MANAGING THE TRANSPORTATION SYSTEM

Programs that allow the County to better use the existing transportation system benefit all uses of it. System management strategies are divided into two categories - transportation system management (TSM) and transportation demand management (TDM). Each category emphasizes different strategies and approaches.

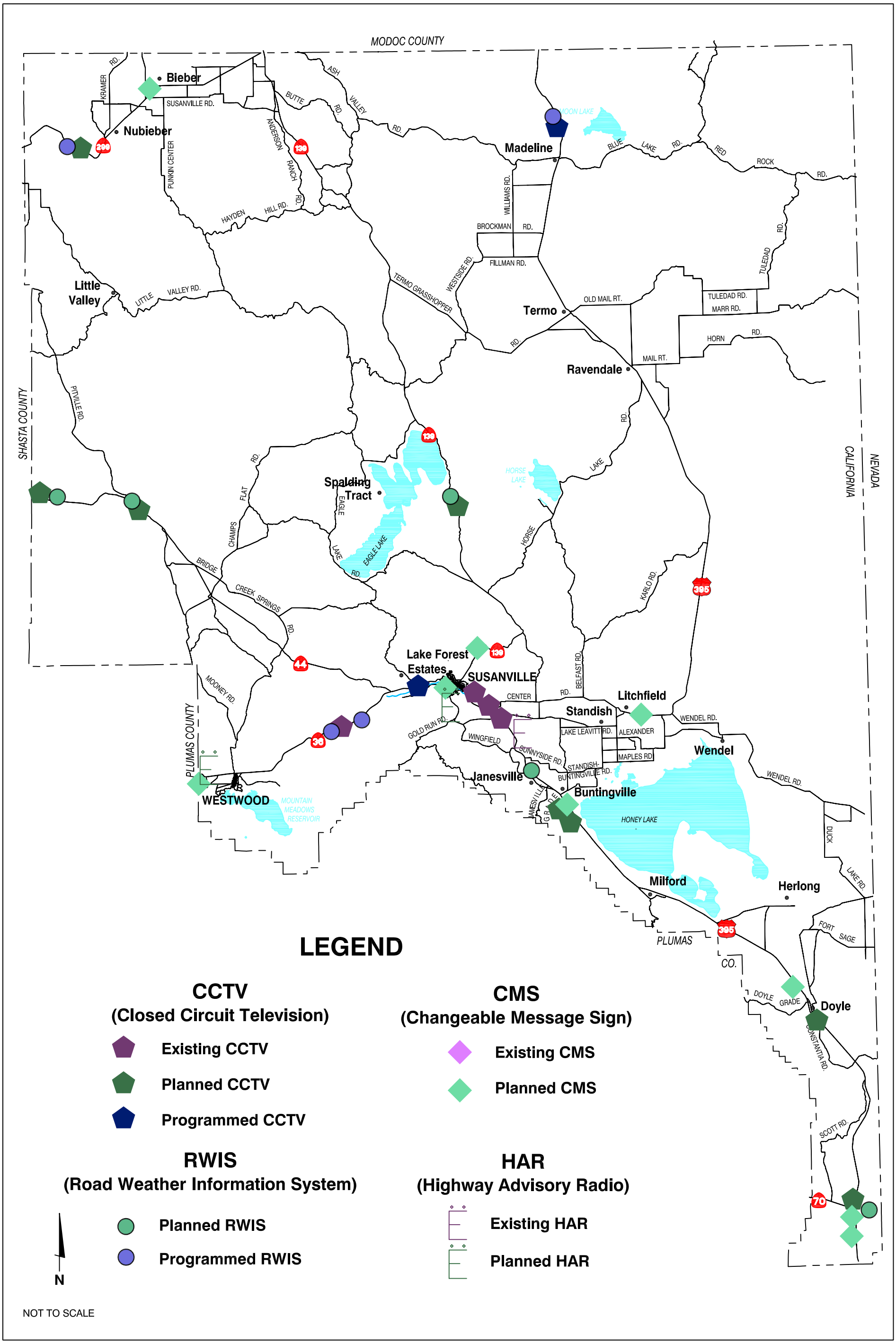
TSM refers to techniques for maximizing utilization of existing circulation facilities without having to construct expensive new facilities. Examples of TSM include signal timing, access management, transit priority treatments, high occupancy vehicle (HOV)/commuter lanes, and other operational-oriented strategies to improve traffic flow. In contrast, TDM strategies manage the flow of traffic on and extend the life cycle of existing facilities by reducing and reshaping the demand for use of these facilities. Most TDM strategies are designed to influence travel choices by providing alternatives to driving alone. Examples of TDM include the coordinated use of public and social service transportation, ridesharing (carpool/vanpools), telecommuting, bicycling, the use of flexible (staggered) work hours, variable work schedules by large employers, and the management of parking demand.

Lassen County has does not have specific TSM or TDM programs. However, the County could consider implementing a hierarchy of projects that could increase roadway capacity by decreasing the number of single-occupant auto trips. The two key recommendations could be the development of park-and-ride lots for ridesharing opportunities and the expansion of the existing Lassen Rural Bus operations.

INTELLIGENT TRANSPORTATION SYSTEMS

The LCTC participated in the Rural California/Oregon Advanced Transportation Systems (COATS) ITS Strategic Deployment Plan and regional ITS architecture. The LCTC accepts the Rural COATS regional architecture as the common structure for development of ITS throughout the region of Lassen County. As the LCTC implements ITS, they will establish a process within the region, in partnership with the California Department of Transportation and other stakeholders, to maintain the regional ITS architecture. All ITS projects funded with highway trust funds will be based on a systems engineering analysis.

ITS technology includes such things as changeable message signs (CMS), closed circuit television cameras (CCTV) with real time pictures of weather and traffic conditions, road and weather information systems (RWIS), and highway advisory radio (HAR) broadcasting travel advisories. Figure 9 shows the ITS technology that is existing and proposed for the Lassen County area. The LCTC should continue to consider the use of ITS solutions for relieving traffic conditions and maintaining roads, and coordinating transit services could involve use of ITS technologies.



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ITS Plan
Figure 8

FUTURE NEEDS

The analysis of future transportation needs in Lassen County was based on the expected level of travel demand in the future and the ability of existing facilities to accommodate the demand at acceptable levels.

Population Projections

Table 8 provides population projections for Lassen County Through 2025.

TABLE 8
FUTURE POPULATION GROWTH IN LASSEN COUNTY

Jurisdiction	2005 Population	2010 Population	2025 Population	Annual Percent Change 2005/06-2025
Total (minus Detained Population	26,368	27,867	29,513	0.4%
Detained Population	9,087	*	*	

* Unknown. It is anticipated that the detained population will not grow significantly unless the Correctional Facilities in the region expand.

Source: California Department of Finance, Demographic Research Unit, *City/County Population Report P-1 May 2004*

Projections by the State DOF demonstrate the expectation that Lassen County will continue to grow over the next 20 years, but at a modest rate. Population projections from DOF indicate that the County's population (minus detained population) will increase from 26,368 in 2005 to approximately 29,513 in 2025 – an increase of 3,145 total residents. This translates into a modest annual average growth rate of approximately 0.4 percent, significantly less than the current 1.5 percent shown in Table 2.

Roadway System

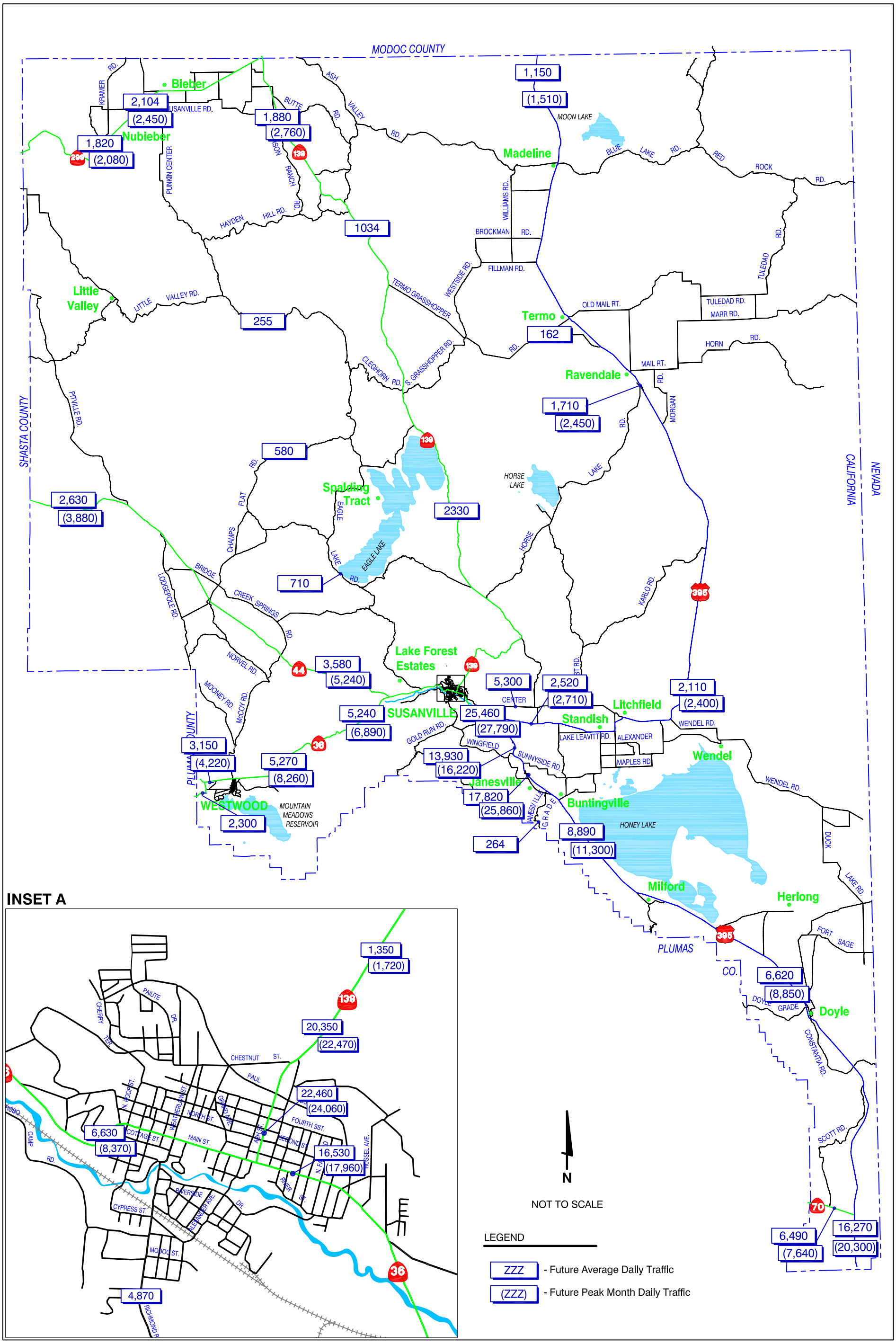
To determine future roadway facility needs, traffic projections for regional roadways were developed. These projections were based on annual growth rate projections generally consistent with traffic forecasts provided by Caltrans District 2 staff. Growth rates for the County roads were based on historical growth rates, growth projections in the Lassen County General Plan, the City of Susanville General Plan, and forecasts developed for the South Susanville/Richmond Road Corridor Study, Project Study Report/Project Report for Skyline Road East, and Project Study Reports for Skyline Extension, Skyline Road South, SR 36, and County Road A-2, and traffic forecasts from the Dyer Mountain EIR

State Highways

Figure 9 displays the average daily forecasts for State and local roads in 2025. The State highways also include the peak month which indicates a month where the LOS exceeds the average daily LOS for the month. As expected, volumes are projected to increase over existing volumes on all roads, particularly those in the State highway system. State routes within the Susanville area are expected to experience the highest levels of traffic growth. This is due to the combined use by both local and through traffic, particularly for east-west travel through Susanville. Travel on U.S. 395 is also expected to increase from the Sierra County line to Susanville. As regional travel increases, this facility will remain the primary route to the Reno area from Susanville.

The traffic volumes shown on Figure 9 were compared to the level of service thresholds previously described to determine the LOS in 2025, assuming no improvements will be made to the roadway system. Figure 10 illustrates the projected level of service for each study roadway segment. Table 9 summarizes the deficient roadways. *Note: LOS based on peak hour will probably be lower.*

The results indicate that, without improvements to the roadways, the State highway system will continue to experience the majority of traffic congestion within the County. The highest levels are expected to occur in the Susanville area along SR 36 and SR 139. The entrance to Lassen College and Johnstonville Road A-27 are projected to operate at LOS F in 2025. In addition, most segments of U.S. 395 between SR 70 and Susanville are projected to operate at LOS D or LOS E.



