

## 4.8 PUBLIC FACILITIES/RECREATION

### 4.8.1 Setting

There are over 1,130 miles of publicly owned and maintained roads in Santa Cruz County, including county roads, city streets, state highways, and roads in state parks and the University of California, Santa Cruz (UCSC). The California Department of Transportation (Caltrans) is responsible for the construction and maintenance of state highways in the county (Routes 1, 9, 17, 129, 152, and 236). The County of Santa Cruz is responsible for the construction and maintenance of public roads in the unincorporated area (other than state highways), and the cities are responsible for non-state owned public roads within their city limits. Homeowners' associations and private owners of private roads normally perform maintenance of private roads. For each jurisdiction, roadway maintenance primarily involves pavement improvements, street cleaning, lighting repairs, and landscape maintenance.

Most jurisdictions do not have any specific maintenance schedules. Other than street cleaning, most roadway maintenance and repairs are performed on an "as needed" basis. For example, replacement of lighting along roadways located within the county usually occurs when light bulbs have burned out. Landscaping situated along the county's transportation network is primarily maintained when it poses a threat to the health and safety of motorists. Roadway surface deficiencies (potholes, cracks, and subsidence) are repaired less frequently and are usually prioritized by each jurisdiction.

Santa Cruz County has a large number of rural roads and streets that are classified as private, local and collector. Maintenance of these rural roadways is particularly challenging due to their remote locations, susceptibility to storm damage and low traffic volumes relative to maintenance costs. The effects of heavy winter storms as well as the lack of adequate funding in recent years have contributed to a backlog of road maintenance needs in Santa Cruz County.

### 4.8.2 Impact Analysis

**a. Methodology and Significance Thresholds.** A significant adverse impact would occur if any RTP project would result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for fire protection, police protection, schools, parks or other public facilities. The RTP would result in a significant impact if any RTP project were to result in the need for a substantial increase in the number of maintenance personnel or a substantial increase in transportation facility maintenance by the various responsible jurisdictions. An impact would also be potentially significant if an RTP project could impede the maintenance or use of any public facility. It should be noted that although several RTP projects would increase access to park and school facilities, the RTP projects would not directly generate school-aged children or



park users (i.e., through residential development). In addition, several RTP projects (e.g., pedestrian and bike trails) provide recreational amenities.

**b. Project Impacts and Mitigation Measures.** This section describes generalized impacts associated with the projects anticipated under the RTP. Table 4.8-2 in Section 4.8.2.c. summarizes the specific projects that could result in the impacts discussed in this section.

**Impact PF-1** **Some projects included in the RTP could temporarily disrupt access to schools and/or park facilities. This impact is considered Class II, significant but mitigable.**

Projects included in the RTP would not involve the construction of residential units. Therefore, the RTP would not generate school-aged children or park users, and would not result in direct impacts on school or park services.

Improved circulation that may occur as a result of the RTP may remove existing obstacles to growth. An increase in development may also require a corresponding increase in parks, schools, and other public facilities. However, it should be emphasized that the impact would be primarily because of land development, rather than the use of the roads themselves. The potential impacts of the RTP related to growth-inducement are described in Section 5.0 of this EIR.

Several roadway improvement projects front schools and/or park facilities. During implementation of roadway improvements, access to adjacent schools and/or park facilities could be temporarily restricted. Disruption of access to such facilities would be considered a potentially significant impact.

Mitigation Measure. The following mitigation measure is recommended to reduce impacts related to school and park access:

**PF-1(a)** For road construction projects involving temporary lane or road closures, the responsible agency shall post advance warning signs no more than 100 feet from the project site indicating when disruption would occur for a period of at least one week prior to project construction through the completion of construction, and provide marked detours. During implementation of roadway improvements that necessitate partial or total road closure, at least one lane shall remain open to vehicles at all times, and/or alternative routes/detours around improvement areas with appropriate signage shall be provided.

Significance After Mitigation. With implementation of the proposed measure, temporary impacts would be reduced to a less than significant level.



**Impact PF-2** Roadway improvement projects included in the RTP could temporarily disrupt emergency access on project roadways. This impact is considered **Class II**, *significant but mitigable*.

The RTP is intended in part to help facilitate emergency response by upgrading the existing transportation network. Many roadways would be upgraded and, in some cases, extended under the plan. Such facilities could improve the ability for local public protection agencies to respond to emergencies. As such, the RTP would have a beneficial impact to the county and region. These transportation improvements are not anticipated to directly affect any evacuation or response plans in the long term.

