developments over the next 35 to 40 years, including future developments within the Target Areas (Henry Gomez, Salinas Police Department, pers. com., January 9, 2017). Construction is anticipated to begin in mid-2018 with completion expected by end of 2019. The environmental impacts of constructing the new police station have already been addressed through a separate CEQA process conducted specifically for that project. The proposed project would have no impact from construction of police protection facilities.

3.12 Transportation

Future development within the Target Areas will generate a substantial volume of traffic. That traffic will be distributed onto the local and regional transportation network. Potential exists that the added traffic could impact the performance of specific roadway segments and/or intersections, including U.S. Highway 101 and local roads and intersections within the City and the County. This section of the EIR examines these potential impacts as well as evaluates potential impacts related to planning for and accommodating alternative forms of transportation.

Information in this section is derived primarily from the *Economic Development Element Draft Transportation Impact Analysis* (Fehr & Peers 2017) (TIA). This report is included in Appendix I on the CD on the inside back cover of this EIR.

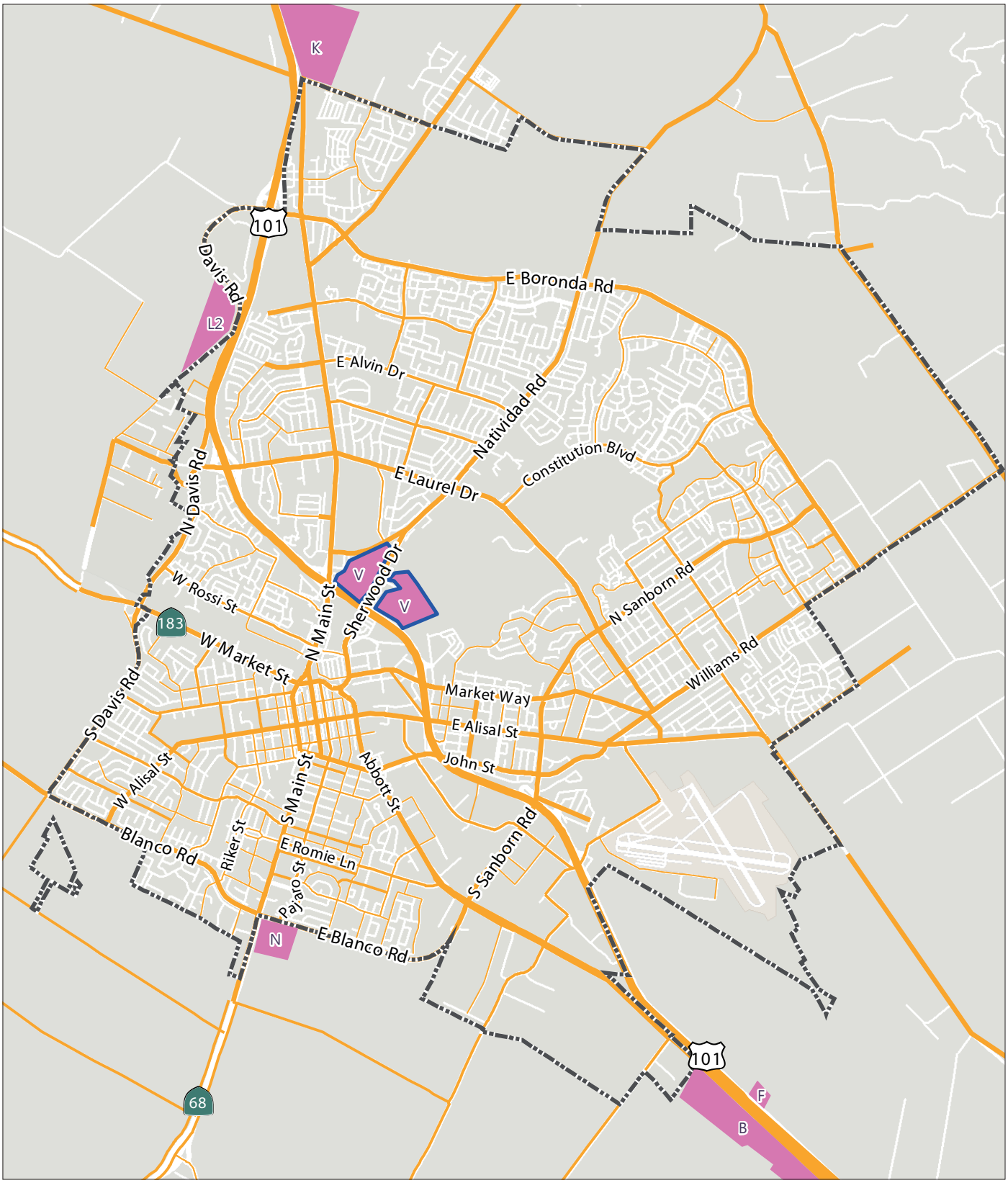
In its response to the NOP, Building Healthy Communities (BHC) commented that a project alternative should be considered that eliminates the proposed Eastside, Westside, and Southside expressways to reduce auto dependence. The additional roadways have since been removed from the project description.