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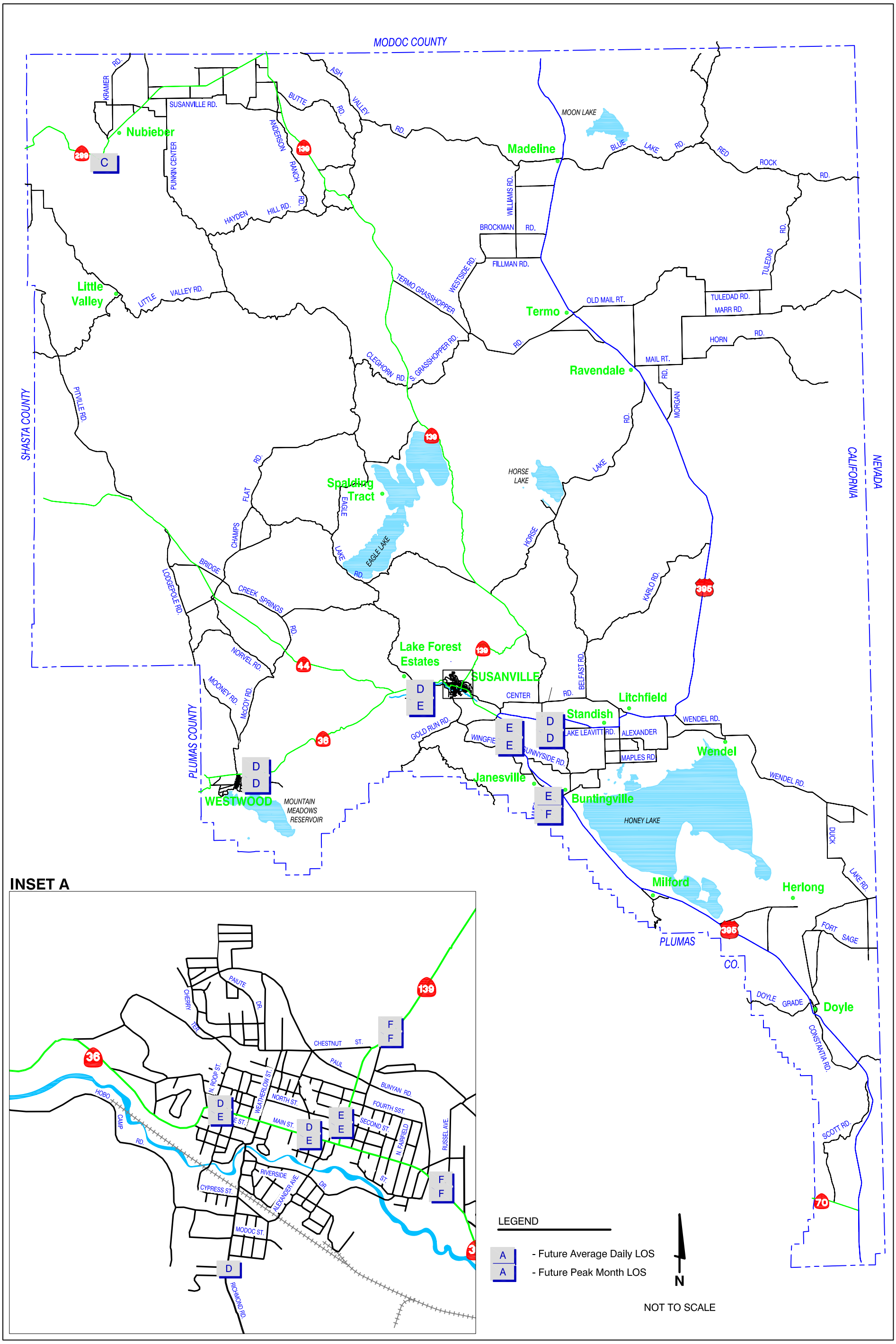
Future Traffic Volumes

Figure 9



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Future Levels of Service

Figure 10

TABLE 9 FUTURE STATE HIGHWAY DEFICIENCIES	
Route Segment Vicinity	Average Daily Level of Service
SR 36 @ Westwood County Road A21/Pitville	D/D
SR 36@ Eagle Lake Road	D/E
SR 36 @ Pacific Street, Susanville	D/E
SR 36 @ SR 139	D/E
SR 36 @ Johnstonville Road A27, Susanville	**F/F**
SR 36 @ U.S. 395, Johnstonville	D/E
SR 139 @ SR 36 Main street	E/E
SR 139 @ Lassen College Entrance	**F/F**
U.S. 395 @ Standish Road	D/D
U.S. 395 @ Janesville Road	E/F
U.S. 395 @ SR 36 West, Johnstonville	E/E
Source: Fehr & Peers 2005 Note: D/E shows average daily LOS of D and an average daily LOS for the peak month of E.	

County and City Roads

Table 10 below shows those County and City roads that will operate at LOS D or worse under 2025 conditions based on the 2004 traffic count program. Seventeen locations are projected to operate at less than desirable LOS based on a 1 percent growth factor over 20 years. All other County and City roads will operate at acceptable LOS during the life of the RTP. The average daily volume for all County and City roads that were included in the 2004 count program are shown in Appendix B-3.

Three other County roads are expected to experience continued operational deficiencies under future conditions

- County Road A-1 (Eagle Lake Road) – This facility is a two-lane roadway that serves access to Eagle Lake and connects with SR 36 to the south and SR 139 to the north. This road has been used as an alternate SR 139 during the Route of the Olympic Torch (1970) when SR 139 was threatened by high water of the lake. From SR 36 to Gallatin Road, existing pavement conditions, narrow lanes, limited vertical and horizontal sight distances, and substandard shoulders limit the ability of this roadway to accommodate current and future demand. This portion of A-1 is

currently not maintained during the winter months due to heavy snowfall on steep grades.

- County Road A-3 (Standish-Buntingville Road) - This roadway serves as a bypass for traffic on U.S. 395 around Johnstonville. The roadway extends from Buntingville west of Honey Lake to Standish west of Litchfield. Currently this roadway carries approximately 4,200 daily vehicles. Lane and shoulder widths are substandard and pavement conditions are poor at several locations. As traffic increases on U.S. 395, traffic using this facility will increase without the benefit of State funded maintenance.

- Termo-Grasshopper Road - This two-lane roadway that connects SR 139 and U.S. 395 is functionally classified as a minor arterial. The existing pavement sections are not adequate to carry current and future demand, especially truck traffic. As such, locations on this roadway are in severe need of operational improvements such as additional shoulder widths and an improved pavement section. Traffic on this facility is expected to increase with traffic on U.S. 395 and SR 139.

TABLE 10
FUTURE COUNTY ROAD DEFICIENCIES

Location	Average Daily Level of Service
Center Road E/O Johnstonville Road	D
Center Road W/O Rice Canyon Road	D
Johnstonville Road near SR 36	E
Richmond Road N/O Susan Hills Drive	D
Janesville Grade S/O Janesville Main street	D
Lakecrest Road S/O Standish-Burtingville Road	D
Mooney Road E/O SR 147	E
Mooney Road S/O SR 36	E
North Street E/O Adella Street	D
SRichmond Road N/O Riverside Drive	E
Richmond Road N/O Cypress	D
Paul Bunyon Road W/O SR 139	D
Paul Bunyon Road between Chestnut and S	D
Skyline Road E/O Gail Way	D
Riverside Drive (entire length)	D/E
Alexander Avenue N/O Riverside Drive	D
Alexander Avenue N/O Railroad Avenue	D

Source: Fehr & Peers 2005/06

Safety

Motorist safety on the State highway system is an important element of the RTP planning process. The LTC has included a safety goal and performance measure in the RTP to reduce accidents on State highways in the County below the District 2 average for similar facilities. Table 11 compares the four year (2000 – 2004) accident rate summary (accidents per 1,000,000 miles of vehicle travel) with the statewide average for similar facilities. Each project listed in the Action Element includes a qualitative assessment of the projects contribution to safety.

TABLE 11
TRAFFIC ACCIDENT RATES ON LASSEN COUNTY STATE HIGHWAYS IN LASSEN COUNTY
(ACCIDENTS PER 1,000,000 MILES OF TRAVEL)

Facility	Lassen County 2000 - 2004	Statewide Average
SR 36	TBD	
SR 44	TBD	
SR 70	TBD	
SR 139	1.91	1.61
SR 299	TBD	
U.S. 395	.94	.92

Source: Caltrans District 2
Shading denotes locations with accident rate exceeding the statewide average for similar facility

As Table 11 shows, SR 139 and U.S. 395 have rates above the state average for similar roadways. The candidate STIP project list includes improvements to both facilities. These improvements are intended to improve traffic operations and safety by increasing capacity and upgrading facilities to current design standards.

GOODS MOVEMENT

Trucking is expected to continue to be the most commonly used mode for transporting freight in Lassen County over the next 20 years. Although goods movement by truck can be more expensive than other modes (such as rail) because of high-energy costs, it is quicker, more flexible, and easier to drive point-to-point. Assuming truck traffic volumes increase at a rate consistent with that projected for passenger cars, the existing State highway and local roadway system will be subject to increased delay and pavement wear that will ultimately reduce overall capacity.

Cooperative efforts are needed between the trucking industry, Lassen County, and Caltrans to assess the impacts that trucks have on the roadway network and to create regulatory guidelines for truck travel in the County such as specific truck routes. Routes designated for truck travel should provide turnouts and passing lanes, where necessary, to maximize capacity and improve safety. As stated under Existing Conditions, the use of ITS technology is recommended to alert drivers to the appropriate routes within the County.

PUBLIC TRANSIT

Future transit ridership is projected to increase consistent with future population growth. The DOF projections for Lassen County are a modest 0.4 percent per year through 2025. Recently, there have been requests for transit from the Eagle Lake area to Susanville. The result of these changes will be higher use and higher operating costs.

Table 12 contains projections of total passengers and operating costs based on population projected growth over the next 20 years. Changes in service and purchase of new capital such as buses, bus benches and shelters, and transit facilities also affect system expenditures. Improvements approved by the LCTC as part of the "Unmet Transit Needs" process will help facilitate increases in local and rural transit demand.

TABLE 12
LASSEN RURAL BUS PROJECTIONS

Performance Indicator	Existing Conditions		Future Conditions
	FY 00/01	FY 01/02	FY 2024/2025
Total Passengers[1]	57,379	59,599	65,590
Total Operating Costs	$562,436	$561,333	$617,775

(1) Assumes 0.4 percent annual growth Source: Fehr & Peers Associates, Inc., 2005

Alternative Fuels

The California Air Resources Board (CARB) adopted a transit bus fleet rule that requires transit agencies to significantly reduce the tailpipe emissions of their bus fleet by 2015. The rule allows agencies to opt for either a "diesel path" or "alternative fuel path." Future purchases of transit vehicles will be based on the relative merits from each decision path.

AVIATION

It is expected that some additional demand for general aviation will occur at a rate commensurate with population increases. As such, over the next twenty years, additional demand will be placed on Lassen County airports. This additional demand will require continuous maintenance of runways, taxiways, aprons, and lighting.

One important need is to maintain adequate vehicle access to and from the facility as aircraft activity increases. Additional access may be needed to serve the increased demand projected for the airport or to provide an alternate access for emergency vehicles.

BIKEWAY AND PEDESTRIAN FACILITIES

According to the 1990 Census (this information was not conducted during the 2000 Census), approximately 5.5 percent of all commute trips in Lassen County were made by bicycle or walking. In addition, about 41,500 users were counted on the Bizz Johnson Trail near the Susanville Trailhead from October 1, 1997 to September 30, 1998. This information suggests that walking and bicycling are prevalent in Lassen County. Trips made by these modes will increase

commensurate with population growth and could potentially increase at a greater rate if major routes proposed in the Lassen County Bikeway Master Plan are implemented. Many of the proposed bikeways are located on roadways identified for improvement in this RTP (refer to Figure 7). Therefore, the implementation of bikeways and roadways should be coordinated to take advantage of potential opportunities to pool funding resources.

RAILROAD FACILITIES

Modoc Rail Line Abandonment and Track Removal (1.4 Miles North of Wendel to McArthur Siding 12 miles south of Alturas). The following timeline depicts the sequence of events that occurred prior to the removal of 85 miles of track and ties on the Union Pacific Modoc Line. The Lassen County Transportation Commission is in strong support of preserving the rail corridor.

- 1995 – Southern Pacific RR filed for legal abandonment with Surface Transportation Board.
- 1996 – Lassen County and city of Susanville oppose abandonment, support committed commercial rail use, tourism rail use, and if other rail line protection actions are not successful, rail banking corridor. Modoc County and City of Alturas fight abandonment and seed continued commercial use of the line.
- 1998 – Union Pacific merged with Southern Pacific.
    - 85 miles of track approved for abandonment by STB.
    - Notice of Interim Trail Use (NITU) issued by STB granting BLM Authority to negotiate rail banking with Union Pacific Railroad.
- 1998 to 2002 Track remained in place pending decision by UPRR whether to remove track following legal abandonment approval.
- 1998-2003 – Numerous extensions of rail banking periods authorized by STB due to inaction by UPRR regarding track removal.
- 2002 – A+K Salvage removed 85 miles of rails and ties.
    - Lassen and Modoc Counties, Lassen County Transportation Commission and City of Alturas all pass resolutions supporting rail banking the corridor to protect the linear resource for future rail reuse and for interim trail use.
- 2004 – Railroad grade is now still legally controlled by the railroad but is receiving some unauthorized public vehicle use.
    - Rail banking is being pursued by BLM and Lassen County.
- 2005/06 – Private Nonprofit American Land Conservancy is brought on board to work with the County, BLM, and UPRR to preserve the corridor.
- 2006 – County and BLM continue to support the efforts of the American Land Conservancy in preserving the rail corridor and extending the length of the corridor from Wendel Road to SR 36 in Susanville.

Other Rail Issues:

The Lassen County Transportation Commission has initiated a project with TE dollars to acquire the railroad right of way from Richmond Rd. in Susanville to SR 36 in Susanville. The corridor will be preserved to serve as a multiuse unpaved pathway between the Bizz Johnson Trail and Skyline Rd. Environmental work has begun on this project with acquisition of Right of Way scheduled in 2007.

FUTURE LAND USE DEVELOPMENT PROJECTS

The following development and/or planning projects are being studied by Lassen County in conjunction with Caltrans and neighboring jurisdictions.

