account for

vehicles moving in each direction). SR 3 through Montague is not a significant route for trucks, with trucks accounting for approximately six percent of annual average daily traffic on SR 3 in 2022, or 199 trucks per day on average.

Traffic volumes on SR 3 vary from year to year, however, they have generally been trending downward when assessed over the long-term. For example, Caltrans reports that AADT grew by 500 vehicles between 2014 and 2022 but decreased by 1,200 vehicles between 2005 and 2022. According to the 2021 Siskiyou County Regional Transportation Plan, AADT on SR 3 in Montague is projected to decline by approximately seven percent to 3,080 vehicles by the year 2041.

Posted speed limits along SR 3 through the City are relatively slow (30 to 40 mph), which generally allows safe maneuvering to and from the highway. Nevertheless, the City regularly receives complaints about vehicles travelling at elevated speeds on E. Webb Street (SR 3) and S. 11th Street, which includes a 0.28-mile stretch of SR 3. To address the public's concerns, the City has requested that Caltrans evaluate lowering the speed limits at these locations and that deputies target the areas for enforcement. However, it was noted by Caltrans that the speed study required to establish new speed limits could have the unanticipated and opposite effect of increasing speed limits. For this reason, the City is working with Caltrans to identify improvements, including traffic calming measures, that can be employed in these areas to better control vehicle speeds and enhance public safety.

4.3.2.3 Local Roads

Aside from the designated collectors, the roads in Montague are local roads. Roads typically follow a grid-based system with the street network designed to efficiently move traffic to the collectors. In Montague, several local roads intersect with and provide direct access to SR 3.

Being a small community located in a rural environment, two-lane local roads adequately carry current traffic volumes throughout the City. And with limited population growth anticipated over the life of the General Plan, new development and related traffic volumes are not expected to increase significantly. As a result, it is expected that the existing local road network will be adequate to handle existing and projected traffic volumes related to the growth of the community for the current planning period.

While no new roads or significant road projects are anticipated as being needed to accommodate population growth over the next 20 years, ongoing street improvements and road maintenance will be necessary to keep roads in a safe traveling mode throughout the planning period. To do so, the City works with the Siskiyou County Local Transportation Commission (SCLTC) to survey the roads and prioritize needed road maintenance and repair every five years. The priority projects are then budgeted for and scheduled, as feasible, in the Regional Transportation Plan. Though this system works well for prioritizing improvements, maintenance, and repairs, there remains considerable need for additional funding for projects to be completed.

4.3.2.4 Scenic Highways

The State Scenic Highway Program was created by the California Legislature in 1963 for the purpose of protecting and enhancing the natural scenic beauty of California highways and adjacent corridors through special conservation treatment. Designation as a scenic highway depends upon how much of the natural landscape can be seen by travelers, the scenic quality of the landscape, and the extent to which development intrudes upon the traveler's enjoyment of the view. The State Scenic Highway System includes a list of highways that are either eligible for designation as scenic highways or have been officially designated.

In addition to the State Scenic Highway Program, the National Scenic Byways Program was established by Congress in 1991 to help recognize, preserve, and enhance selected roads throughout the United States. Roads designated as Scenic Byways and All-American Roads by the U.S. Secretary of Transportation are chosen for their archeological, cultural, historic, natural, recreational, and scenic qualities.

There are no roads in the planning area that have been designated as state or federal scenic highways. SR 3 is, however, eligible for scenic highway designation under the State Scenic Highway Program. To designate SR 3 or a portion of SR 3, the City Council would apply to Caltrans for scenic highway approval and adopt a corridor protection program that describes local measures for protecting the corridor's visual quality via development and land use regulations; detailed land and site planning; control of outdoor advertising; careful attention to and control of earthmoving and landscaping; and the design and appearance of structures and equipment.

4.3.2.5 Pedestrian and Bicycle Facilities

Bicycle and pedestrian networks should be complete systems for transportation, including coordination with land use plans, housing, and transit systems. Bicycle and pedestrian networks can be used to connect residents to employment centers, community centers, schools, commercial districts, and transit stops. Active transportation can be used to fill the gaps in transit systems when available, encourage recreational bicycling and walking for exercise, and build a healthier, happier community. The Land Use Element prioritizes infill development, which creates opportunities for active transportation by decreasing the distance between origins and destinations.

There has traditionally been little investment in bicycle and pedestrian infrastructure in Montague due the low volume of traffic on city streets and the cost of improvements. Bicycle parking is provided at the Elementary School, however, there are presently no bicycle lanes, bicycle routes, or multi-use paths in Montague. The pedestrian network is better but similarly incomplete with significant gaps in sidewalks and walkways throughout the community. In some areas where sidewalks are present, they are not well connected, which diminishes their utility.

The SCLTC is in the process of developing a regional Active Transportation Plan (ATP) as part of its effort to build a transportation network that meets the unique needs of Siskiyou County's rural communities, including Montague. When complete, the ATP will emphasize the improvement of pedestrian and bicycle connections used to access schools, goods and services, and other important destinations for children, the elderly, and people with disabilities. Having an ATP allows communities to better identify and prioritize the specific active transportation improvements needed in their community and to better qualify for grant funding to implement the improvements.