BHC also suggests increasing the floor area ratio (FAR) for development within the City to encourage higher density development and reduce vehicle trips. These two comments are addressed in Section 6.0, Alternatives. The Monterey County Resource Management Agency commented that impacts on the County roadway network should be evaluated, both for the proposed project and for alternatives to the proposed project.

Environmental Setting

Existing Street and Highway Network

Because the Economic Development Element has a near city-wide scope, access to areas that could be developed under the proposed project would be provided by most primary and local roads in Salinas. This section describes these existing roadway facilities, which are shown in Figure 18, Existing Road Network.



Source: Fehr and Peers 2017

Figure 18

Existing Road Network

Salinas Economic Development Element Program EIR

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- U.S. Highway 101 is a north-south, four-lane freeway extending through the City of Salinas. The highway becomes a six-lane freeway between East Boronda Road and Russell Road, through the north city limits. The intersection of U.S. Highway 101 and major roadways in Salinas are either an interchange or grade separated overpass.

- San Juan Grade Road is a four-lane roadway south of East Boronda Road that intersects at North Main Street, and continues as two-lane roadway north of East Boronda Road. The posted speed limit is 45 mph. Major intersections are controlled by traffic signals and minor intersections are controlled by side street stop control, with San Juan Grade Road as a free flow roadway.

- McKinnon Street is two-lane collector with bicycle lanes that connects with East Boronda Road and Alvin Drive. The posted speed limit is 35 mph.

- El Dorado Drive is a two-lane collector with bicycle lanes that connects with East Boronda Road and Alvin Drive, with a center turn lane between Harden Parkway and Alvin Drive. The posted speed limit is 25 mph.

- Natividad Road is a six-lane divided major arterial from East Laurel to East Boronda Road. A portion of Natividad Road, between East Boronda Road and Los Coches Avenue, has sound walls on each side of the roadway with a posted speed limit of 45 mph. Natividad Road is a two-lane rural roadway north of East Boronda Road. South of East Bernal Drive, this road is known as Sherwood Drive, a four-lane arterial.

- North Main Street is a six-lane divided major arterial between U.S. Highway 101 in the south and East Boronda Road in the north with a posted speed limit of 35 miles per hour in this section. South of U.S. Highway 101 to East Market Street, North Main is a four-lane undivided arterial with a center turn lane and part of Caltrans right-of-way within the City. Near its terminus at East Market Street, North Main Street transitions into a couplet with Salinas Street continuing southbound, while Monterey Street provides northbound access.

- Harris Road is a rural roadway that provides access from Abbott Street in the north to the community of Spreckles in the south. It is a two-lane road for a majority of the route, with a painted center median in the southern section. The road provides access to mainly agricultural and light industrial uses.

- North Davis Road is a four-lane divided arterial that starts at the end of East Boronda Road and continues south to Market Street. South of West Market Street/California State Route 183 (SR 183), it continues as South Davis Road and it shifts to a two-lane divided road with a painted median and left turn pockets. North Davis Road includes bicycle lanes up to Laurel Drive. Bicycle lanes resume after Post Drive and continue through South

Davis Road up to Blanco Road. South of Blanco Road, Davis Road becomes a two-lane rural highway that serves agricultural uses up to it southerly terminus at Reservation Road.