Westwood/Clear Creek Area Plan

The Westwood/Clear Creek area plan was reviewed. This area plan applies to the Town of Westwood and the small community of Clear Creek. In 1990 the two communities had a combined population of 2279. The area plan calls for increased residential and commercial growth and identifies two potential significant projects:

- Recreation center on north shore of Walker Lake (aka Mountain Meadows Reservoir)
- Light industry business technology park east of Route A-21

Although little detail is available on these projects, the area plan does describe a framework of broad community policies, goals, and measures that are intended to guide how future development is to occur. The main goal is to "improve the economic vitality of the area without sacrificing what many feel are 'quality of life' values". The plan policies, goals, and measures adhere to "smart growth" principles that will minimize the transportation impacts resulting from future development (i.e., infill development, preserving the town center, pedestrian friendly urban design, and combining residential and commercial land uses in close proximity to one another.

Examples of these policies, goals, and measures include:

- New development (that) does not cause significant adverse impacts to local natural and community resources. (Goal L-2)
- Orderly, contiguous growth and appropriate land-conserving densities as an alternative to sprawl and "leap-frog" development. (Goal L-5)
- The County will seek funding resources to help plan, support enhancement of, and redevelopment of the Town Center. (Measure LU-J). The area plan defines the commercial town center as Birch and Ash Streets, between Third and Fourth Streets.
- Future residential development should consist of the expansion of, or be located adjacent to, existing communities, designated residential centers, and established residential areas. An increasing number of small, isolated housing tracts in outlying areas shall be discouraged since they are difficult to provide with urban services and they tend to disrupt the surrounding rural and productive activity of ranches, forests and farms. (Policy LU-8)
- In the course of reviewing development proposals, the County will consider how proposed development will relate to and affect the quality of neighborhoods in the vicinity and will consider mitigation measures, conditions of approval, and other means to protect the safety and quality of life in those neighborhoods. (Measure LU-F)
- A thriving and pedestrian friendly central business area in Westwood with an interesting and complimentary blend of commercial, service and community activities. (Goal L-4)

When actual development is proposed, the County will require a traffic impact study to determine what facilities will be effected and what mitigation measures need to be implemented. These measures and/or projects will be included in future updates to the RTP and the RTIP.

Sierra Army Depot Redevelopment Project

Recently, the U.S. Department of Defense Base Realignment and Closure (BRAC) Commission announced its decision to keep the Sierra Army Depot in service (see Lassen County News article, May 24, 2005/06). The Redevelopment Project Plan is dated July 2004, and it is unclear to what extent the Plan is affected by DOD's decision. The Redevelopment Plan lays out a set of broad guidelines for the project area. The "Plan does not present a specific plan or establish priorities for specific projects for the redevelopment, rehabilitation, and revitalization of any particular area within the Project Area. Instead, the Plan presents a process and a basic framework within which specific development plans will be presented, priorities for specific projects will be established, and specific solutions will be proposed, and by which tools are provided to the CDC (Lassen County Community Development Commission) to fashion, develop, and proceed with such specific plans, projects, and solutions."

These tools include the following:

- The CDC shall adopt environmental mitigation measures to minimize potential adverse impacts.
- The plan is intended to provide adequate roadways, circulation and access to freeways.
- The CDC is authorized to construct a wide range of public facilities as part of the implementation process. These public improvements include, but are not limited to, bridges, streets, bikeways, sidewalks, traffic signals, and pedestrian improvements.
- A proposed schematic road network is presented for the project area.
- The CDC is authorized to establish land use, traffic circulation, traffic access, and other controls that are needed for the proper development of the Project Area.

Specific impacts and mitigation measures will be included in future updates to the RTP and RTIP.

Herlong Town Planning & Redevelopment Project

This project is for 34,077 acres, and encompasses the following three areas:

- The community of Herlong
- Four large parcels that have recently been, or are currently in the process of being, released by the Sierra Army Depot for civilian use (4,388 acres)
- The main area of the Sierra Army Depot (28,775 acres).

There is a considerable amount of overlap between this project and the previously mentioned Sierra Army Depot Redevelopment Project. The project would amend the Lassen County General Plan, and result in the following distribution of land uses shown in Table 13.

TABLE 13
HERLONG TOWN PLANNING & REDEVELOPMENT PROJECT
LAND USE DISTRIBUTION

Land Use	Acres	Percentage
Town Center	1,685	5%
Institutional	787	2%
Rural Residential	742	2%
Urban Residential	47	0%
Industrial	29,271	86%
Conservation	1,541	5%
TOTAL	34,073	100%

Source: Lassen County

The long-term goal of the proposed project is for the area to eventually surpass the historic employment and commercial activity in the area, and result in sustainable and reasonable economic growth. Given the anticipated level of growth associated with the project, transportation demand is also expected to increase significantly. This increased growth is not reflected in the volume and LOS projections in this RTP. However, It is recognized that on a long-term basis, the impacts of development on the level of service of roads in the Herlong area are potentially significant. The development plan identifies several mitigation measures to address this projected increase in travel demand before the project is built

- The need for a regional transportation plan amendment that addresses the proposed project area. (mitigation measure 4.7.1)

- A program strategy should be prepared to clarify when and how the Sierra Army Depot Redevelopment Project will facilitate the proposed transportation improvements associated with that project. (mitigation measure 4.3.1a)

- If the main area of the Sierra Army Depot is released from military use and designated for heavy industrial use, then a reuse plan needs to be prepared and it should address the necessary transportation infrastructure improvements associated with the redevelopment of the Army Depot. (mitigation measure 4.3.1b)

- During the construction phase of redevelopment, construction equipment could hinder emergency law enforcement and fire response vehicles. To minimize this potentially significant impact, traffic control plans will be prepared that will identify traffic control measures that will be implemented to ensure safety and avoid unreasonable delays for emergency vehicles. (mitigation measure 4.7.3)

Reno annexations:

Recent and future annexations by the City of Reno to the north have the potential to impact circulation in Lassen County. The Lassen County Transportation Commission should stay current on the activities in Reno that may influence transportation funding decisions in Lassen County.

Center Road/Travis Lane/Johnstonville Road:

The intersection of Johnstonville Road and Travis Lane is occasionally inundated by flood water making Travis Lane inaccessible. Improvements in this area may include construction of additional access points to allow access to the homes on Travis Lane or improvements to the Bridge on Travis Lane. The LCTC will rely on the County of Lassen to study and identify improvements to this area that will address safety and circulation. Issues arising from additional development should be addressed by requiring developers to pay their fair share of costs to mitigate impacts.

Diane Drive/Linco Lane Residential Area Development:

There are 70 Acres of land south of Diane Drive designated and zoned for residential development. The only access is from Diane Drive (a secondary easement exists from Linco Lane, but still empties onto Diane Drive). The Johnstonville Area Plan calls for a tie-in between Diane Drive and Diamond Crest, however, a connection to Hwy 395, south of Diane Drive may warrant consideration. Efforts by Caltrans to minimize encroachments to US 395 so as not to adversely impact the operation of that State Highway should also be considered. The LCTC will look to the County of Lassen and Caltrans to study and identify improvements to this area that will address safety and circulation. Issues arising from additional development should be addressed by requiring developers to pay their fair share of costs to mitigate impacts.

Dyer Mountain Resort

The proposed Dyer Mountain Resort is a four-season mountain resort with a ski area, golf courses, restaurants, shops, lodging, and a residential community with single-family homes and condominiums. The proposed project includes a multi-use trail system internal to the project site and connections to key areas and facilities outside the project. In addition, there is potential for a day-use parking shuttle system that would move people from parking areas to the mountain and to destinations throughout the development. Dyer Mountain Resort staff recognizes the value of alternative transportation systems within and surrounding the proposed project and have incorporated alternate mode facilities in the project. The proposed trail and possible shuttle facilities will be beneficial to the local alternative modes transportation system.

The Dyer Mountain resort represents a substantial new development in a remote, previously undeveloped area, and given the level of proposed development, will likely have substantial impacts to the State and local transportation system. To the extent that the impacts are not addressed by mitigation measures identified in the Draft Environmental Impact Report (DEIR) at the time of project approval, or if mitigation measures identified are not adopted, it will be the responsibility of the County and/or LCTC to address the impacts by using other funding sources (such as County Road Funds or RIP funds).

However, considering the future revenue projections and funding deficit for the County over the next 20 years (Table 16 and Table 17), mitigating impacts with funding through the regional agencies would increase the funding deficit significantly. The consequence of not properly mitigating the impacts of the project with developers' dollars would be reduced funding to meet other needs within the region.

Highway 36 Town Hill Safety Improvements

In March 2004, the Highway 36 Town Hill Safety Task Force was created as an advisory committee to the LCTC. The mission of the task force was to review the current status of SR 36 and to make recommendation to the LCTC, City of Susanville, County of Lassen, State Agencies and the public that would enhance the safety of Town Hill and the surrounding community.

During the year the Task Force met, the following key actions were completed:

- Sign Upgrades – Top of Hill to Pine Street

Caltrans District 2 completed an extensive review and upgrade of the signs leading from the top of the hill, near County Road A-1 intersection, to the Pine Street intersection. Signs were enlarged, replaced, and/or relocated to places where the visibility was better.

1. Radar Speed Signs – Semi-Permanent for Main Street

   Through a partnership between the City, Caltrans, and Lassen Municipal Utility District (LMUD), radar speed signs will be installed at the existing barrier wall prior to Pine Street. These signs will monitor traffic entering Main Street from the west and west of Gay Street near the Bank of America parking lot, and traffic heading east out of the city. The plan is to rotate the signs between these locations and locations on Fourth Street in the City of Susanville near McKinley school.

2. Enforcement

   The City of Susanville has partnered with the California Highway Patrol (CHP) for added speed enforcement for auto traffic and truck traffic entering the City from the west. In addition, truck safety inspections are being provided.

   In addition, the Task Force recommended the following priority projects to enhance safety in the Town Hill Community. Cost estimates and sources of funding are being developed.

- Visual Town Effect - Place a planter box barrier and bollards around the Theater Building to increase protection of pedestrians and to greet visitors to town. Coordination and support for this project includes the City, Caltrans, the Historic Uptown Susanville Association (HUSA) and the theater owners.

- Crosswalk Safety - Install lighted crosswalks and remote signage in uptown crosswalks (Roop, Lassen and Gay Street intersections) to enhance pedestrian safety. Coordination activities involve Caltrans, City, HUSA, and LMUD.

- Truck Safety - Install additional descent and/or passing lanes in Town Hill in conjunction with the recommended reduction of truck speed limit to improve safety as trucks enter the town.

- Inbound Traffic Safety Improvements - Construct a tall wall with grade separation between inbound and outbound traffic in Town Hill for added protection for buildings, pedestrians and oncoming traffic from roll-overs and head-on collisions. Request Caltrans undertake a Project Study Report (PSR) to define a proposed STIP project to complete the wall.

- Platform Scale - Install a heavy truck platform scale at the top of the Town Hill grade. The scale will allow the CHP to utilize the scale for normal truck inspections and also for special strike force inspections. Potential funding includes STIP or SHOPP.

- Continuing Education – Use Public Service Announcements (PSAs) and enforcement to promote safety in the Town Hill corridor and high visibility crosswalks. Utilize the CHP and radio spots to provide safety information to truckers.

- Priority Acquisition – It is recommended that the City and County establish a special fund for future property acquisitions in the Town Hill corridor and acquire property as it becomes available.

- Truck Bypass – Provide an alternative truck route to divert traffic away from the last two curves coming into town and provide additional relief to the traffic on SR 36 (Main Street).

3. POLICY ELEMENT

The Policy Element identifies the development of alternative scenarios for the RTP and the selection of a preferred alternative. It also describes the goals, objectives, and policies for each of the transportation modes and strategies within the Plan. A summary of State and regional transportation issues in Lassen County are identified below to provide a basis for the recommended goals, objectives and policies that follow. The current and continued funding shortfalls at both the State and Federal level pose some serious policy issues and directional questions that need to be addressed by the Lassen County Transportation Commission (LCTC). The following information is intended to help frame the policy tradeoffs facing the LCTC as they implement this 2005/06 RTP.

STATEWIDE ISSUES

The State's main transportation funding source has changed from constitutionally protected user fees such as gasoline taxes (Article XIX of the California Constitution), to motor vehicle sales taxes that are not constitutionally protected (CTC 2005 Annual Report to the Legislature). Consequently, over the past four years, sales taxes on gasoline have been diverted to help close the State's growing general fund deficit. Since 2003, STIP allocations have been limited. This has limited the opportunity to complete previously programmed important local and State projects. Most capacity for new programming in the 2006 STIP will likely be needed to cover cost increase for existing programmed projects. The CTC has continued to make new allocations to the SHOPP, the Highway Bridge Repair and Replacement (HBRR) match, and Transportation Enhancement (TE) from the STIP.

REGIONAL AND LOCAL ISSUES

The primary local and regional issues continue to revolve around growing traffic levels and congestion on many regional roadways while funding to improve these roads continues to decline. Federal and State funding has declined in real dollars for more than two decades and local revenue sources only provide a small portion of the overall cost of transportation improvements. This problem is exacerbated by uncertainty in construction costs and delivery schedules that has resulted in substantial increases in the overall cost of improvements.

The major transportation issue within Lassen County continues to be traffic volumes and safety on Main Street (SR 36) in Susanville and adjacent arterial roads. Increased growth, increasing recreational traffic and the lack of available funds for both road operations and maintenance contribute to the severity of this issue. The following summarizes the region's most important issues (in no particular order).