Funding continues to be a significant challenge in implementing an active transportation network. Although the State supports investment in biking and walking by funding programs such as the Active Transportation Program and the Affordable Housing and Sustainable Communities Programs, many communities are interested in implementing active transportation projects and there is strong competition for these funds. Therefore, as part of the City's efforts to develop a connected active transportation system for Montague, as well as better compete for funding assistance, the City will continue to coordinate with SCLTC and other communities in the region on development of the ATP and to plan for a regional active transportation network. Once the ATP is complete, the City of Montague and other communities in Siskiyou County can better target grant opportunities to improve their active transportation networks.

4.3.2.6 Parking

The provision for parking is an integral part of a transportation system. Whether at home or at some destination point, sufficient space must be provided to park vehicles. Typically, this is done through the application of standards in a city's zoning ordinance, which require specific amounts of off-street parking based on the type and intensity of use. The City's zoning ordinance has a chapter dedicated to off-street parking and loading requirements.

Though the provision of off-street parking is required throughout much of the City, most streets in Montague are of sufficient width to provide some on-street parking as well. This helps to offset situations where off-street parking has not been provided in the past, as well as giving neighborhoods more available parking for guests. Though less commonly needed, on-street parking areas also provide space for snow storage following winter storms.

To address the parking needs in the downtown area, the City maintains a public parking lot at Railroad Park adjacent to S. 11th Street, permits parallel parking along N. 11th and S. 11th streets, and provides parallel and accessible parking along W. King Street adjacent to the Community Center. Outside of the downtown, public parking is provided at City Hall and adjacent to Diggle Field and the Rodeo Grounds.

4.3.2.7 Traffic Management

Most streets in Montague do not experience significant traffic and few traffic calming measures have traditionally been required. The lack of significant traffic on city roadways is an important element of the overall livability and small-town feel of Montague. And while substantial population growth and a corresponding increase in traffic on local roads are not anticipated for the planning period, the City does periodically experience project and event-related increases in traffic along SR 3. Also, as discussed in Section 4.3.2.2 above, vehicles occasionally enter the City at elevated speeds on E. Webb and S. 11th streets, which coupled the lack of sidewalks and crosswalks in these areas, makes pedestrian crossings more challenging, particularly for individuals with limited mobility.

There are a variety of traffic calming measures that can achieve speed reductions, deter congestion, and reduce demand for vehicle trips. Some traffic calming measures alter the configuration of a roadway while others change how people psychologically perceive and respond to a street. Traffic calming measures can include center medians with vegetation, pinchpoints, lane shifts, bulb outs, and roundabouts. Depending on site-specific conditions, speed reduction mechanisms can improve safety and result in fewer or less serious injuries when accidents occur. Although no new traffic calming measures are currently planned, the City continues to evaluate its roadways and intersections for safety, and to coordinate with Caltrans relative to SR 3 and its intersection with city streets, and new measures may be determined necessary in the future.

4.3.3 Shipping and Transit

4.3.3.1 Railroad

Beginning in the late 1800s, the development of Montague, both historically and physically, was shaped by the development of the railroad. The City is named for Samuel S. Montague, the man who engineered the California line of the Oregon & California Railroad through Siskiyou County to connect San Francisco with Portland, Oregon in 1887 (among other notable accomplishments). With completion of the railroad through Montague, Montague became a bustling town and major thoroughfare, receiving cattle drives and other goods for transport. To benefit from the arrival of railroad through Montague, the Yreka Railroad Company constructed a short line from Yreka to

Montague in 1889, and for many years, the two railroads provided the primary means of transportation and the focal point of commercial activity in the community, and at times the region. However, as mobility increased and as trucking grew to become the predominant method of shipping goods after 1960, railroad operations slowed in response.

According to the Federal Railroad Administration, the most recent count of train traffic occurred in 2020. At that time, an average of two trains passed through Montague each day on the line operated by Central Oregon & Pacific Railroad. The short line to Yreka is no longer operating and its tracks are in disrepair. Rail passenger service through the City ended many years ago. Trains stop now only to deliver fertilizer to a local agricultural supply company a few times each year. To access Amtrak and passenger rail service to other parts of the Country, residents must travel approximately 43 miles to the Amtrak station in Dunsmuir or approximately 83 miles to the station in Klamath Falls, Oregon.

4.3.3.2 Trucking

Freight movement to the Montague area is provided by inter- and intrastate firms, however, being located outside of major transportation routes, there are no local terminal facilities in Montague and heavy truck traffic is intermittent. As a result, the City has not yet established a system of designated truck routes with which to direct heavy truck traffic to areas designated for commercial and industrial use and away from residential areas and other sensitive land uses.