- Russell Road begins at the Espinosa Road/Russell Road interchange with U.S. Highway 101 and proceeds east to Van Buren Street as a two-lane roadway with a center turning lane. Thereafter Russell Road continues east as a two lane street. The posted speed limit ranges from 35 to 45 mph.

- Espinosa Road is a two-lane rural highway that serves primarily agriculture uses but also connects to State Route 183 at its western terminus.. It continues into Russell Road east of the U.S. Highway 101 interchange.

- East Boronda Road begins at the Boronda Road interchange with U.S. Highway 101 as a six-lane major arterial to North Main Street. East of North Main Street, East Boronda Road transitions to two lanes eastbound and three lanes westbound to San Juan Grade Road. East Boronda Road then narrows to a two-lane arterial east of San Juan Grade Road until it terminates at Williams Road. Traffic signals control the intersections of East Boronda Road and all major arterials. East Boronda Road is designated in the General Plan as a six-lane roadway and truck route along its entire length.

- Rogge Road is a County two-lane collector road connecting San Juan Grade Road and Natividad Road. The speed limit is 35 mph with a school zone of 25 mph.

- Alisal Road is a two-lane rural road with a posted speed limit of 55 miles per hour. It runs from Spence Road in the east to East Alisal Street/Bardin Road at the city limit. Alisal Road borders the Salinas Municipal Airport to the north but does not provide direct access to it.

- Old Stage Road is a largely rural road that provides access to several agricultural areas north of the city limits. For most of its length, it is a two-lane rural road. Near Natividad Road, the posted speed limit is 45 miles per hour.

- Blanco Road is a four-lane divided arterial with a physical median and left turn lanes. In Salinas, it runs from South Davis Road in the west to Abbott Street, where it continues north as South Sanborn Road. Segments of Blanco Road are in County jurisdiction. The posted speed limit is between 45 and 55 miles per hour. The road parallels the southern extent of the city limits; as such it serves a mix of residential and agricultural uses.

- Williams Road is a four-lane divided arterial with left-turn lanes between Del Monte Avenue and Freedom Parkway. Between Del Monte Avenue and East Alisal Street, Williams Road is a four-lane arterial with a center turn lane and left turn lanes. There is a painted bicycle lane between Freedom Parkway and Bardin Way.

Existing Truck Routes

U.S. Highway 101 and City-designated truck routes serve the primary industrial areas of the community. These roads are intended to move goods efficiently within the City, between outlying agricultural uses, and packing/distribution centers. Additionally, they serve to separate truck traffic from local streets where the larger vehicles may conflict with other uses.

Aside from U.S. Highway 101, the following roads in part or in whole serve as truck routes on City streets:

- Blanco Road
- Davis Road
- East Boronda Road
- Williams Road
- East Alisal Street
- Skyway Boulevard
- Airport Boulevard
- Sanborn Road
- Laurel Drive

Existing Pedestrian Facilities

Pedestrian facilities include sidewalks, curb ramps, crosswalks, and off-street paths. These facilities should provide safe and convenient routes for people walking to traverse the City. Policies and programs relating to walking in Salinas are defined in General Plan Circulation Element Goal C-5 and the 2004 Salinas Pedestrian Plan (discussed in Regulatory Setting section below). Pedestrian facilities exist in Salinas to varying degrees of comprehensiveness. Improved pedestrian facilities typically correspond to recent development, while roads adjacent to agricultural uses or undeveloped lots typically do not provide pedestrian facilities, which is common in urbanizing communities.

Existing pedestrian facilities may have barriers in the form of signposts, utility poles, or overgrown vegetation. Such barriers can also provide challenges to the access requirements for persons with disabilities, as mandated in Americans with Disabilities Act. As parcels are developed and landowners are required to install sidewalks, there can also be gaps in the sidewalk system when adjacent parcels are not redeveloped or vacant. The City is updating its Americans with Disabilities Act transition plan, which will help identify these barriers and develop strategies to eliminate gaps in the pedestrian path of travel.