In the short-term, however, road or lane closures associated with the construction of new projects could interrupt traffic flow at these locations. With respect to local fire departments, any disruption of routes to local emergencies could inhibit the effectiveness of the response. Alternate route selection by the local and regional fire fighters would be a necessity with the more extensive Regional Transportation Plan (RTP) improvements. Impacts would be significant but mitigable.

Improved circulation that may occur as a result of the RTP may remove existing obstacles to growth. Increased development that could result from the improvement of the regional circulation system may result in a need for additional fire and police protection services. However, it should be emphasized that the impact would be primarily because of land development, rather than the use of the roads themselves. The potential impacts of the RTP related to growth-inducement are described in Section 6.0 of this EIR.

Mitigation Measure. Implementation of Mitigation Measure PF-1 would reduce project impacts related to disruption of emergency access to a less than significant level. This Mitigation Measure requires that at least one lane shall remain open to vehicles at all times, and/or alternative routes/detours around improvement areas with appropriate signage shall be provided for all roadway improvements that necessitate lane closure. The following additional mitigation measure is also required:

- PF-2(a)** In no case shall a major critical facility (state or federal highways) be disrupted without first coordinating with the Santa Cruz County Office of Emergency Preparedness. In that case, provisions to allow the passage of emergency vehicles, even during construction, shall be addressed in the construction plans for projects on these roadways.

Significance After Mitigation. With implementation of Mitigation Measures PF-1(a) and PF-2(a), temporary impacts would be reduced to a less than significant level.



**Impact PF-3** New RTP roadway, bikeway, transit and airport facilities would require increased maintenance. Because of uncertainties about the adequacy of maintenance staffing and equipment, this impact is considered Class II, significant but mitigable.

The RTP provides a basis for transportation infrastructure and operation/maintenance decisions for both the short and longer (25-year) term. It is a fundamental goal of the RTP to preserve and maintain the existing transportation system, emphasizing safety and efficiency. The RTP contains policies that ensure that adequate support is provided to maintain and operate the existing transportation system and that assign a high funding priority to maintenance of the existing street system. In addition, several projects included in the RTP provide for maintenance of transportation facilities, including the following:

- *Airport project AIR-P1*: Lump Sum Watsonville Airport Projects
- *Caltrans project CT-P28*: Lump Sum Highway Bridge Replacement and Rehabilitation (HBRR)
- *Caltrans project CT-P29*: Lump Sum Pavement Rehabilitations on State Highways
- *Caltrans project CT-P30*: Caltrans lump for non-capacity increasing projects, including safety, Clean Up the Roadside Environment (CURE), bridge rehab, slide repairs, roadside rehab/beautification maintenance (minus other SHOPP projects in RTP)
- *Capitola project CAP-P6*: Citywide General Maintenance and Reconstruction
- *County project CO-P35c*: Countywide General Road Maintenance and Rehabilitation
- *Santa Cruz project SC-P7*: Citywide Operations and Maintenance
- *Santa Cruz Metropolitan Transit District project MTD-12*: Fleet Preventative Maintenance
- *Scotts Valley project SV-P27*: Citywide General Maintenance and Operations
- *Watsonville project WAT-P6*: City Roadway Maintenance & Rehab

*Roadways and Bikeways.* Several RTP projects involve the widening and extension of existing roadways, and the construction of new bike routes throughout Santa Cruz County. However, new roadways or bikeways would not represent a substantial increase over the current inventory of roads. Nevertheless, new RTP bikeway projects would represent an increase of more than 10% when compared to existing county bikeways, although most new bikeways would be Class II bike lanes on existing roads. The addition of new roadway segments, bridges, and Class I bikeways would not be expected to significantly alter existing maintenance procedures.

However, most county jurisdictions are already understaffed and the additional roadway and bike facilities would generate increased demands to the existing staffs. Because funding to accommodate increase maintenance demands is uncertain, impacts relating to roadway and bikeway maintenance are considered potentially significant. These increased funding needs are listed in the unconstrained (“Need New Funds”) projects list.



*Transit Facilities.* Implementation of the 2001 RTP would add, replace, or upgrade various transit facilities used by agencies located throughout the county. By replacing and upgrading existing facilities, the Project would be expected to reduce maintenance demands. However, the addition of new facilities such as new buses, bus stops, and transit centers would be expected to increase overall demands upon maintenance staff and equipment. Because funding for transit is limited, current staffing and equipment may not be adequate to meet future maintenance needs. Costs for these increased needs are included within the corresponding projects on the constrained projects list.