- **Maintenance -** *There is a serious shortage of revenues to carry out an adequate maintenance program and needed roadway improvements for local roads and State highways*. Declining timber receipts due to recent Federal and State forestry legislation has reduced the revenues that once provided funds for maintenance on County roads. This problem is worsening due to increasing travel demands, and the harsh climate in the County. Deteriorating bridges on regional roadways throughout the County has prompted the County to pursue funding through the STIP as matching funds for the HBRR program. The lack of maintenance revenues also affects these facilities, as the County is not able to generate sufficient matching funds to obtain the Federal grants. Some of the more critical locations include County Road 305 (Mapes Road) over the Susan River, and County Road 302 (Lambert Lane) over

Hartson Slough overflow. These facilities were constructed at or earlier than 1940 and require improvements to remain open. Eight other bridge locations, some of them constructed in the 1920s, require improvements as well. These facilities were listed in the 1999 RTP.

Significant County roadways that lack the necessary maintenance dollars include County Road A-1 (Eagle Lake Road) from SR 139 to SR 36, County Road A-3 (Standish Buntingville Road) that connects U.S. 395 between Buntingville and Standish, Termo Grasshopper Road which connects SR 139 and U.S. 395, and Mooney Road between SR 36 and SR 44. These roadways are used by regional and local travel for recreation as well as commerce and trade. Without further improvement and continued maintenance, these roadways are in jeopardy of facing serious degradation. These roads were listed in the 1999 RTP as major concern.

City streets also lack adequate maintenance dollars and have had inadequate funding for over 20 years. Many of the residential streets, particularly in the older neighborhoods have no curb, gutter, or adequate street surface. The need to overlay most of the streets in Susanville is highly needed.

The Susanville Indian Rancheria has had very limited funding from the BIA to help with road maintenance. The demand for BIA road funds throughout the nation are much greater than the amount of funds that BIA has available.

The 2000 Lassen County General Plan Policies CE7, CE8, and CE9 indicate that the County should no longer accept new roads into the maintained system unless the road has been paved to a standard appropriate for the classification of the road being offered for dedication for public use.

- **Level of Service - *Deteriorating*** *LOS is being experienced on SR 36, SR 139 and U.S. 395. Of particular concern is SR 36 in Susanville and SR 139 at Ash Street.* During peak recreation periods, the problem has reached such extreme levels that traffic gridlock occurs on these routes as well as some City streets. Future LOS (see Table 9 and 10) is also projected to exceed the desired LOS.

  Additional passing opportunities are needed on State highways in Lassen County to offset the reduced availability of gaps caused by increasing traffic volumes. Specifically, locations along U.S. 395 that are expected to experience added congestion include the Hallelujah Junction to Doyle, from the Sierra Army Depot near Herlong to SR 36 near Susanville, and from SR 36 to Litchfield east of Susanville. Additionally, SR 36 from U.S. 395 to Susanville has the highest ADT in the County. These segments are currently two-lanes with some passing lanes provided. Added passing lanes and/or widening to four-lanes are required to improve operations on this facility

  Regional improvements (e.g., the proposed Skyline Road East, Skyline Extension, Skyline Road South connections and SR 36 widening) continue to be high priority of new road projects in the County.

Lassen County has previously conducted studies for Skyline Road East from State Route 139 to Johnstonville Road. A Negative Declaration/Environmental Assessment was completed in 1992 and an Environmental Re-evaluation was completed in 1998. Plans, specifications and estimates are nearly complete. It is important that the remainder of the project development process proceed as quickly as possible to take advantage of improvement funding as it becomes available.

The LCTC also conducted a study to evaluate the needs and determine the best alignments for a Richmond Road local bypass of the South Susanville area. This study, known as the Richmond Road/South Susanville Corridor Study recommended three alternatives for further environmental review. Upon completion of this study, a Project Study Report (PSR) was prepared for Skyline Road South. Additionally, a PSR was prepared for Skyline Extension that connected Skyline Road East with Skyline Road South. A preferred alignment was adopted for each project that will ultimately provide relief for SR 36 (Main Street) traffic as well as local spillover traffic.

During the preparation of the Project Study Report for Skyline Extension and the Bikeway Master Plan, it was determined that an extension of Bunyan Road (*Bunyan Road Extension*) from Russell Avenue to Skyline Road East would provide improved circulation pattern for automobiles, bicyclists, and pedestrians and would improve the level of service on SR 36 (Main Street) between Fairfield and Riverside Drive. It is important that the LCTC continue to consider developing this road segment as a collector on the north side of SR 36 (Main Street).

- **Project Prioritization -** *The LCTC's Technical Advisory Committee (TAC) (consisting of County, City of Susanville, Susanville Indian Rancheria, and Caltrans' representatives) should recommend a priority list of projects with the limited funding available.* The LCTC has formed a Technical Advisory Committee (TAC) with an appointee from each of the agencies listed above to recommend a priority of projects for each STIP cycle or funding year. The LCTC should consult the TAC prior to adoption of funding for projects.

- **Intelligent Transportation Systems -** *The LCTC should support new technologies provided by ITS.* There is good potential for use of ITS field elements such as Closed Circuit Television (CCTV), Highway Advisory Radio (HAR), Road Weather Information Systems (RWIS), and Changeable Message Signs (CMS) to periodically review traffic operations along State Highways and major county roads. The LCTC should also support signal timing and accident scene management measures to help increase traffic flow.

- **Geographic Information System (GIS) -** *The LCTC should maintain the GIS base map and continue with a pavement management system (PMS) on the GIS format.* The GIS format will be part of the California Transportation Information System (CTIS) that Caltrans will use to monitor all transportation systems statewide. The GIS format can also keep track of accidents, LOS, construction projects, as well as sign inventory and PMS.

- **Pedestrian Safety -** *New sections of sidewalk need to be constructed in the gaps between existing sections of sidewalk on Main Street (State Route 36) to improve the safety and flow of pedestrian traffic.* There are several areas on both sides of Main Street Susanville that do not have any concrete sidewalk, located between existing concrete sidewalk sections. An emphasis should be placed on constructing new

sidewalk in the sections without sidewalks rather than just replacing old existing sidewalk areas.

- **Minimum Safety Standards -** *State routes and local road right-of-way in many locations of the County are not wide enough to meet established, minimum safety improvement criteria for streets and highways without acquisition of additional right-of-way width.* To meet Federal and State standards, State Routes 36, 44, 139 and U.S. 395 should have a minimum right-of-way of 100 feet, with additional widths as necessary for cuts and fills, passing lanes or major intersections. Currently, the State Highway system has various right-of-way widths along its roadways.

- **Future Right-Of-Way Acquisition -** *There is a need to identify, map, and attempt to secure dedication of future arterial, collector or local road rights-of-way to provide an adequate overall traffic circulation network in the Susanville area.* The cumulative effects of development projects will reduce the level of service of existing roads to unacceptable levels if new routes are not established and eventually constructed. Each development causes a varying degree of impact that must be evaluated and mitigated through the CEQA process. This includes the need to acquire right-of-way for the Skyline Road projects, and the Bunyan Road Extension. Environmentally sensitive Right of Ways should not be acquired until an appropriate environmental document has been completed. Agencies should integrate the environmental process with the 404 integration process in an effort to include all regulatory agencies in defining and preserving a corridor for future transportation use.

- **Funding Equity -** *There is an inequity in the distribution of State highway funds to rural counties that attract large numbers of recreational motorists in addition to their total population.* Revisions of processes and formulas for allocating State highway account county minimums are always being considered by the State legislature. These revisions need to be adjusted to compensate for this inequity.

- **Regional Transit -** *Transit service continues to be an increasingly important component of Lassen County's regional transportation system and should expand to meet the needs of residents.* Transit needs are not just a local issue, but also a regional issue. There is some transit service being provided between Alturas and Susanville, and Susanville and Chester/Quincy. Susanville is a transportation hub that has public and private transit providers that connect with metropolitan areas such as Reno, Red Bluff, Chico and Sacramento. Although most people who utilize the services are transit-dependent seniors and disabled that need transit in the local area for basic needs, they also need regional transit services to other communities that provide services and goods that are not available in their area. There is a continued growth of other transit users such as Lassen Community College students, Lassen High School students, and local shoppers are also utilizing transit service. Other communities in the County have requested transit service. Transit service needs to be expanded to serve areas with the highest transit-dependency need.

- **Bridge Safety -** *The rehabilitation of bridges should be a high priority due to the number of bridges with deficiencies.* A number of County bridges continue to have weight restrictions posted for many years due to the bridges being in poor condition. Lack of staffing and matching funds has made it difficult for the county to reconstruct or rehabilitate the bridges. Federal funding is available to fund multiple bridge projects per year per agency. State-only STIP funds are available as matching funds.

- **Aviation -** *The future expansion of Susanville Airport should be ensured by prohibiting incompatible land uses around the airport and maintaining adequate clear space for "safety zones" surrounding the airport.* The City of Susanville must continue to protect the County's airport facilities from incompatible surrounding uses.

- **Rail Service -** *The existing Union Pacific (UP) rail line between Sierra County and Modoc County needs to be preserved for potential long-term rail service or other suitable use.* UP has abandoned and removed the tracks on the rail line between Wendel and Alturas.

- **Multi-modal Safety -** *Conflicts between bicycles, pedestrians and vehicles are of concern, particularly along segments of State highways in Susanville, including SR 139 and on County Road A-1 around Eagle Lake.* It is important to enhance the safety of these conflict areas and to provide bicycle facilities (i.e., Class 1, Class 2 and Class 3 facilities) and pedestrian improvements (i.e., crosswalks and sidewalks) as a means to encourage non-automobile trips. Major arterial roads, especially new roads, should always consider bicycle and pedestrian modes of transportation in the transportation corridor.

GOALS POLICIES AND IMPLEMENTATION MEASURES

The goals, policies, and implementation measures in this document are intended to guide the development of the transportation system and improve the quality of life in Lassen County. The following statements are definitions of a goal, policy, and an implementation measure.

A **goal** is the end toward which effort is directed; it is general and timeless.

A **policy** is a direction statement that guides actions for use in determining present and future decisions

An **implementation measure** is a specific means to accomplish the intent of the goal and the direction of the policy.

The remainder of this section contains the goals, policies, and implementation measures for each component of the Lassen County regional transportation system. They are generally consistent with the policies set forth in the Lassen County General Plan, the Susanville General Plan, and various area plans such as the Richmond Road/Gold Run Area Plan.

1. Highways and Roads

GOAL: Develop and maintain a comprehensive, efficient, and safe transportation system to serve the needs of the County residents and to stimulate the economic progress of the County.

1.1 POLICY: Classify existing roadways using the functional classifications set forth in this document.

<u>1-A Implementation Measure:</u> Use Figure 2 of this document to identify service classifications for existing roads.

1.2 POLICY: Periodically update the classification system to account for advances in methodologies used to determine roadway carrying capacities.

> 1-B Implementation Measure: Use methods approved by the LCTC, Caltrans, Lassen County, and the City of Susanville that provide adequate methods to determine the carrying capacity of roadways. County roads, city streets, and Tribe road classifications should be reviewed and updated annually.

1.3 POLICY: Require that the classification system developed help determine design standards for new roadway placement and assessment of existing roadways as future development occurs.

> 1-C Implementation Measure: Review new roadway plans and determine the classification based on connectivity to local and regional facilities. Ensure the design meets the intended use of the new roadway.

1.4 POLICY: Until sufficient timber receipts or other revenues sources for County road and bridge maintenance are secured, the LCTC will pursue all possible State, federal and local funding to address high priority (i.e., public health and safety) road and bridge maintenance needs.

> 1-D Implementation Measure: Support state only funds for maintaining roads and state only funds for matching federal funds for bridge projects. State only funding can be used on local streets and roads that are not eligible for federal funds. Local streets and roads have the greatest maintenance deficiencies.

1.5 POLICY: Maintain as many County roads for year-round travel as financially feasible.

1.6 POLICY: Encourage Federal agencies (e.g., U.S. Forest Service) to consult with the County in the planning of major road projects, and to adequately maintain their road systems to serve tourism, local residents and businesses that rely on the use of resources on or near public lands.

1.7 POLICY: Encourage leveraging funds by coordination of multi-jurisdictional agency cooperation/considerations for partnership projects.

1.8 POLICY: Work cooperatively with Caltrans, Susanville Indian Rancheria, Lassen County, and the City of Susanville in the preparation of the Regional Transportation Plan.

1.9 POLICY: Expand the interaction and consideration of land use planning issues and capital facility plans in the course of preparation of the RTP.

1.10 POLICY: Continue to review and, if warranted, formulate improved standards for the necessary improvement and maintenance of roads serving new development, including standards for the incremental improvement or development of public roads.

1.11 POLICY: The LCTC will strive to improve the regional roadway system to maintain LOS "C" conditions on an average daily basis. No public highway or roadway should be allowed to fall below LOS "E" (i.e., road at or near capacity; reduced speeds; extremely difficult to maneuver; some stoppages).

1-E Implementation Measure: Update the RTP a minimum of every four years with appropriate projects to improve LOS for State and local roadways. Address problem areas with appropriate projects to improve LOS.

1.12 POLICY: Continue to encourage and support the improvement of SR 36 from Susanville to Johnstonville as a four-lane expressway.

1.13 POLICY: The LCTC shall support the incremental addition of lanes on U.S. 395 to a four lane expressway and work with Caltrans in the consideration and implementation of access management policies to protect traffic efficiency and safety and to facilitate future highway improvements. Such measures include the limitation of new encroachments onto U.S. 395. The LCTC will support increased number of passing lanes where a four-lane expressway is not feasible.

1-F Implementation Measure Support the completion of the Project Study Reports and the decisions and actions by the involved agencies to facilitate the progressive resolution of needed highway improvements. This implementation measure applies to Policies 1.12 and 1.13.