4.3.3.3 Public Transit

As California strives to reduce VMT and GHG emissions, transportation strategies that include alternatives to driving single-occupancy vehicles have become increasingly important for cities and counties to develop and implement. And while Montague and Siskiyou County are sufficiently rural that single-occupancy vehicles are likely considered a necessity by most residents, the availability of quality transit service facilitates access to goods, services, and employment opportunities for all residents, encourages ridership, and helps to meet State goals. Further, by coordinating transit routes and stops with bicycle and pedestrian infrastructure (e.g., bicycle parking and sidewalks), cities can promote ridership for a wider range of residents.

At present, the County of Siskiyou's Siskiyou Transit and General Express (STAGE) bus service is the only public transit in Montague. STAGE is based in Yreka and principally serves central and southern Siskiyou County. STAGE buses make multiple daily stops in Montague and connect the City with Yreka and other destinations in the County. Nevertheless, because Montague and Siskiyou County are rural, ridership remains low and public transit remains a challenge to operate. According to the *Siskiyou County 2021 Short Range Transit Plan*, during fiscal year 2018/2019 Montague boardings accounted for just 3.79% of STAGE's total ridership. To improve public transit in Siskiyou County, the SCLTC recently commissioned a study by Mia Lewis with UCLA's Institute for Transportation Studies. The 2024 study, *Revitalizing Rural Transit: Transit Analysis and Recommendations for Siskiyou County*, focuses on "developing strategies to increase ridership, optimize route coverage, and enhance overall system efficiency." Importantly, the study also identifies a number of grant sources that can be used by the cities and County to fund transit improvements and operating costs.

Greyhound Lines, Inc. (Greyhound) operates the largest, private intercity bus service in North America; however, Greyhound does not offer bus service to Montague. To access the nearest Greyhound station and bus service to other parts of the Country, residents must travel approximately 26 miles to Weed.

4.3.3.4 Aviation

In partnership with the City of Yreka, the City of Montague owns and maintains the Montague-Yreka Rohrer Airfield, which is located on roughly 286 acres at the western edge of the City. Although identified as one of the busiest airports in Siskiyou County, the airport serves general aviation aircraft and does not provide commercial flights or scheduled service to other destinations. The nearest airport with passenger service, the Medford-Rogue Valley International Airport, is located approximately 83 miles to the northwest in Medford, Oregon. Passenger air service was also previously available in Klamath Falls at the Crater Lake-Klamath Regional Airport, but the service was terminated 2017. It is unknown whether a commercial carrier will return to Klamath Falls. Other airports commonly utilized by city residents include the Redding Regional Airport in Redding and the Sacramento International Airport in Natomas, which are 102 miles and 245 miles south of the City respectively.

4.3.4 Public Utilities

4.3.4.1 Water

The City contracts with the Montague Water Conservation District (MWCD) for its municipal water supply. The MWCD provides the City with water from two different sources depending upon the time of the year, delivering water via a series of canals. During mid-April through mid-October, the City is typically supplied water from Dwinnell Dam and Reservoir (i.e., Lake Shastina), and during the remainder of the year, the City receives its water from the Shasta River. In 2014, due to emergency drought conditions and a lawsuit challenging the legality of Dwinnell Dam and Reservoir, a new diversion was constructed on the Shasta River to serve Montague more efficiently. At first proposed as a temporary solution to address an emergency situation, the newly established point of diversion has remained in use with the State Water Resources Control Board, Division of Water Rights recently approving its permanent use.

Upon delivery of water to Montague's water treatment plant via a MWCD canal, the water is diverted to settling ponds for pretreatment. Once the water is mostly clarified, the water is conveyed to a basin where it undergoes additional clarification. The water is then forced through filters, disinfected, and conveyed to a 430,000-gallon tank constructed in the early 1950s, a 30,000-gallon tank constructed in 1986, and a 1,000,000-gallon tank constructed in 2007. Improvements to the water treatment plant in 2015 made the City's water, which had previously been plagued by taste and odor issues, significantly more palatable.

Based on the City's contract with MWCD, the City's has a supply capacity of 1.15 million gallons per day. While the City may require additional capacity at some point in the future, the City's current demand is substantially lower than its current capacity. And with the City's water supply made more reliable through a new diversion from the Shasta River, there has so far not been a need to restrict water usage during summer months except to enforce statewide orders.

Goals, policies, and programs for the conservation of water resources are provided in the Conservation Element.

4.3.4.2 Wastewater

The City provides for the collection, treatment, and disposal of wastewater within city limits. Development of Montague's wastewater collection and treatment infrastructure was completed in 1976. The wastewater treatment plant (WWTP) consists of an aerated lagoon system located near the airport at the northwestern edge of the City. Although the WWTP was designed with a capacity significantly higher than the current estimated average dry weather flow, the collection

system suffers from excessive infiltration and inflow, which is groundwater and stormwater that seeps into the collection system through cracks in the pipes and poor seals at connections following storm events. The City is in the process of working with the California Department of Water Resources to complete a study of the WWTP, and the City continues to apply for funding to make the necessary improvements to its conveyance system. The City's current water distribution and wastewater conveyance systems are shown **Figure 4-2, Water and Wastewater Utilities**.