Existing Bicycle Facilities

Bicycle facilities consist of paths (Class I), lanes (Class II), and routes (Class III). Bicycle paths are paved trails that are separate from roadways. Bicycle lanes are separate areas on roadways

designated for bicycle use by striping, pavement legends, and signs. Bicycle routes are roadways designated for bicycle use by signs only, but may not include substantial width for bicycle travel. Like pedestrian facilities, bicycle networks are typically included in the General Plan, along with any proposed improvements or extensions. A list of existing and planned bicycle facilities included in the 2002 Salinas Bicycle Plan is provided on pages 12-13 of the TIA in Appendix I and an illustration of existing and planned facilities is shown in Figure 4 of the TIA.

Existing Transit Service

Monterey-Salinas Transit (MST) provides fixed-route bus service in Monterey County, including the City of Salinas. Most routes follow a hub-and-spoke service pattern, originating and returning to the Salinas Transit Center in downtown. Express and commuter buses are also provided to regional destinations in Monterey and Santa Cruz counties. As of 2014, ridership was about 14,000 trips on an average weekday. A transit bus service is included as Figure 5 of the TIA and Table 1 of the TIA lists current bus routes that serve the City. Several of the local routes travel roads located adjacent to several of the Target Areas.

Existing Traffic Volumes and Level of Service on Study Area Roadways

Analysis of Road Segments and Traffic Volumes. Consistent with the General Plan policy, the traffic analysis performed for the EDE evaluates conditions on key roadway segments located throughout the City. The approach that has been taken is to evaluate the EDE's potential impacts at a roadway segment level of detail. This method assesses the City roadway network (i.e. number of lanes) capability to serve the proposed land use changes. It is consistent with the City's historical approach of evaluating General Plan level traffic impacts and with the methodologies employed on similar projects in other jurisdictions.

Evaluation of vehicular delays and levels of service at intersections, typically performed for a project level environmental review, was not identified as appropriate or necessary. At the current programmatic level, the project has not been defined at a level which would make the assessment of intersection levels of service accurate or meaningful. This approach is common for General Plan level traffic impact analyses wherein relatively substantial levels of development are contemplated within generally defined areas. In these instances, internal roadway networks, access intersections and other "project" level details are not yet defined or known, thus making their evaluation problematic.

Roadway segment volumes were evaluated during 48-hour and 72-hour periods on midweek days in January, February, and April of 2016. The roadway locations are listed in the TIA starting on page18.

Existing City/County Roadway Performance. The operational performance of a roadway is typically described by its level of service (LOS), which is a qualitative description of traffic flow based on factors such as speed, travel time, delay, and freedom to maneuver. Six levels are defined by roadway facility classification based on guidance from the General Plan. LOS A reflects free-flow conditions where there is very little interaction between vehicles. LOS F reflects highly congested conditions with long delays. The LOS of a segment is assessed by comparing the observed volumes to the theoretical maximum capacity that a roadway segment can accommodate. The average daily observed traffic volume for each segment was compared against the defined threshold for the roadway classification type. A LOS rating is then assigned based on the lower and upper thresholds that the volume falls between. For example, a volume of 27,000 on East Laurel Drive would yield LOS C because it is between the thresholds for LOS B and LOS C.

Figure 19, City/County Roadway Existing Levels of Service, illustrates the road segments (City and County segments) that operate at LOS E or F, both of which are below the acceptable LOS D threshold. These roadway segments are as follows:

Roadways currently operating at LOS E include:

- North Main Street (State Route 183) between U.S. Highway 101 and Rossi Street (City)
- San Miguel Canyon Road between U.S. Highway 101 and Castroville Boulevard (County)
- Alisal Road between East Alisal Street and Hartnell Road (County)
- West Market Street between North Davis Road and McFadden Road (County)

Roadway segments currently operating at LOS F:

- East Boronda Road between McKinnon Street and El Dorado Drive (City)
- East Boronda Road between El Dorado Drive and Natividad Road (City)
- Davis Road between West Market Street and Central Avenue (City)
- Blanco Road west of Davis Road (County)
- San Miguel Canyon Road between Castroville Boulevard and Strawberry Road (County)
- West Laurel Drive between U.S. Highway 101 and Adams Street (City)
- Castroville Road (State Route 183) between Espinsoa Road and State Route (SR) 156 (Caltrans)