1.14 POLICY: The LCTC supports completion of project-specific environmental impact analysis of each improvement listed in the RTP in accordance with the California Environmental Quality Act (CEQA) and the National Environmental Policy Act (NEPA) when applicable. Full disclosure of all potentially significant impacts should occur at the appropriate stage of the project approval process.

1-G Implementation Measure The LCTC shall work with Caltrans, Susanville Indian Rancheria, Lassen County, and the City of Susanville in the consideration of highway realignments and new public roads. The LCTC also may propose mitigation measures to reduce the adverse environmental impacts from any such improvements. As part of the purchase of right-of-way involving agricultural lands for transportation projects, the LCTC will consider to the following:

- Purchasing agricultural conservation easements on land of at least equal quality and size as partial compensation for the direct loss of agricultural land, as well as for the mitigation of growth inducing and cumulative impacts on agricultural land
- Mitigation by the outright purchase of conservation easements tied to the project, or by donation of mitigation fees to an appropriate agency whose purpose includes the purchase, holding and maintenance of agricultural conservation easements
- Evaluation of agricultural land designated for transportation improvements using the LESA model (land, evaluation, site assessment) to ensure potentially significant effects on the environment of agriculture land conversions are quantitative and consistently considered in the CEQA process
- Following guidelines for the preparation of agriculture conservation easements appraisals as outlined on the Department of Conservation Land Resources website (http://www.conservation.ca.gov).

1.15 POLICY: The LCTC supports the use of Intelligent Transportation System (ITS) new technology on State Highways and major roads to improve upon traveler safety, traffic flow, and road and traffic conditions.

1.16 POLICY: The LCTC will support the efforts of the City and County in working toward a local transportation network that provides safe and adequate multiple access opportunities for existing and future development, to be consistent with City and County General Plan and Fire Safety Ordinances.

1-H Implementation measure: Facilitate the coordination between the City or County and other affected agencies to identify areas with inadequate multiple access opportunities and to develop plans and funding options for improvements.

2. Public Transportation

GOAL: To provide adequate cost-effective public transit services, especially to accommodate the needs of the elderly and handicapped.

2.1 POLICY: Continue to aggressively pursue Federal, State, Local, and private contracting funds and grants for additional transit capital and operational expenses.

2.2 POLICY: Continue to update the Regional Transit Plans to identify transit needs, and opportunities to expand facilities to better serve transit users.

2-A Implementation Measure: The LCTC will work closely with Lassen County, the City of Susanville, and transit providers to plan for transit needs as identified in the Regional Transit Plans, as well as needs apparent through public inquiry and input from unmet needs hearings and other public meetings.

3. Rail Transportation

GOAL: Promote the continuous flow of goods in and out of the County in a safe and economically efficient manner.

3.1 POLICY: Support efforts that will continue and improve rail service by railroads operating in Lassen County.

GOAL: Promote the potential of excursion rail as a means of increasing tourism.

3.2 POLICY: Support efforts that will continue and improve rail service by railroads operating in Lassen County.

3-A Implementation Measure: Support applications for State Planning Assistance grant funds by neighboring counties for completing a feasibility study of excursion rail operations.

3.3 POLICY: Seek ways in cooperation with surrounding northeastern California Counties, railroad companies, and governmental agencies to retain an interconnected rail system through Lassen County and to maintain rail service to Susanville on the Wendel to Susanville line for freight shipping and possible future alternative rail uses including but not limited to excursion trains, motorcar, excursion use and rail-cycling.

3.4 POLICY: If continuation of current rail use of railroads within Lassen County is not feasible, railroad right-of-ways should be retained for alternative uses including but not limited to buried utility corridors, access to and through public lands, alternative transportation routes and trails, and routes for railroad reactivation if rail use becomes feasible in the future.

3.5 POLICY: If railroad lines are proposed for abandonment, the LCTC supports placing the route in a railroad bank and/or conversion of the route to a publicly accessible rail trail. (Note: The LCTC, however, primarily supports the continued operation of all active railroad lines in the County for railroad purposes.)

4. Airports

GOAL: Provide an adequate number of safe, efficient airports and airfields.

4.1 POLICY: Support maintenance of airfields in safe condition pursuant to applicable State and Federal requirements.

4.2 POLICY: Support land use decisions that discourage and when possible, prevent development in the vicinity of airfields and airports that may present significant public safety issues and/or which could constrain the continued operation and needed expansion of those facilities.

4-A Implementation Measure The LCTC will continue to rely upon Airport Land Use Plans and the recommendations of the Airport Land Use Commission in consideration of proposed land uses around airfields and airports. Acquire airport funds for various improvement projects.

GOAL: Support the expansion of economical, efficient air services.

4.3 POLICY: The LCTC supports the expansion of the Susanville Municipal Airport for purposes of public safety and to expand its capacity to accommodate larger aircraft and new air services.

4.4 POLICY: The LCTC supports the consideration of development and use of the Sierra Army Depot airfield for public or limited special commercial use if and when such uses are invited and supported by the Depot.

5. Bicycle and Pedestrian Facilities

GOAL: Provide a safe and efficient bicycle and pedestrian circulation system that takes advantage of the natural scenery and physical characteristics of Lassen County.

5.1 POLICY: Work with Lassen County, the City of Susanville, Susanville Indian Rancheria and Caltrans to implement the 1999 Bikeway Master Plan to develop a comprehensive bike/pedestrian plan that provides facilities in both the urbanized and rural areas.

5.2 POLICY: Where feasible and practical, support provision of shelters and off-street facilities to promote bicycle and pedestrian travel. This includes connections to local

and regional schools and recreational facilities in Lassen County with primary consideration to providing for the safety of school children and local residents.

5-A Implementation Measure Review the status of ongoing circulation plans for various projects and require that some provisions be made for bicycle travel where appropriate. This could include requiring wider roadways from developers to accommodate on-street bike paths, or additional bike facilities to connect to existing or planned bikeways.

5-B Implementation Measure Maintain and update the Lassen County Bikeway Master Plan to support the acquisition of State and Federal funds for improvements to the bicycle and pedestrian system.

5-C Implementation Measure Apply for State Bicycle Transportation Account (BTA) and Federal TEA funds for the purpose of constructing projects listed in the BMP.

6. Management of the Transportation System

GOAL: Minimize traffic congestion by increasing the efficiency of the existing transportation system through Transportation System Management (TSM) techniques.

6.1 POLICY: Periodically review traffic operations along State highways and major county roads. Promote signal timing, access management, transit priority treatments, accident scene management measures and closed circuit TV to help increase traffic flow.

GOAL: Where feasible, reduce the demand for travel by single-occupant-vehicles (SOV) through transportation demand management techniques.

6.2 POLICY: Increase the mode share for public transit by 10 percent by 2025

6.3 POLICY: Establish a formal ride share program within the County by 2015. Promote public awareness of Lassen Rural Bus and rideshare opportunities through media and promotional events.

4. ACTION ELEMENT

The Action Element sets forth a plan of action to address issues and needs identified in accordance with the RTP goals, objectives and policies. It identifies short-range (0-10 years) and long-range (11-20 years) transportation improvements by mode for inclusion in the RTIP. The benefits of "New Technologies" such as surveillance, data collection, Advanced Traveler Information Systems, Commercial Vehicle Operations, and Automatic Vehicle Location systems are discussed under the appropriate mode. These New Technologies are consistent with the national ITS architecture and standards being employed by Caltrans at the regional level. The Action Element also includes a discussion on the State and regional planning processes, the program level "performance measures" selected to help prioritize projects, and the short-term and long-term improvements that were selected for each component of the transportation system.

The Action Element is consistent with the adopted RTP goals, policies and conforms to the revenues and costs identified in the Financial Element (Section V). In addition, the first four years of projects identified in the Financial Element are consistent with the four-year STIP fund estimate adopted by the California Transportation Commission (CTC) in September 2005/06.

STATE AND REGIONAL PLANNING PROCESSES

The State and regional planning processes are defined by legislation on the Federal and State level. TEA-21 and SB 45 have had significant effects on the RTP planning process with new requirements for transportation planning, air quality conformity, project selection and delivery responsibility, development and implementation of transportation system performance measures, decision making, and the allocation of federal funds. The newly adopted Public Law 109-59 Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users (SAFETEA-LU) continues the comprehensive planning requirements. In addition, the 1999 RTP Guidelines place significant emphasis on showing linkages between projects in the RTP and the RTIP/STIP process.

This RTP adheres to the 2003 RTP Guidelines Supplement by:

- Following the revised RTP Checklist
- Strengthening Public Involvement by including public involvement procedures and guidelines (Appendix A)
- Providing better coordination with Lassen County Tribal governments and including a discussion of their transportation issues and needs (Table 1)
- Soliciting input from the trucking and business community
- Evaluating different funding strategies relative to the adopted "program level" performance measures contained in the 2005/06 RTP (Appendix D-2).

The Regional planning process at the Federal and State level is included as Appendix H of the 1999 RTP Guidelines. Elements specific to Lassen County are discussed below.

REGIONAL PLANNING PROCESS

The LCTC was designated as the Regional Transportation Planning Agency (RTPA) for Lassen County. In compliance with State statutes, the LCTC is comprised of three members of the County Board of Supervisors and three City Council Members from the City of Susanville. Citizens are encouraged to participate by attending the regularly scheduled meetings and public hearings.

A primary responsibility of the LCTC is to adopt and update the RTP and RTIP in accordance with state law. The LCTC is also responsible, with City of Susanville, Susanville Indian Rancheria, Caltrans, and Lassen County staff input, for determining the priorities for all proposed new transportation facilities shown in the RTP. The LCTC is required to submit the RTP every four years to the CTC and Caltrans.

Each fiscal year, the LCTC approves the Overall Work Program (OWP). The OWP document outlines the transportation planning work to be accomplished, including responsible agencies and funding, to ensure that an adequate and up-to-date RTP is maintained. The OWP must be approved by Caltrans before State and Regional Planning Assistance Funds (SRPAF) can be used for transportation planning studies or administration. The State funds are used to reimburse local funds and no local matching funds are required.

Coordination

In June 2001, the LCTC appointed members to an LCTC Technical Advisory Committee (LCTC-TAC). The LCTC-TAC is comprised of the following members.

- City of Susanville Administrative Officer and Public Works Director
- County of Lassen Administrative Officer and Public Works Director
- Caltrans Regional Transportation Planner
- Tribal Manager from the Susanville Indian Rancheria

The LCTC-TAC enhances the technical capacity of the planning process to support decision making. The LCTC-TAC will provide input in the preparation of the 2005/06 RTP.

PAST ACCOMPLISHMENTS

Appendix E provides a list of completed transportation projects on state highways in Lassen County since 1999. The list includes 19 projects from the Caltrans' Major SHOPP and Minor A and B SHOPP program. The projects include a variety of rehabilitation projects, storm drainage improvements, electrical installation, beautification, and curve improvements.

Lassen County has historically relied on forest revenues such as timber receipts from the harvest of timber on federal lands to assist project development and roadway maintenance. Since the 1994 STIP, Federal land management policies has resulted in limited timber harvesting and has reduced County revenues to the point where maintenance operations for Lassen County are threatened. In addition to these reduced local funds, limited State funding was provided for in the 1994 and 1996 STIP cycles for major projects. As such, few significant projects have developed in Lassen County and roadway maintenance has been reduced to critical functions and high priority roadways.

Lassen County has completed the environmental and right-of-way work for the Skyline Road East project, which will extend Skyline Road from SR 139 to Johnstonville Road, in 2005 and 2006 respectively. The environment work was also completed for the Skyline Extension in 2005. The Skyline Extension will connect Skyline Drive from Johnstonville Road to SR 36. A PSR has been completed for Skyline South, a project that will connect SR 36 to Richmond Road. Skyline Road East is scheduled for construction in the Summer of 2006, pending the acquisition of the necessary permits. Construction funding for Skyline Road East is programmed for 2007/2008 of the STIP and Skyline Road South does not have funding programmed for environmental, right-of-way, or construction within the next five years.

Lassen County also completed Project Study Reports for Janesville Main Street, County Road A-1, County Road A-2, and County Road A-3. County Road A-2 was reconstructed in the summer of 2003. The project entailed the pulverization of the existing roadway which was compacted and utilized as a sub base. Additional base material was added and the vertical alignment, horizontal alignment and drainage facilities were improved the entire length of the roadway. In addition, the travel lanes were increased to 12 feet.

In August, 2003 Caltrans completed a PSR to investigate options to improve safety and operations along a segment of SR 395. The proposed alternative that was selected from the PSR included the installation of overhanging flashing beacons for the school warning signs, adding left turn lane pockets, and a two-way left turn lane. In addition, a Safe Routes to School (SR2S) project has been funded to install the flashing beacons and radar speed display signs. The SR2S project will begin construction in the summer of 2006.

The LCTC and Lassen County also worked closely with Caltrans District 2 on priority state highway projects. The Town Hill project, State Route 36 from west Main Street Susanville to County Road A-1, has funding programmed for Construction in the 2008/2009 fiscal year of the STIP.

PROGRAM LEVEL PERFORMANCE MEASURES

Consistent with the RTP Guidelines, Caltrans identified four broad goals for performance measurement:

- To understand the role the transportation system plays in society;
- To focus on outcomes at the system level rather than projects and process;
- To build transportation system partner relationships with clearly defined roles, adequate communication channels, and accountability at all levels; and
- To better illuminate and integrate transportation system impacts of non-transportation decisions.