*Rail Facilities.* Several rail facility improvements, including new stations, and reuse of existing rail corridors are contemplated in the RTP. These improvements would be expected to increase the overall need for facility maintenance. These maintenance impacts would be considered potentially significant.

*Airport Facilities.* New facilities are contemplated for Watsonville Municipal Airport, the only public airport in the county. Improvements that may require increased maintenance include new access and runway extensions. It should be noted that these improvement projects include funding for maintenance. However, because the availability of funding for expanding maintenance requirements is uncertain, impacts associated with airport improvements are considered potentially significant.

Mitigation Measure. RTP Goal 1, to “Preserve and maintain the existing transportation system, emphasizing safety and efficiency,” and its associated policies to ensure that adequate support is provided to maintain and operate the existing transportation system and support roadway rehabilitation, would reduce RTP project impacts related to maintenance. In addition, the following mitigation measure is recommended to reduce impacts relative to facility maintenance:

- PF-3(a)** The local jurisdiction in which a particular RTP project is located shall ensure that adequate funds are budgeted to maintain the transportation facility as well as existing facilities. This can be accomplished during the project's individual environmental review phase, at which time an assessment of the facility's specific maintenance needs and budget requirements can be made.

Significance After Mitigation. With implementation of the proposed measure, impacts would be reduced to a less than significant level.

**c. Specific RTP Projects That May Result in Impacts.** Table 4.8-1 identifies those projects that may create impacts as discussed in Section 4.8.2.b above. The individual projects listed could create significant facility maintenance impacts but would not necessarily do so. Additional specific analysis will need to be conducted as the individual projects are implemented in order to determine the actual magnitude of impact. Mitigation measures discussed above could apply to these specific projects.



Table 4.8-1 RTP Projects That May Result in Public Facility Impacts

Project	Lead Agency	Location	Impact	Description of Impact
Many	All	Construction of Road, Bikeway, Rail and Airport Improvements Throughout the County	PF-1	Could temporarily disrupt school and/or park access as a result of lane closures and/or other access restrictions
Many	All	Construction of Road, Bikeway, Rail and Airport Improvements Throughout the County	PF-2	Could temporarily disrupt emergency access as a result of lanes closures and/or other access restrictions
Many	All	All roadway improvement projects	PF-3	Could moderately increase maintenance needs over current levels
<b><i>Constrained Projects</i></b>				
AIR-P1	Airport	Lump Sum Watsonville Airport Projects	PF-3	New facilities would require increase over current maintenance levels
CT-P7B	Caltrans	Highway 1 pedestrian/bike bridge at Mattison Lane.	PF-3	New bridge would require increase over current maintenance levels
CT-P20	Caltrans	Highway 1/Highway 9 Intersection Improvements and Park and Ride Lot	PF-3	New park and ride lot would require increase over current maintenance levels
CT-P19	Caltrans	Pajaro Rail Station Design and Construct	PF-3	New station would require increase over current maintenance levels
CO-P34	County	Highway 1 Pedestrian Overcrossing at Mar Vista Drive	PF-3	New overcrossing would require increase over current maintenance levels
CTSA-P2	CTSA	Lift Line Maintenance/Operations Center	PF-3	New facility would require increase over current maintenance levels
SC-P74	Santa Cruz	Intra-City Rail Transit	PF-3	New facilities would require increase over current maintenance levels
SC-1	Santa Cruz	Multi-modal Station Development at Front Street, Near Beach Street	PF-3	New station would require increase over current maintenance levels
SC 3	Santa Cruz	San Lorenzo River Bike/Pedestrian Bridge	PF-3	New bridge would require increase over current maintenance levels
RTC-P14	SCCRTC	Park and Ride Lot Development	PF-3	New park and ride lots would require increase over current maintenance levels
MTD-13	SCMTD	Metro Center Rehabilitation	PF-3	New facilities would require increase over current maintenance levels
MTD-1	SCMTD	Metrobase (Consolidated Operations Facility)	PF-3	New facility could require increase over current maintenance levels
UC-P4	UCSC	Jordan Gulch Bridge # 1	PF-3	New bridge would require