4.3.4.3 Storm Drainage

The City's storm drain system largely consists of a network of natural and man-made ditches that route stormwater through the City and convey it to Oregon Slough where it is discharged. Although all new subdivisions are required to install curb and gutter consistent with the City's Subdivision Ordinance, these improvements were not required historically and are absent from most of the City. To address the lack of storm drain improvements, the City requires that post-construction stormwater runoff from each lot not exceed pre-construction levels. While the City has so far experienced only limited localized flooding, with approximately 84 acres affected by flood hazards and increased storm intensities resulting from climate change, the City will likely need to expand the system's capacity eventually to accommodate increased stormwater runoff.

4.3.4.4 Solid Waste

The City is a member agency of the Siskiyou County Integrated Solid Waste Management Regional Agency, which oversees solid waste collection and disposal throughout Siskiyou County. At present, the City does not provide solid waste removal services and residents may either contract with Yreka Transfer, LLC for their waste disposal needs or transport their garbage to a County transfer station for disposal. The nearest transfer station is the Oberlin Road Transfer Station in Yreka, approximately 5½ miles southwest of Montague. Solid waste from the Oberlin Road Transfer Station is subsequently disposed of at one of seven landfills under contract with the Siskiyou County Integrated Solid Waste Management Regional Agency to receive the waste. Most of the receiving facilities are located in Oregon.

According to the California Department of Resources Recycling and Recovery (CalRecycle), the average individual in Siskiyou County generated 4.7 pounds of garbage per day in 2019. Based on an estimated population of 1,230 in Montague at the time of the 2020 U.S. Census, it is projected that city residents generate roughly 2.11 million pounds (1,055.0 tons) of garbage per year. In an effort to reduce the amount of organic material being generated inside city limits and deposited in landfills, the City adopted regulations for the recovery of edible food waste consistent with and in accordance with the State of California's Short-Lived Climate Pollutants Organic Waste Reduction Strategy (i.e., SB 1383).

4.3.4.5 Electrical Transmission

There are no electrical energy production facilities in Montague. Pacific Power provides electrical service to the City and surrounding areas via a 69 kV electrical transmission line that enters and exits the City from the south and a substation located along Old Montague Road. At present, the power supplied is sufficient to meet the demands of the community. However, as temperatures continue to increase under climate change and prolonged heat becomes more common, it is anticipated that demand for cooling technologies will increase in the community, resulting in greater energy demand.

Aside from the East Prather and Mountain Heights subdivisions, power lines are above ground throughout the community and generally follow transportation corridors. Current Public Utility

Commission regulations require that all new facilities for residential subdivisions and commercial developments be located underground.

4.3.4.6 Data & Communications

AT&T and Vyve Broadband provide landline telephone and internet service in Montague, with AT&T, Verizon, T-Mobile, and U.S. Cellular offering cellular and mobile data service. Broadband technologies available in Montague include cable, digital subscriber line (DSL), fixed wireless, satellite, and mobile. As a result, high speed internet is generally available in the City; however, there are pockets within the City where downstream and upstream speeds are limited, and which are eligible for California Advanced Services Fund (CASF) infrastructure grants for service provider improvements. To qualify, an area must lack a facility-based broadband provider that serves households (or areas) at a minimum speed of at least 25 Mbps down and 3 Mpbs up. Projects funded by the CASF program deploy infrastructure capable of providing broadband access at speeds of a minimum of 100 Mbps down and 20 Mbps up. Data downstream speed ranges in the City are shown in **Figure 4-3, Consumer Fixed Downstream Data Availability**.

4.4 LEVEL OF SERVICE AND VEHICLE MILES TRAVELED

Level of Service (LOS) is a standard established by the Institute of Transportation Engineers (ITE) to quantify the subjective measure of traffic efficiency and tolerance. Factors taken into consideration include the volume of traffic, street and intersection design, signal timing, and other variables. LOS is normally used to describe peak-hour conditions, specifically the morning or afternoon hour when traffic is the heaviest.

To prevent roads from reaching a level in which traffic moves with poor efficiency from point to point, cities have historically established guidelines at which a street or road is considered to have reached the highest service volumes that are tolerable within a community. Rated in grades from LOS A (best) to LOS F (worst), a roadway's levels of service is based on the amount of congestion and delay drivers experience.

For the purpose of guiding future development relative to the City's transportation network, the City of Montague strives to maintain a LOS threshold of "C" or better for all city streets and intersections. LOS C provides for "acceptable delays" and ensures city streets remain safely below but efficiently close to capacity. The City balances this LOS target with considerations of vehicle activity, pedestrian safety, cost, and meeting the needs of all users of the City's transportation network. Accordingly, the City Council may approve requests for deviations from the LOS threshold in unusual or exceptional circumstances, and as it determines necessary and appropriate. Note that this threshold reflects community expectations for its roadways and is not appropriate for evaluation of impacts under the California Environmental Quality Act (CEQA), as discussed below.