These broad measures are intended to monitor how well the overall RTP will improve the transportation system in Lassen County. In addition to the program level measures, Lassen County also uses project specific ranking criteria for capacity increasing projects. This criteria (Appendix O) is used by the LCTC TAC to recommend capacity projects to the LCTC for funding and ultimate implementation.

The program-level performance measures selected for Lassen County are shown in Table 14

TABLE 14
RTP PROGRAM LEVEL PERFORMANCE MEASURES

Performance Measure[1]	Data Source	RTP Measure	RTP Objective
1.Mobility and Accessibility	Caltrans traffic volumes Volumes listed in PSRs	Minimum acceptable LOS on average daily basis	Provide Acceptable LOS on all regionally significant roadways
2.Safety	Caltrans, California Highway Patrol, County and City Department of Public Works	Number of accidents on State highways per 1,000,000 vehicle miles of travel	Reduce the number of accidents on State highways below state average for similar facilities.
3.Transit Cost Effectiveness	Monthly/quarterly transit operations reports provided to LCTC	Fare box recovery ratio	Achieve and maintain at least a 10 percent fare box recovery ratio for fixed-route transit service
4.Equity	STIP Estimates from CTC	Ratio of STIP alocations to County revenue shortfall for highway projects	Make the distribution of transportation funds more consistent with transportation needs, rather than population
5.Environmental Quality	Environmental thresholds or significance criteria adopted in General Plans and/or independently for application in CEQA documents.	Avoid or minimize significant impacts	Analyze the potential short-term and long-term environmental impacts of transportation decisions and mitigate adverse impacts to "less than significant."
6.Cost Effectiveness	Traffic counts, traffic forecasts, cost estimates provided by Caltrans and/or the County.	Construction cost per new trip served	Prioritize projects based on cost effectiveness
7.Economic Well Being	Caltrans' Traffic Volumes Volumes listed per PSRs	Minimum acceptable LOS in peak month	Provide acceptable LOS on all State Highways

Notes: [1]The California Transportation Commission (CTC) RTP Guidelines adopted in December 1999 recommend the inclusion of program level performance measures (outcome-based) to help determine how the planned improvements to the system are achieving the desired outcomes of the RTP consistent with the goals, policies, and objectives of the plan. Performance measures are defined as a set of objectives and measurable criteria used to evaluate the performance of the transportation system and to select plan alternatives.

Source: Fehr & Peers 2005/06

Application of Performance Measures

The program level performance measures in Table 14 are used to help monitor how well the transportation system is functioning, both now and in the future. These measures are broader and form the basis for the evaluation of the RTP funding alternatives identified in Section 5. The application of each performance measure and their location within the RTP are identified below:

1. Mobility/Accessibility – *Goals 1 and 6*

This performance measure monitors how well State and County roads are functioning based on level of service (LOS). The acceptable LOS for State highways and County roads is LOS C or better. Tables 3 and 4 show the current roads experiencing LOS D or worse. Table 8 and 9 shows those State and County roads projected to have unacceptable LOS by 2025. Figure 4 and 10 show the location of these road segments. Implementation of the priority RTP highway and road projects (Tier 1, 2 and 3) would result in acceptable LOS within the County on these facilities. However, there is insufficient funding to implement most of the capacity projects so that it is very unlikely that an "acceptable LOS C" will be achieved during the life of the RTP.

2. Safety – *Goals 1 and 6*

Safety is monitored through the accident rate (accidents per 1,000,000 miles of travel) for State highways (Table 11) for State facilities. Due to staffing constraints, Lassen County does not keep accident rates on its county roads therefore, a comparison with the accident rate for Caltrans District 2, and the State, on similar local facilities does not exist. However, County projects that focus improvements on safety are important to maintaining a safe transportation system. RTP projects, both State and local with a safety component are checked in Appendices F through L.

3. Transit Cost Effectiveness – *Goal 2*

The fare box recovery ratio provides one means to monitor the performance of the transit system before and after transit projects are implemented. Table 6 shows a current ratio of twenty percent. Table 12 provides the projected future transit demand through 2025. Transit projects and programs approved by the LCTC will help maintain a fare box ratio of 20 percent or higher through the life of the RTP.

4. Equity – *Goal 1*

This measure is applied to put funding where it is needed, not just based on population locations. The measure is to also ensure that all roadways are considered, including the state highway system, county roads, city streets, and Tribe roads. The ratio of STIP dollars for Lassen County compared to total need is approximately 15 percent.

5. Environmental Quality – *Goals 1 through 6*

This measure is applied prior to actual construction of a project. Each project must comply with environmental criteria from CEQA (State) and/or NEPA (Federal) depending on whether the funding source is a federal or state program.

6. Cost Effectiveness – *Goal 1*

This measure considers the construction cost to implement the project relative to the number of new trips that will benefit from the project. It provides a quantitative means to rank highway projects relative to each other. The cost effectiveness measure can be applied to State Highways, County roads, City streets, and Tribe roadway projects as part of the County's ranking process, if the data is available.

7. Economic Well Being – *Goals 1 through 6*

Lassen County experiences a significant amount of recreational and through traffic, particularly during peak summer months. As a result, the LOS during peak periods often reaches unacceptable levels (LOS D or worse). This measure monitors the LOS during the peak month.

Tables 4 and 10, and Figures 4 and 10, show those areas where improvements would help reduce the peak month LOS.

REGIONAL AND LOCAL ACTION PROGRAMS

The regional and local action programs for this RTP are a compilation of projects already proposed and/or planned for Lassen County, as well as new projects deemed necessary to provide adequate operation of the various transportation systems consistent with the County's goals and policies. To provide acceptable operations along the regional road system, Lassen County proposes a series of improvements to be sponsored by the State, the County, and/or the City of Susanville. The highest priority improvements to the regional road system are linked to the roadway deficiencies identified in Table 7 and 13, and the Goals and Objectives from Chapter III. The type of improvement, implementation cost, proposed construction year, priority (Tier 1 – 3), and potential sources of funding are identified in the project tables (Appendix I-1 through I-8) by mode. *Note: The LCTC, County, City and/or Caltrans may change the priority ranking or projects during the RTP approval process.*

- Tier 1 road projects represent projects that are fully fundable from anticipated revenue sources and will normally be programmed in the 2005/06 – 2009 STIP cycle. These projects are consistent with RTIP/ITIP.

- Tier 2 road projects represent projects that are likely fundable from anticipated revenue sources and are planned for programming through the life of the RTP (by 2025). These are projects that the County, City and LCTC have designated priority projects to be implemented over the next 20 years.

- Tier 3 road projects represent projects that are long-term and would not be assured of full funding during the life of the RTP (by 2025) given current revenue projections. However, these projects do represent significant long-term projects for the County and City.

Figure 11 shows the location of recommended improvements for the 2005/06 RTP.

ALTERNATIVE MODES

The recommended improvements for the transit system, aviation facilities, bikeway and pedestrian facilities, and the goods movement system will also serve to alleviate existing transportation problems and accommodate future travel demand. Action programs for Transportation Systems Management (TSM), Transportation Demand Management (TDM), Intelligent Transportation Systems (ITS) and air quality are also included in this chapter.

FUNDING STRATEGIES

Recognizing that the STIP program would not provide all the funding needed during the next twenty years, LCTC staff and consultants made a presentation to the LCTC in June of 1997 and asked for direction regarding improvement priorities. Three potential funding strategies were identified. The LCTC agreed to support a combination of all three of the following strategies to achieve a balanced transportation system.

- Strategy 1 - Primary Focus on the State Highway System

- Strategy 2 - Balance spending on some State highway improvements and some

County road improvements

- Strategy 3 - Combined funding for important State Highway projects, some County road improvements and some funds to be traded with an adjacent jurisdiction for a local revenue source that Lassen County can use for road and bridge maintenance.

PURPOSE AND NEED

The RTP guidelines and supplement to the RTP guidelines adopted by the CTC require that an RTP "provide a clearly defined justification for its transportation projects and programs." This requirement is often referred to as either the Project Intent Statement or Project Purpose and Need. Caltrans' Deputy Directive No. DD 83 describes a project's "Need" is an identified transportation deficiency or problem, and its "Purpose" is the set of objectives that will be met to address the transportation deficiency. For Lassen County, each table of projects includes a qualitative assessment of purpose and need relative to the project's contribution to system preservation, capacity enhancement, safety, and/or multi-modal enhancements.

System Preservation – This category of improvement indicates a project that serves to maintain the integrity of the existing system so that access and mobility are not hindered for travelers. Improvements may include bridge repairs, upgrading of existing rail lines, airport runway repairs, and upgrades to signs and traffic control devices. In addition, because Lassen is very rural and contains several small communities, the lack of maintenance funding has resulted in a large amount of "deferred maintenance" that has actually lapsed into a serious need to "rehabilitate" roadways to maintain system preservation. Rehabilitation entails primarily overlay and/or chip seal work that can also be considered a safety improvement. The majority of road projects listed for each jurisdiction indicate either "rehabilitation" or "asphalt overlay of existing roadway" to maintain system preservation. *(Goal 1 and Goal 6).*

Capacity Enhancement – A capacity enhancement indicates a project that serves to increase traffic flows and to help alleviate congestion. This result may be achieved by adding an additional lane of traffic, adding a passing lane, and/or adding a turn-out for slow moving vehicles. Because Lassen County experiences large volumes of truck and recreational traffic on many of its roadways, the ability of vehicles to travel and desired speeds is restricted. Capacity enhancement projects are designed to increase travel speeds and provide for opportunities to pass slower vehicles safely. The desired outcome is to maintain acceptable levels of LOS on State and regionally significant roads *(Goal 1 and 6).*

Safety Projects – Safety improvements are intended to reduce the chance of conflicts between vehicles, prevent injury to motorists using the transportation system, and to ensure that motorists can travel to their destination in a timely manner. Safety improvements may include roadway and intersection realignments to improve sight-distance, pavement resurfacing to provide for a smooth travel surface, signage to clarify traffic operations, congestion relief, and obstacle removal so that traffic flows are not hindered, or improvements to alternative modes. The desired outcome is to reduce the incident of accidents on County facilities and the societal costs in terms of injury, death or property damage *(Goals 1 - 6)*.

Multi-modal Enhancement – These type of improvements focus on alternative modes of travel such as bicycling, walking, and transit. Projects that are designated as multi-modal are designed to enhance travel by one of these other modes, provide for better connectivity between modes, increase safety for pedestrians and bicyclists, and to improve non-auto access to major destinations and activity centers *(Goal 2, 3, 4, 5)*

The STIP program, while not originally intended for maintenance purposes, is a revenue source that the LCTC feels can be used to leverage local funds to address the safety concerns brought about by a lack of adequate road and bridge maintenance. The following discussion provides more detailed purpose and need statements for priority projects recommended for improvements. Many of these projects are carryovers from the 2001 RTP.

A. Skyline Corridor Project – Lassen County has completed the environmental and right-of-way work for the Skyline Road East project, which will extend Skyline Road from SR 139 to Johnstonville Road, in 2005 and 2006 respectively. The environment work was also completed for the Skyline Extension in 2005. The Skyline Extension will connect Skyline Drive from Johnstonville Road to SR 36. A PSR has been completed for Skyline South, a project that will connect SR 36 to Richmond Road. Skyline Road East is scheduled for construction in the summer of 2006, pending the acquisition of the necessary permits. Construction funding for Skyline Road East is programmed for 2007/2008 of the STIP and Skyline Road South does not have funding programmed for environmental, right-of-way, or construction within the next five years.

The completed roadway project would reduce traffic on SR 139 south of Skyline Road and on Main Street (SR 36) from SR 139 to the SR 36 and Skyline Road South intersection. By reducing local and regional traffic on SR 139 and SR 36, this roadway helps reduce congestion on Main Street Susanville (SR 36) and Susanville's Ash Street (SR 139).

The 2005/06 RTP maintains consistency with the goals and policies of the City of Susanville 1990-2010 Circulation Element although the alignment of the Skyline Corridor project is different than that which is shown on Figure 4-11 of the Circulation Element. The intent of the General Plan as stated in the text of the plan is that an alternative to Main Street should be planned and that the location of the bypass as shown on the land use map is conceptual and diagrammatic. Goal 2 and Policy b of the Susanville General Plan required the City to work with Caltrans to identify one or more alternative routes to Main Street. The route selected in the RTP meets the Goals and Policies of the General Plan Circulation Element.

The proposed alignment of Skyline South in Figure 11 indicates that Skyline South connects directly with Alexander Ave in Susanville. While the majority of this corridor that runs along an abandoned rail corridor is in the County there is a parcel within the City adjacent to Alexander Ave. The parcel is currently zoned heavy industrial, however, in planning workshops the City has expressed an intention to rezone the property to residential. Communications with the City Community Development Director at the Staff and LCTC Commissioner level have been productive and the City has committed to discuss zoning changes with Transportation Commission Staff in the future. Presently the zoning will remain unchanged, however there is a potential for a heavy industrial development to be established on the corridor. Lassen County currently has a TE project underway to acquire the corridor and construct a multi-use pathway to serve as an extension of the Bizz Johnson Trail and connect to Skyline Extension. This project will place the corridor in public ownership and avoid future acquisition costs if development were to occur in the corridor. In addition, County staff will explore other options to preserve the corridor while the NEPA process is being conducted.

Policy 1.9 of this Regional Transportation Plan (RTP) reads as follows: Expand the interaction and consideration of land use planning issues and capital facility plans in the course of preparation of the RTP. In developing, monitoring, and implementing the RTP, LCTC staff and City and County Community Development Staff should be certain to coordinate to ensure that the RTP remains consistent with City and County General Plans.

The County of Lassen should make a reasonable effort to ensure that the final design of the intersection of Skyline Extension at SR 36 will be adequate to accommodate current and future demands at that intersection so that it does not drop below a LOS C in the foreseeable future.