Table 4.8-1 RTP Projects That May Result in Public Facility Impacts

Project	Lead Agency	Location	Impact	Description of Impact
				increase over current maintenance levels
UC-P1	UCSC	Main Entrance Improvements	PF-3	New facilities would require increase over current maintenance levels
WAT-P7	Watsonville	Struve Slough Bridge (HBRR)	PF-3	New bridge would require increase over current maintenance levels
WAT-20	Watsonville	Transit Center Joint Daycare Facility	PF-3	New facility would require increase over current maintenance levels
WAT-P9	Watsonville	Watsonville Slough Bridge (HBRR)	PF-3	New bridge would require increase over current maintenance levels
<b><i>Unconstrained Projects</i></b>				
CAP-P18	Capitola	Capitola Intra-city Rail Trolley Project	PF-3	New facilities would require increase over current maintenance levels
CAP-P19	Capitola	Capitola-Santa Cruz Commuter Ferry Service	PF-3	New facilities would require increase over current maintenance levels
CAP-P25	Capitola	Jade Street Extension Project	PF-3	Road extension would require increase over current maintenance levels
CAP-P24	Capitola	Pacific Cove Expansion for Park and Ride Lot	PF-3	Road extension would require increase over current maintenance levels
CAP-P20	Capitola	Park Avenue Extension to Capitola Avenue	PF-3	Road extension would require increase over current maintenance levels
SC-P27	Santa Cruz	Josephine Street Bridge	PF-3	New bridge would require increase over current maintenance levels
SC-P14	Santa Cruz	Park & Ride Lots	PF-3	New park and ride lots would require increase over current maintenance levels
RTC 3	SCCRTC	Rail Line Right-of-way Acquisition: Santa Cruz Branch	PF-3	No projects proposed; however, program could ultimately result in transportation projects (e.g., rail line) that could require an increase over current maintenance levels.
MTD-P15	SCMTD	Bus Rapid Transit	PF-3	New facilities would require increase over current maintenance levels
MTD-P17	SCMTD	Rail Transit: Watsonville-Santa Cruz Corridor	PF-3	New facilities would require increase over current maintenance levels
SV-P14	Scotts Valley	El Pueblo Road Extension North Via Janis Way to Victor Square	PF-3	Road extension would require increase over current maintenance levels



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Project	Lead Agency	Location	Impact	Description of Impact
SV-P15	Scotts Valley	El Pueblo Road Extension to Disc Drive	PF-3	Road extension would require increase over current maintenance levels
SV-P24	Scotts Valley	Emergency Access Granite Creek/Highway 17	PF-3	Road would require increase over current maintenance levels
SV-P25	Scotts Valley	Emergency Access Scotts Valley Drive/Upper Willis Drive	PF-3	Road would require increase over current maintenance levels
SV-P26	Scotts Valley	Emergency Access Whispering Pines Drive to Manana Woods	PF-3	Road would require increase over current maintenance levels
SV-P23	Scotts Valley	Emergency Access-Bethany Drive/Glenwood Drive	PF-3	Road would require increase over current maintenance levels
SV-P22	Scotts Valley	Emergency Access-Sunridge Drive/Pueblo Road	PF-3	Road would require increase over current maintenance levels
UC-P39	UCSC	College Nine/Communications Pedestrian Bridge	PF-3	New bridge would require increase over current maintenance levels
UC-P37	UCSC	College Nine/Crown College Pedestrian Bridge	PF-3	New bridge would require increase over current maintenance levels
UC-P6	UCSC	Heller Drive/Steinhart Way Transit Bikeway Bridge	PF-3	New bridge would require increase over current maintenance levels
UC-P5	UCSC	Jordan Gulch Bridge #2	PF-3	New bridge would require increase over current maintenance levels
UC-P35	UCSC	McHenry Library/Student Center Pedestrian Bridge	PF-3	New bridge would require increase over current maintenance levels
UC-P7	UCSC	Northern Loop Roadway	PF-3	Road would require increase over current maintenance levels
UC-P36	UCSC	Porter Street/Performing Arts Pedestrian Bridge	PF-3	New bridge would require increase over current maintenance levels
UC-P40	UCSC	Science Hill /Colleges 11&12 Pedestrian Bridge	PF-3	New bridge would require increase over current maintenance levels
UC-P2	UCSC	West Gate Improvements	PF-3	New facilities would require increase over current maintenance levels
WAT-P23	Watsonville	Ohlone Parkway	PF-3	Road would require increase over current maintenance levels