With the passage of SB 743 (2013), the way transportation impacts are analyzed under CEQA changed. Once based on LOS, CEQA standards now require that transportation impacts be assessed primarily based on the effects on Vehicle Miles Traveled (VMT). Whereas LOS is a metric for traffic congestion and delay, VMT is a measure of vehicle activity that accounts for the number and length of vehicle trips within an area over a given period. VMT is commonly applied on a per-household or per-capita basis and is a primary input for regional air quality analyses and for developing VMT rates for safety analysis.

Rates of VMT are typically lowest in compact, walkable, and mixed-use areas. Higher rates of VMT tend to occur in suburban or rural areas with low population densities and longer distances

to activity centers. For these reasons, efforts to reduce VMT often focus on encouraging infill development. Similarly, SB 743 aims to encourage infill development and a diversity of land uses instead of sprawl, and to promote multi-modal transportation networks that provide efficient access to destinations and improve public health through active transportation.

While LOS is no longer relevant for CEQA purposes, LOS-based performance goals remain relevant for non-CEQA planning purposes and as a tool for the City to ensure its roadway system meets the expectations of the community. Further, policies in the Circulation and Land Use elements serve to reconcile competing interests of LOS and VMT and to meet the needs of all users of the transportation network, including pedestrians and bicyclists.

4.5 CORRELATION WITH LAND USE ELEMENT

The policies and programs in the Land Use Element directly tie to those highlighted in this Circulation Element. Creating connected, accessible, and complete systems of circulation networks and ensuring access to opportunities within a community and region requires coordination between land use and circulation planning.

As emphasized in the Land Use Element, mixed-use neighborhoods, revitalization of the town center, and infill development reduce the transportation needs of residents and businesses alike. Pedestrian and bicycle routes should connect the City's parks and schools with residential areas identified in the Land Use Element. Moreover, truck routes should be identified, and trucks directed away from sensitive areas and to areas designed for heavier commercial and industrial uses in the Land Use Element.

4.6 CORRELATION WITH CONSERVATION ELEMENT

As described in the Conservation Element, the "Urban Heat Island Effect" can occur in small or large cities, and even in suburban areas. Heat islands form as natural land cover is replaced with dark-colored rooftops, pavement for roads and parking lots, and other hardscapes that collect and retain heat. According to the U.S. Environmental Protection Agency, these dark surfaces can reach temperatures up to 60 degrees Fahrenheit (°F) warmer than the air, thereby increasing the ambient temperatures in areas 1-7 °F higher than in natural landscapes during the day and 2-5 °F higher at night.

The use of trees in urban landscapes is an effective, low technology way to reduce the heat island effect, reduce energy consumption, improve air quality, reduce stormwater runoff, decrease soil erosion, improve the pedestrian environment, reduce glare, and improve community image and aesthetics. Studies have shown that urban trees offer returns far greater than their cost of planting and upkeep, and these benefits increase with the increased size and extent of the tree canopy. For these reasons, the City of Montague promotes trees along pedestrian and bicycle paths, where appropriate, to enhance the urban canopy.

4.7 CORRELATION WITH SAFETY ELEMENT

Climate change is a critical consideration in the Circulation Element, as transportation is a significant source of greenhouse gases (GHG). The California Air Resources Board (CARB) reports that, as of 2021, about 38 percent of the state's GHG emissions come from the transportation sector, as compared to 29 percent nationally. To achieve GHG reduction goals, the City of Montague is focusing on mixed-use development close to the town center, improving its active transportation network, and working with transit and para-transit providers to improve services to the community.

The recent increase in demand for work-from-home employment may assist in reaching GHG emissions targets by reducing the number of daily commuters in vehicles. However, adequate broadband coverage must be provided to facilitate remote work, and though there has been significant improvement in broadband coverage over the past 20 years, limitations and challenges persist.

One of the many anticipated consequences of climate change is increased storm intensities, which will require the City to reevaluate its existing drainage and limited stormwater infrastructure to ensure there is enough capacity to accommodate the increased volume of rainfall and runoff. Impacts on infrastructure associated with climate change and severe weather hazards are discussed further in the Safety Element and detailed in the Siskiyou County Multijurisdictional Local Hazard Mitigation Plan, which the City has adopted as part of the General Plan by reference.

4.8 CIRCULATION ELEMENT GOALS, POLICIES & PROGRAMS

GOAL C-1: A balanced transportation system that maximizes mobility and choice for city residents.

GOAL C-2: A transportation system that is adequate, safe, and efficient for all users.

GOAL C-3: A transportation system that contributes to the social, economic, and environmental well-being of the community.

GOAL C-4: A pattern of development and a transportation system that minimize vehicle miles traveled (VMT).

GOAL C-1: A balanced transportation system that maximizes mobility and choice for city residents.

POLICY C-1.1: The City supports the development of a network of complete streets that reflects the local context and which provides for the mobility of all users, regardless of age or ability.

POLICY C-1.2: The City supports the development and expansion of local and regional public transit systems.

POLICY C-1.3: The City supports transit services, agencies, and organizations that provide paratransit services to individuals with special needs.