B. Rehabilitation of Existing Roadways – Consider rehabilitation of all city, county and Tribe roadways that qualify for STIP rehabilitation funding. The roads to be rehabilitated would be primarily those roads that have failing pavement sections that require either an asphalt overlay or chip seal in order for the road to continue to last a minimum of 5 years.

C. County Road A-2 (Susanville Road) - Completed

D. Main Street Janesville – Rehabilitation, improve drainage, and construct bicycle path from U.S. 395 to increase safety on this route for motorists, bicyclists and pedestrians. Another project will add right hand turn pockets at Church Street and Sears Road where each intersects with U.S. 395. This project is programmed in the Caltran's SHOPP.

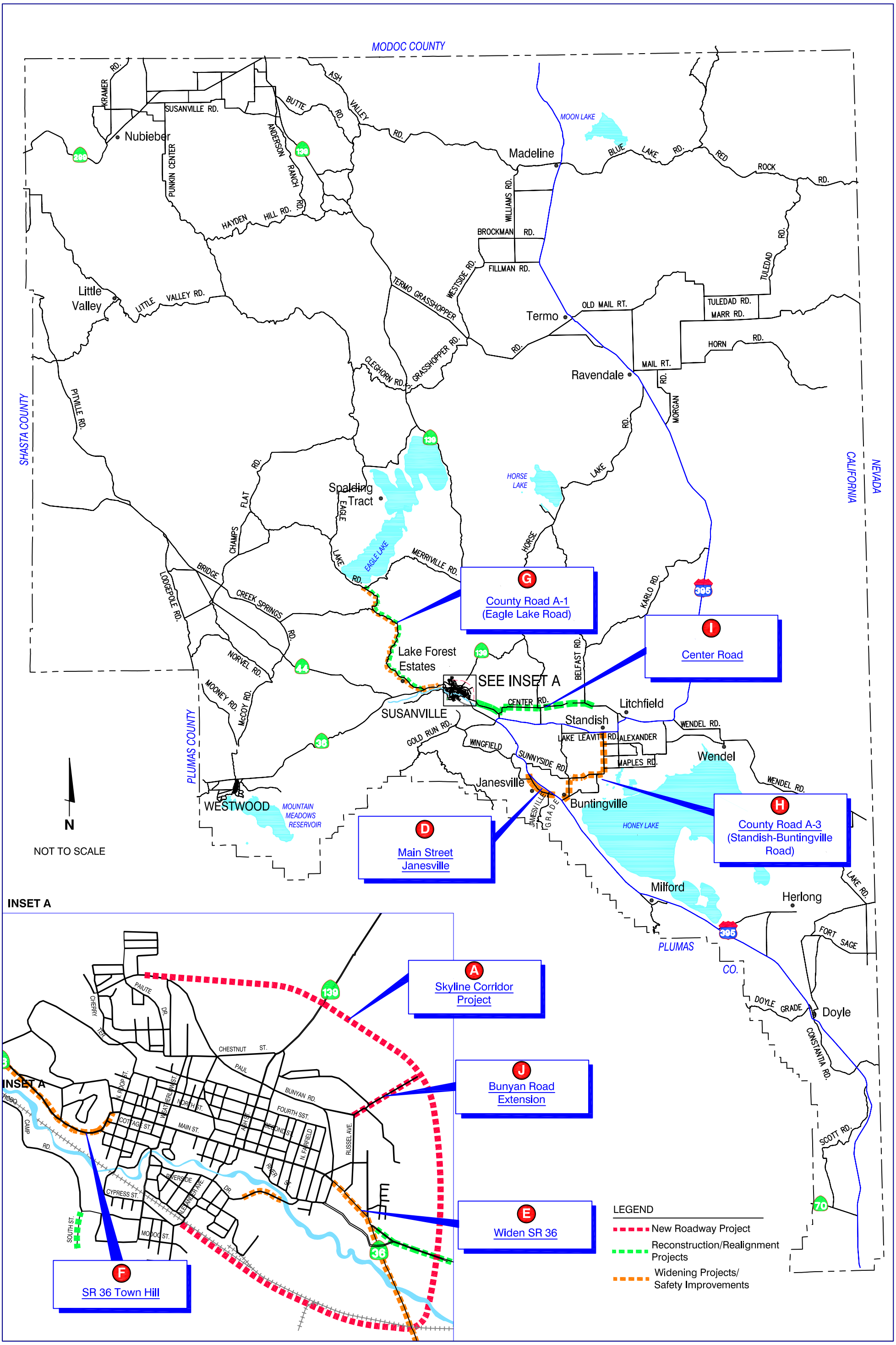
E. SR 36 Widening - Widening SR 36 from Riverside Drive East/SR 36 intersection to the SR 36/U.S. 395 intersection is proposed. This improvement would increase capacity and safety on this segment of SR 36 that is expected to undergo an increase in traffic through the next twenty years. This project has been tabled due to inadequate funding in the foreseeable future.

F. SR 36 Town Hill – Shoulder widening, turn pockets, and safety improvements from west end of Main Street Susanville to County Road A-1 intersection. A full description of the SR 36 Town Hill improvements is discussed in Section II – Needs Assessment under Land Use.

G. County Road A-1 (Eagle Lake Road) – Eagle Lake Road connects SR 36 and SR 139 and travels from the south end of Eagle Lake around the west shore to the north end of the lake. Improvements to this roadway include widening, vertical and horizontal realignment on the first 14 miles from SR 36 to Gallatin Road. These improvements would allow County Road to be accessible year-round with year-round maintenance.

H. County Road A-3 (Standish Buntingville Road) – This roadway provides a bypass route of the Susanville area between two segments of U.S. 395. The roadway extends from the Town of Standish east of Susanville, to the town of Buntingville west of Honey Lake. The road is used currently by regional travel to access Johnstonville without traveling through Susanville. The improvement would widen the traveled lanes and shoulders to accommodate future travel expected to continue to use this bypass.

I. US 395 at Johnsonville School - . Improved signage and a left turn pocket will be added on U.S. 395 near Johnstonville Elementary School. The County has been awarded a Safe Routes to School grant to complete a portion of the project in 2005/06.



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Recommended Improvements

Figure 11

J. Center Road – Reconstruct and rehabilitate Center Road from SR 36 to Willow Creek Bridge east of California Correctional Center. This project would require the reconstruction of Riverside Drive East from SR 36 to Johnstonville Road, reconstruction of Johnstonville Road from Riverside Drive East to Center Road, and rehabilitation and additional paved shoulders of Center Road from Johnstonville Road to Willow Creek Bridge.

K. Bunyan Road Extension - An extension of Bunyan Road from Russell Avenue to Skyline Road East. This extension would provide a vital link on the north side of Susanville Main Street reducing traffic congestion on SR 36 between Fairfield and Riverside Drive East and SR 39 for local and regional travel.

SHORT- RANGE AND LONG-RANGE REGIONAL ROAD PRIORITIES

Each of the highway improvement projects is categorized into short-range (0-10) years, and long-range (11-20) years. The horizon year for the Lassen County RTP is 2025. The first four years of improvements have to be consistent with the adopted STIP fund estimate (see Section V, Financial Element). Improvements are shown for State highways, County roads and local city streets.

CURRENT OFFICIAL STIP – PROGRAMMED PROJECTS

The current official 2006 STIP funded improvement projects are shown in Appendix F-1. The list includes 9 projects ($9 million) with prior commitments that are not part of the 2006 STIP Target. In addition,13 additional projects ($10.4 million) are proposed for programming in the 2006 STIP

Candidate STIP Projects

The STIP provides funding for Lassen County's top priority road projects. Appendix F-2 lists the County's top priority Short-term (0-10) years STIP projects. The list reflects a recommendation of the LCTC Technical Advisory Council that included representatives from Caltrans, Lassen County, City of Susanville, and Susanville Indian Rancheria. This list includes ultimate construction of the Skyline Corridor that includes Skyline Road East, Skyline Road Extension, and Skyline Road South as still the highest priority for implementation. However, there is a new emphasis on road rehabilitation as priority 2. Priorities 3 through 12 are projects that were listed in the 2001 RTP and are on-going.

Appendix F-3 lists STIP eligible projects, i.e. projects that are either capacity increasing, will improve operations, or rehabilitation projects. Appendix F-3 does not contain maintenance projects such as chip seals, slurry seals, etc. Tier 1 and 2 of Appendix F-3 are constrained by funding forcasted from the RTIP, HBRR and/or RSTP. The Tier 1 projects total approximately $10 million. The Tier 2 projects total approximately $55 million.

CURRENT OFFICIAL SHOPP – PROGRAMMED PROJECTS

Short-range improvement projects for the State highway system are funded through the Caltrans SHOPP. The approved 2004 SHOPP list of projects is shown in Appendix G-1. It includes three projects for collision reduction. The total programmed SHOPP is $29,735,000. In addition to the 2004 SHOPP, the list of recommended short-range SHOPP projects for State highways is shown in Appendix G-2. The projects include improvements to U.S. 395, SR 36, SR 139, SR 147, and SR 70. SHOPP projects are shown through 2010/2011.

The long-range priority SHOPP list is being developed by Caltrans. Although Caltrans is responsible for the SHOPP, the County is encouraged to have input into the SHOPP through coordination and consultation.

LONG-RANGE STATE HIGHWAY AND COUNTY ROAD PROJECTS

Appendix H-1 shows the County's proposed long-range County road and State highway projects (through 2025). The actual construction year has not been determined. The list includes several capacity projects as well as overlays and reconstruction for system preservation. Projects are prioritized as Tier 1, 2 or 3.

COUNTY SHORT-RANGE AND LONG-RANGE BRIDGE PROJECTS

Appendix I-1 contains the Lassen County bridge projects in prioritized order. The anticipated funding source is also shown. The list contains seven bridge replacements, one repair, and two seismic retrofits to improve safety.

COUNTY SHORT-RANGE AND LONG-RANGE MAJOR COUNTY ROAD PROJECTS

Appendix I-2 shows the major collector road projects that are in need of asphalt overlay. These facilities are part of the federal aid secondary (FAS) system. All of the projects are proposed for funding from the RTIP.

COUNTY SHORT-RANGE AND LONG-RANGE MINOR COUNTY ROAD PROJECTS

Appendix I-3 shows the minor County roads that need rehabilitation to maintain the integrity of the roadway and meet safety standards. This growing list of roadways reflects the problem of 'deferred maintenance" due to the lack of a separate maintenance funding source. These projects must compete with other capacity and safety projects for limited STIP dollars.

CITY OF SUSANVILLE SHORT-RANGE AND LONG-RANGE CAPITAL IMPROVEMENT PROGRAM

Appendix I-4 shows the City of Susanville short-range and long-range improvement projects. The vast majority of the projects involve pavement overlays. The remainder is reconstruction, bridge repairs, and/or sidewalk improvements. Tier 1 priorities are planned to be programmed as part of the 2006 STIP cycle. Tier 2 priorities will be programmed during the life of the RTP (by 2025).

SUSANVILLE INDIAN RANCHERIA SHORT-RANGE AND LONG-RANGE ROAD IMPROVEMENT PROJECTS

Appendix J contains the Susanville Indian Rancheria (SIR) priority list for road improvement projects pursuant to their July 2001 transportation plan. The SIR transportation plan supports improved access and travel ways along the City of Susanville Chestnut Street. The list also contains sidewalk and bike improvements at the Chestnut Street and Joaquin Street intersection.

LASSEN COUNTY SHORT-RANGE AND LONG-RANGE TRANSIT IMPROVEMENTS

Appendix K shows the planned improvements for the Lassen County Rural Bus transit system. The list is carried forward from the 2001 RTP with the addition of three new bus purchases. The

final decision regarding the purchase of new equipment, the expansion of service, and/or the construction of new facilities are made by the LCTC.

GOODS MOVEMENT

Truck transport will continue to be the primary method of goods movement into, within and out of Lassen County. Cooperative efforts are needed between the trucking industry, Lassen County, and Caltrans to assess the impacts that trucks have on the roadway network and to create regulatory guidelines for truck travel in the County such as specific truck routes. This effort should also be coordinated with the County's pavement management program. Even with the limited roadway network in the County, trucks should not be permitted on those facilities not designed or constructed for heavy vehicles. As discussed elsewhere in the RTP, ITS can use new technology deployment, including Commercial Vehicle Operations (CVO) ITS to improve and enhance the transportation system. Also, increased coordination should be pursued between the trucking industry, rail and aviation for the movement of freight to and from the County.

Aviation plays a role in goods movement within the region. Activities at the Susanville Airport, and potentially at the Amedee Airfield near Herlong may eventually grow and have a more significant role in goods movement. Prior to activities at these facilities are being significantly increased the County and the City are encouraged to address potential impacts to land use and ground circulation.

Caltrans has developed a package of new technologies that suggest methods to efficiently manage operations and enhances communications and monitoring for commercial vehicle operations. As funding allows, Lassen County, in coordination with Caltrans and the California Highway Patrol (CHP), is encouraged to consider the following technologies and actions when defining goods movement projects and in planning commercial vehicle operations.