POLICY C-1.4: The City supports partnerships, including with the Siskiyou County Local Transportation Commission (SCLTC), California Department of Transportation (Caltrans), and other Siskiyou County communities, to fund active transportation improvements in the City and region.

Program C-1A: Ensure that land use and transportation planning balance the needs and safety of motorists, pedestrians, bicyclists, and transit users.

Program C-1B: Evaluate the feasibility of installing elements of complete street improvements when planning roadway improvements.

Program C-1C: Require new development to contribute its fair share to complete street improvements.

Program C-1D: Consider multi-modal access requirements when making investment decisions about parks, recreation areas, public parking, and other city facilities.

Program C-1E: Ensure that new subdivisions are designed to include features that facilitate walking and bicycling.

Program C-1F: Work with transit providers (e.g., STAGE and Greyhound) to extend and/or expand service to Montague to better address the transportation needs of the community.

Program C-1G: Work with transit providers, social service agencies (e.g., PSA 2 Area Agency on Aging), and community organizations (e.g., religious institutions and nonprofits) to offer paratransit services to those with special needs, including on demand rides for the elderly and disabled.

Program C-1H: Continue to coordinate with SCLTC and other communities in the region on development of the Active Transportation Plan and utilize the Active Transportation Plan to better target grant opportunities to improve the City's active transportation network.

Program C-1I: Partner with the SCLTC, Caltrans, and others to fund active transportation improvements in Montague and the region.

GOAL C-2: A transportation system that is adequate, safe, and efficient for all users.

POLICY C-2.1: The City endeavors to provide adequate, safe, and efficient access to and from all land uses identified in the Land Use Element.

POLICY C-2.2: The City strives to maintain Level of Service (LOS) C or better on city streets and intersections.

POLICY C-2.3: The City supports deviations from the LOS standard when LOS C is unsafe for non-automobile users, is too expensive for the City to maintain, and/or results in increased VMT.

POLICY C-2.4: The City supports long-range plans for improvement of SR 3 through Montague by Caltrans to maintain safety and efficiency of traffic.

POLICY C-2.5: The City requires that new development provide adequate off-street parking to accommodate parking demands generated by the use.

POLICY C-2.6: The City requires that publicly accessible parking areas be designed to provide safe access for pedestrians and bicyclists.

POLICY C-2.7: The City supports the use of shared parking facilities that provide safe and convenient connectivity between adjacent uses**.**

Program C-2A: Review existing roadways and sidewalks to ensure that they meet general safety standards and are ADA compliant. If it is found that any routes are unsafe or

noncompliant, make the necessary improvements to ensure that the routes are improved to appropriate standards.

Program C-2B: Continue to evaluate, improve, and maintain city streets and sidewalks to ensure safe, efficient operation.

Program C-2C: Adopt street standards that reflect adjacent land uses and anticipated traffic volumes and provide flexibility where necessary to maintain public safety and neighborhood character.

Program C-2D: Design public rights-of-way, intersections, and parking areas to include accessible, safe access for all users.

Program C-2E: Strive to maintain adequate on-street and off-street parking areas, including electric vehicle charging stations, to meet ongoing parking demands.

Program C-2F: Evaluate the use of in lieu fees to offset the parking impacts of new or expanded commercial, institutional, or industrial land uses as an alternative to requiring that such uses provide the minimum off-street parking spaces required by Code.

Program C-2G: Actively participate in regional transportation planning programs, including programs coordinated by the SCLTC, and use the regional planning process to improve the City's transportation network.

Program C-2H: When a project is proposed that has the potential to impact SR 3 or the intersection of a city street with the highway, coordinate with Caltrans to address and resolve issues that may affect the safety and efficiency of related traffic.

Program C-2I: Coordinate with Caltrans regarding safety issues on SR 3 and the highway's intersections with city streets to ensure sufficient improvements are in place, including traffic calming measures, to safeguard the community.

Program C-2J: Minimize the effects of truck traffic on city streets by developing, maintaining, and enforcing a system of designated truck routes and ensure designated truck routes are designed to accommodate the heavier loads placed on them.

Program C-2K: Periodically evaluate parking standards in the Zoning Code for adequacy and consistency with state law and amend as necessary.

Program C-2L: Support efforts to promote safety at rail crossings in the City.

GOAL C-3: A circulation system that contributes to the social, economic, and environmental well-being of the community.

POLICY C-3.1: The City supports the enhancement of the visual appearance of pedestrian and vehicular routes.

POLICY C-3.2: The City recognizes the relationship of local transportation decisions to broader regional issues, such as congestion management and environmental sustainability.

POLICY C-3.3: The City promotes access to public transit, non-vehicular modes of transportation, and greater linkages between land uses and transit to reduce automobile-related emissions.

POLICY C-3.4: The City supports equitable deployment of comprehensive utility infrastructure in the City, including the efficient expansion of broadband infrastructure and the provision of cost-effective high-speed internet service, to foster economic prosperity.

POLICY C-3.5: The City requires that development mitigate adverse impacts of a proposed project on the existing transportation system.

POLICY C-3.6: The City endeavors to provide public services, facilities, and utilities that are efficient, cost effective, and in compliance with state and federal regulations.