- Incident Management – Use CVO tracking to improve response times to transportation incidents
- Automated Roadside Safety Inspection – Use electronic technology and diagnostics to access records of carriers, vehicles, and driver safety
- On-board Safety Monitoring – Communicate safety information about road conditions while in motion
- Hazardous Material Incident Response – Provide hazard spill notification information to the emergency response operations within the County
- Heavy Vehicle Electronic License Plate Program (H.E.L.P) – Work with Caltrans to implement and make use of an integrated heavy vehicle monitoring system such as Automatic Vehicle Classification (AVC), Automatic Vehicle Identification (AVI), and Weigh-In-Motion (WIM) technology
- Increased vehicle code enforcement and weight monitoring by the CHP

BIKEWAY AND PEDESTRIAN FACILITIES

Appendix L shows the programmed and non-programmed short-range and long-range bikeway and pedestrian projects for this RTP. The programmed projects focus on a Class I path system to serve the Skyline East, Skyline Extension, and Skyline South road projects. The non-programmed projects include environmental work for a park and ride facility, multi-use path, class II bike lanes and a visitor center. A short list of un-funded projects is also shown.

AVIATION

Appendix M shows the short-range and long-range aviation improvements that are designed to upgrade facilities at the five Lassen County airports. The projects include runway extensions, crack sealing and re-striping, hangar construction, and lighting. The aviation projects cover all elements of purpose and need including system preservation, capacity, safety and multi-modal.

TRANSPORTATION DEMAND MANAGEMENT (TDM) AND TRANSPORTATION SYSTEM MANAGEMENT (TSM)

Although no formal regional TDM or TSM programs are proposed, the County is encouraged to explore a countywide rideshare program as funding allows. Other programs that the County can pursue are discussed below.

INTELEGIENT TRANSPORTATION SYSTEMS (ITS)

ITS is the integration of computerized, electronic, and communication technologies designed to reduce traffic congestion, improve traveler mobility, collect and disseminate real-time traveler information, reduce costs, and improve the operation and efficiency of the transportation network by integrating both technological components and management strategies to improve circulation.

Implementation of ITS, with its emphasis on improving traveler mobility, has become a priority for the federal government and the U.S. Department of Transportation. As part of this effort, a National ITS Architecture has been adopted to encourage system interoperability and integration among local, regional, state and federal ITS applications.

The key elements of ITS identified for rural areas are listed below.

- Traveler safety and security technologies.
- Emergency services.
- Fleet operations and maintenance.
- Public traveler and mobility services.
- Roadway operations and maintenance technologies.
- Tourism and travel information; and
- Commercial vehicle systems.

In California, Caltrans' New Technology and Research Program have led an effort to develop Strategic Deployment Plans for a number of regions (combined counties) throughout the State. Caltrans has been instrumental in establishing a regional architecture that will fit within the National Architecture. As part of their work, the following actions have been suggested as possible ITS applications to be explored within each county.

- Light emitting diode (LED) pedestrian crossings;
- Advance snow plow advisory systems (magnetic markers installed in the roadway to provide guidance in whiteout conditions);
- Mobile changeable signs;
- Electronic tourist traveler information stations;
- Call boxes in most hazardous areas and/or radio/cell phone dead areas;
- Coordinated emergency response systems;
- Coordinated local transit agency communications systems;
- Statewide rural regional road conditions radio stations;
- Trucks and large recreational vehicle advisory signs/signals; and

- Electronic toll stations/fee collection

Lassen County will continue to explore the available information on ITS for possible integration into the various modes of travel within the County as funding, opportunity, and relevance allow. Adequate levels of funding and close coordination with Caltrans and the trucking industry are the key to implementing ITS strategies in Lassen County. The ITS program for Lassen County proposed by Caltrans District 2 is shown in Figure 8.

5. FINANCIAL ELEMENT

The purpose of the Financial Element is to provide a summary of the projected costs of transportation facilities listed in the RTP and the revenue sources required to fund those facilities. This section includes a summary of the costs to implement programs discussed in the Action Element (Chapter IV) and a discussion of the potential revenue available to fund them. Surpluses and deficits resulting from the difference in projected revenues and planned expenditures are identified, along with the ramifications of implementing only those improvements that have secure funding. Finally, alternative sources of funding are discussed and a comparison of potential funding strategies is presented in Appendix D. Project ranking criteria is shown in Appendix O.

COST SUMMARY

Table 15 contains a summary of the RTP improvement costs identified for roadways, public transit, bicycle and pedestrian, and aviation components of the Lassen County transportation system. Costs for SHOPP, potential ITS projects and programs, and City and County Road maintenance are not included.

Expenditures were projected based on transportation projects planned by Lassen County, the City of Susanville, Susanville Indian Rancheria, and Caltrans. Three key assumptions used in projecting expenditures are listed below.

- Local Transportation Funds (LTF) for roads is expended in the operating and maintenance category.
- Transit operating expansion will occur as the need is identified consistent with available funding. Transit capital improvements reflect replacement of buses and/or expansion of the fleet to meet demand.
- Expenditures are based on continued federal funding under SAFETEA-LU (i.e., RSTP, TEA, HBRR, etc.) although at reduced levels.

TABLE 15			
RTP COST SUMMARY			
(1,000s)			
Transportation System Component	Short-Range Improvement Cost	Long-Range Improvement Cost	Total Cost
State Highways	$2,000	$28,000	$30,000
County Bridge	$6,912	$30,384	$37,296
Local Roads	$6,062	$77,382	$83,444
Public Transit Capital	$601	$0	$601
Public Transit Operating	$7,000	$7,000	$14,000
Bicycle and Pedestrian	$2,126	$744	$2,870
Aviation	$5,781	$0	$5,781
		Total	**$173,992**
Notes: *Long-Range highway, road and bridge total includes tier 3 projects			

EXPECTED REVENUES

During the development of the RTP, it is necessary to make reasonable estimates of expected revenues during the 20-year life of the Plan. Table 16 provides a summary of the anticipated revenues from federal, state, and local sources over the 20-year life of the RTP. The passage of SAFETEA-LU continued transportation funding but at reduced levels. The estimates in Table 26 are based on average annual amounts and/or reasonably anticipated during each STIP cycle. Amounts are shown in current 2005/06 dollars. The following revenue sources were assumed to be available and projected for purposes of this plan:

Federal Sources

- Regional Surface Transportation Program (RSTP)
- Transportation Enhancement (TE)
- Highway Bridge Replacement and Rehabilitation (HBRR)
- FTA Section 5311

State Sources

- State Transportation Improvement Program (STIP)
- State Gas Tax
- State Highway Operation and Protections Program (SHOPP)
- Caltrans'-Interregional Transportation Improvement Program (ITIP)

- Transportation Development Act (TDA) – Local Transportation Fund (LTF)
- Public Transit Account (PTA)

Key assumptions in projecting revenues for the RTP are stated below.

- Revenues that historically have been constant and reliable are reflected through 2028 for all modes.
- Projections are based on the reauthorization of SAFETEA-LU
- State revenues are expected to be available but at less than historical funding levels

TABLE 16
SUMMARY OF 20 YEAR REGIONAL TRANSPORTATION PLAN ANTICIPATED REVENUES FOR LASSEN COUNTY

Revenue Category	Revenue ($1,000s)
Regional Transportation Improvement Program (RTIP)[1]	$44,190
Regional Surface Transpotation Program (RSTP)[2]	$8,084
State Highways Operations and Projection Program (SHOPP)[3]	$92,900
Local Transportation Fund (LTF) - 1/4 cents sales tax for Transit[4]	$14,000
State Transit Assistance (STA)	$1,050
Federal Transit Administration (FTA 5311)	$2,000
Highway Bridge Repair and Replacement Program (HBRR)	$8,698
Transportation Enhancement Activities (TE)	$4,384
Total Anticipated Revenues from Existing Sources	**$175,306**

Notes:

[1]Based on CTC STIP Fund Targets and Caltrans District 2 Estimate

[2] Based on 2005/2006 Net apportionment of $404,187

[3] Based on Caltrans District 2 estimate. SHOPP dollars are used to maintain and improve operations on the State highway system

[4] Approximately 20 percent of funds will used for roads, 80 percent to LRB for operations due to fuel cost increases

COMPARISON OF ROADWAY IMPROVEMENT COST TO EXPECTED REVENUES

Table 17 compares the expected costs of roadway improvements to the expected revenues. This table shows a shortfall of approximately $65 million in roadway improvements over the life of the RTP. Possible solutions for reducing this deficit include the following:

- Find a new source of maintenance funding to off-set the drain on STIP dollars for "rehabilitation" projects. This would help eliminate approximately $ 10.6 million in RTIP funding requests at the local level for rehabilitation projects.

- Implement a "local SHOPP" program for significant regional local roads for non-capacity improvements and maintenance.

- Adopt a policy framework in the RTP that encourages and/or provides incentives for local agencies (City and County) to implement mitigation measures that address the impacts of local land use decisions and projects at the time of project approval.

TABLE 17

ROADWAY IMPROVEMENTS SUMMARY OF COSTS AND REVENUES

($1,000s OF 2005 DOLLARS)

Improvement Project	Short-Range Cost	Long-Range Cost	Total Cost	Projected Funding	Surplus/ (Deficit)
Local and State Highway Projects[1]	$8,062	$105,382	$113,444	$56,658	($56,786)
Local Road Projects (from LTF - 20%)				$2,800	TBD
County Bridge Projects	$6,912	$13,156	$20,068	$8,698	($11,370)
Total	$14,974	$118,538	$133,512	$68,156	($65,356)
Tier 3 Projects (Unfunded over life of RTP)			$170,000		($170,000)

Notes:

[1] Revenues assumed from STIP, RSTP and TE

COMPARISON OF TRANSIT COSTS AND REVENUES

Table 18 summarizes the expected costs and revenues for transit capital improvements.

TABLE 18

SUMMARY OF COSTS AND REVENUES FOR TRANSIT PROJECTS

($1,000s OF 2005 DOLLARS)

Transit Improvement	Short-Range Cost	Long-Range Cost	Total Cost	Revenues	Surplus/ (Deficit)
Transit Capital Projects	$601	$0	$601	$9,450	$8,849
Transit Operating	$7,000	$7,000	$14,000	$14,000	$0

Notes: Transit projects anticipated to be fully funded from Local Transportation Fund and/or FTA Grants

LRB proposes to maintain existing levels of service and to replace equipment as needed over the life of the RTP. The projected surplus of LTF and STA funding may be eroded in the future.

COMPARISON OF BIKEWAY AND PEDESTRIAN COSTS AND REVENUES

Table 19 summarizes the expected costs and revenues for bikeway and pedestrian capital improvements. The known revenue source for bike and pedestrian projects is the two percent set aside of LTF funds. Additional competitive sources may include Bicycle Transportation Account funding. This source has been increased to approximately $7 million dollars a year statewide beginning in 2003 and $5 million after 2005/06. The adoption and potential update to the Bicycle Master Plan will assist the County in securing BTA funds for high priority bike and pedestrian projects. Grant funding for bike and pedestrian capital projects is competitive so a potential deficit is shown. Only projects that are successful in obtaining grant funding will be built during the life of the RTP (by 2025).

TABLE 19

SUMMARY OF COSTS AND REVENUES FOR BIKE AND PEDESTRIAN PROJECTS

($1,000s OF 2005 DOLLARS)

Improvement	Short-Range Cost	Long-Range Cost	Total Cost	Anticipated Revenues	Surplus/ <Deficit>
All Projects	$2,126	$744	$2,870	$280	($2,590)

Notes: 2% of LTF can be used toward Bikeway projects per TDA regulations. The uncertainity of Grant funding results in a potential deficit being shown.

COMPARISION OF AVIATION COSTS AND REVENUES

Table 20 summarizes the expected costs and revenues for aviation projects (Appendix M). The current sources of aviation funding are the Federal Airport Improvement Program (AIP) administered by the FAA, and the State of California Aid to Airports Program (CAAP). Successful competition for these competitive grants, as in the past, will reduce the shortfall to zero.

TABLE 20

SUMMARY OF COSTS AND REVENUES FOR AVIATION PROJECTS

($1,000s OF 2005 DOLLARS)

Transit Improvement	Short-Range Cost	Long-Range Cost	Total Cost	Anticipated Revenues	Surplus/ <Deficit>
All Projects	$5,916	$0	$5,916	$5,916	$0

Notes: Deficit anticipated to be zero based on historical State and Federal funding levels

FUNDING

The 2005/06 RTP for Lassen County identifies key short-term (0-10 years) and long-term (11-20 years) roadway improvements for the County's regional road system. Funding sources for these projects come from various sources including STIP, SHOPP and local funding (gas tax).

The RTP also identifies a series of multi-modal projects and programs such as transit improvements, bicycle improvements, and aviation improvements. Projects in these categories often have to compete for grant funding and the ability to project adequate funding is unsure.

Decision makers should use the various resources available to them in making prioritization decisions. These resources include recommendations from the LCTC-TAC. The LCTC-TAC utilizes a prioritization method (Appendix O) for recommending priorities for capacity increasing projects. Other data is used to support funding priorities such as the City and County Pavement Management Systems, traffic data, LOS and functional class of roadway. Political and funding climates may also influence project priorities. The LCTC should always consider the goals and policies set forth in the RTP and how the proposed projects will serve to meet the goals.

6. ENVIRONMENTAL ANALYSIS

This section provides a preliminary environmental analysis of the Regional Transportation Plan. For the purposes of this analysis, the *project* is the plan itself, not the improvements identified in Chapter 5: Action Element of this document. Each improvement listed in the Action Element will have a full environmental analysis conducted to determine potential impacts to the environment prior to implementation.

The environmental analysis of this RTP is based on the CEQA guidelines for initial studies/negative declarations. In addition, the City of Susanville and Lassen County Community Development Departments have had an opportunity to review this environmental analysis. All projects listed in this RTP that fall under CEQA's definition of a project will undergo independent environmental review when each project is proposed for construction. The following environmental review includes a description of the project, the lead agency involved, the location of the project, and other information as required, and a checklist of the potential impacts of the RTP.