Program C-3A: Construct, improve, and maintain the system of curb, gutters, sidewalks, and crosswalks for circulation, safety, and drainage control, giving priority to high traffic areas.

Program C-3B: Evaluate the planting of low maintenance shade trees in landscaped areas adjacent to streets where non-motorized travel is expected, where such improvements can be made without jeopardizing emergency response and future capacity requirements, and where such improvements are feasible and appropriate.

Program C-3C: As part of the CEQA process, require traffic studies for projects that have the potential to generate substantial increases in VMT or impact traffic patterns.

Program C-3D: Protect natural features and sensitive areas to the maximum extent feasible when maintaining and expanding the City's circulation system.

Program C-3E: Develop a targeted approach to digital inclusion that includes expansion of public Wi-Fi in the downtown area, city hall, community center, and other key areas of community interest.

Program C-3F: When possible, reduce barriers to the equitable deployment of new broadband and telecommunication technologies and infrastructure to attract employers and businesses.

Program C-3G: Work with state agencies and regional partnerships to develop funding for improvements to the City's water, wastewater, and storm drain systems.

GOAL C-4: A pattern of development and a transportation system that minimize vehicle miles traveled (VMT).

POLICY C-4.1: The City supports the implementation of strategies to reduce the number and length of vehicle trips, including active transportation improvements, mixed-use development, improved access to public transit, and the placement of development in proximity to employment centers.

POLICY C-4.2: The City supports new development that will reduce household and employment VMT relative to existing conditions.

POLICY C-4.3: The City supports on- and off-street improvements that provide functional alternatives to automobile usage, promote active transportation, and reduce VMT.

Program C-4A: Ensure that Montague's transportation system complements the land use pattern, and that land use decisions complement and make efficient use of the transportation system.

Program C-4B: Continue to develop and improve the City's pedestrian and bicycle transportation network, using on- and off-street improvements as appropriate, to increase nonvehicular access to local destinations**.**

Program C-4C: Develop and support strategies that strengthen first/last mile connectivity to enhance the viability and utility of public transit for all users, such as sidewalks, bicycle parking, and wayfinding signs.

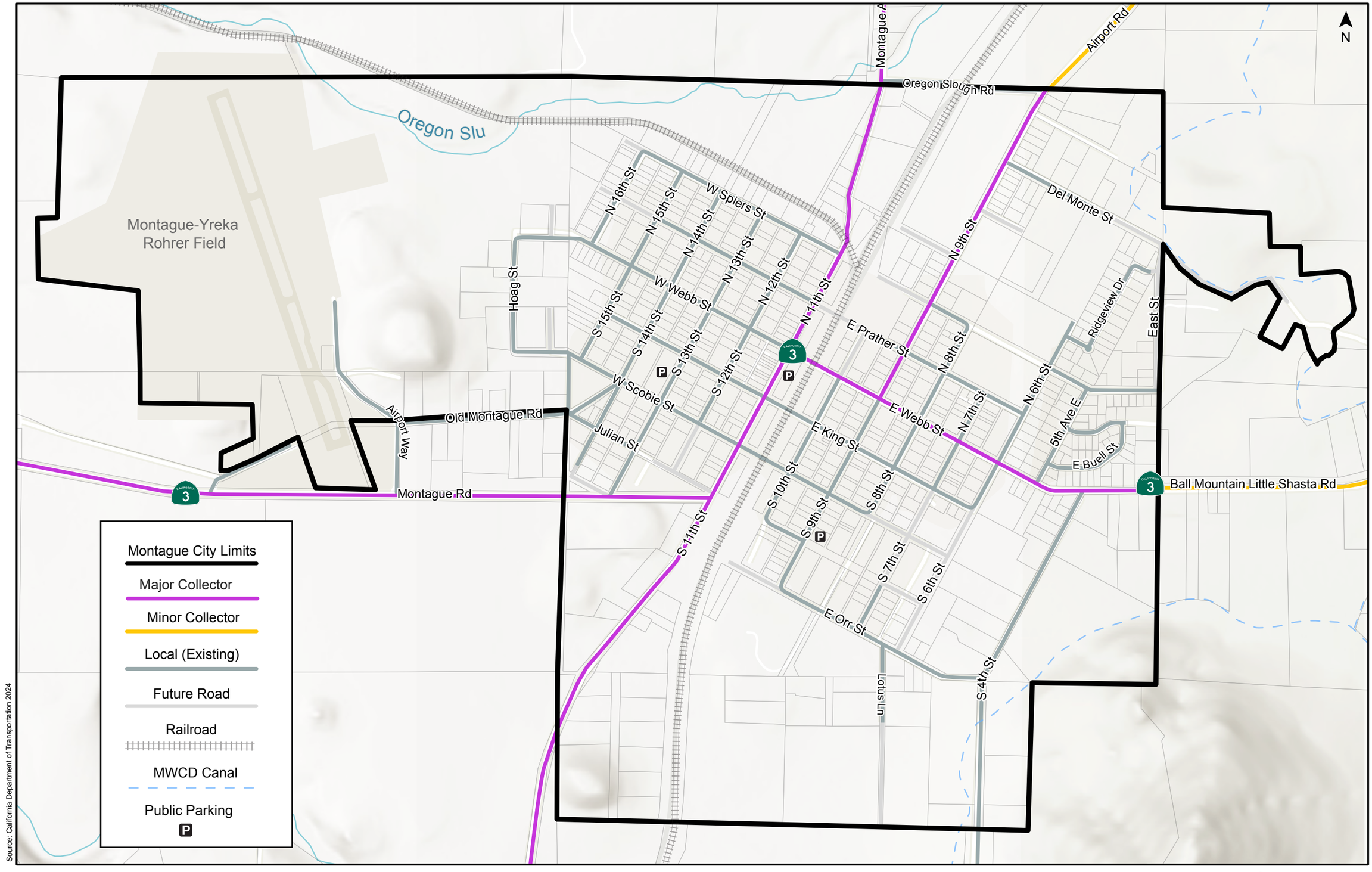

Figure 4-1, Circulation Map

Figure 4-2, Water and Wastewater Utilities

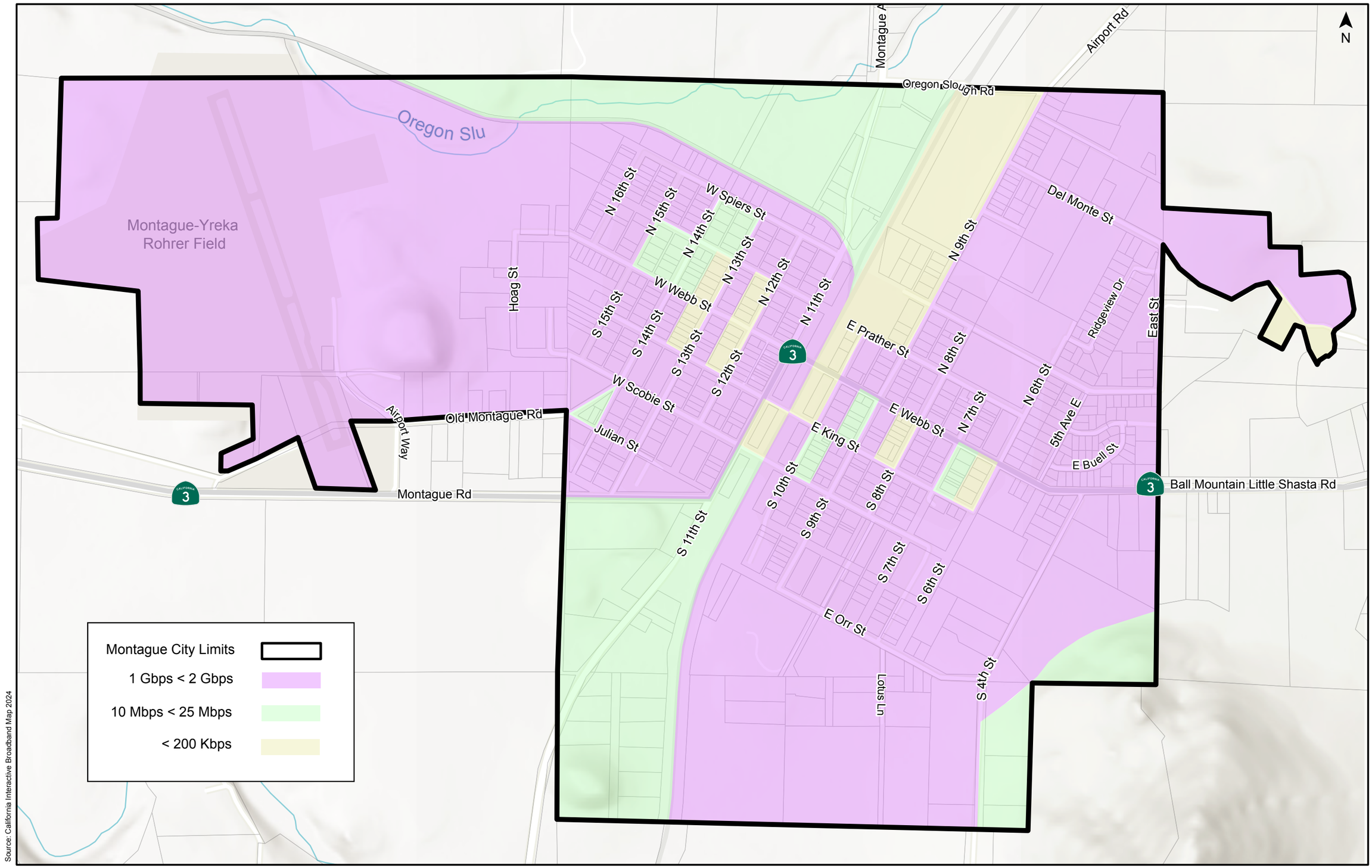

Figure 4-3, Consumer Fixed Downstream Availability