East Boronda Road is planned for a capacity expansion to coincide with development of two specific plans that have been submitted to the City but not yet considered for approval - the West Area Specific Plan and the Central Area Specific Plan. Current conceptual designs call for a phased expansion of the road to five lanes or ultimately six lanes at full General Plan buildout. The City is also considering roundabouts at key intersections (including but not limited to McKinnon Street, El Dorado Drive, Natividad Road, Independence Road, and Hemingway Drive as an alternative to signalized intersections at these and other potential locations.

Existing U.S. Highway 101 Mainline Performance. Observations about existing conditions on U.S. Highway 101 were made at nine locations in the vicinity. Table 4 of the TIA shows that U.S. Highway 101 between SR 156 and San Miguel Canyon Road operates at LOS E. It is the only segment that operates below Caltrans' LOS D standard.

Regulatory Setting

State

California Department of Transportation. Caltrans is responsible for state highways and associated highway ramps and for intersections where freeway ramps intersect the local street system. Caltrans generally strives to maintain LOS D on its facilities, but recognizes that circumstances may limit its ability to do so. Caltrans has jurisdiction over the operations of mainline U.S. Highway 101 and over the on- and off-ramps to the highway. The proposed project will generate traffic that affects U.S. Highway 101 mainline operations. Therefore, Caltrans is a responsible agency under CEQA.

Local Plans and Regulations

Regional Transportation Plan. The Transportation Agency for Monterey County (TAMC) is responsible for preparing the Regional Transportation Plan (RTP) for Monterey County. The RTP does the following: includes policy guidance, plans, and programs to attain a balanced comprehensive, multimodal transportation system; proposes solutions to transportation issues; addresses all modes of travel; and identifies anticipated funding for projects and programs. The RTP is embedded in the Association of Monterey Bay Area Government's *2035 Metropolitan Transportation Plan/Sustainable Communities Strategy and Regional Transportation Plans for Monterey, San Benito, and Santa Cruz Counties* (Association of Monterey Bay Area Governments 2014) (MTP/SCS). The objective of the RTP and the MTP/SCS is to comply with current California Transportation Commission Regional Transportation Plan Guidelines.

Figure 19

City/County Roadway Existing Level of Service

Salinas Economic Development Element Program EIR

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The Association of Monterey Bay Area Governments (AMBAG), as the federally-designated metropolitan planning organization representing Monterey, San Benito and Santa Cruz counties, is required by both federal and state law to prepare a long-range (at least 20 years) transportation planning document known as a metropolitan transportation plan. The metropolitan transportation plan contains a compilation of the projects proposed in the RTPs prepared by the Council of San Benito County Governments, the Santa Cruz County Regional Transportation Commission and TAMC. The metropolitan transportation plan is a document used to achieve a coordinated and balanced regional transportation system.

In the vicinity of the City of Salinas, the RTP includes a number of regionally significant projects, including the following:

- U.S. Highway 101–Alvin Drive. Construct overpass/underpass and four lane street structure;
- Russell Road Widening. Widen street from U.S. Highway 101 to San Juan Road;
- U.S. Highway 101-Salinas Corridor. Widen U.S. Highway 101 to 6 lanes within the existing right of way at locations where feasible;
- U.S. Highway 101-Harris Road Interchange. Construct new Interchange on U.S. Highway 101 at Harris Road, Post Mile 83.71;
- Salinas Bus Rapid Transit. Construct Bus Rapid Transit improvements along Alisal Street and North Main Street; and
- Rail Extension to Monterey County. Extends existing rail service from San Jose to Salinas and constructs station improvements in Gilroy, Pajaro, Castroville and Salinas. Kickstart phase to be completed by 2020 will establish stops in Gilroy and Salinas with limited Salinas station improvements.

TAMC Regional Development Impact Fee Program. The RTP also includes funding sources and strategies for financing improvements to the regional transportation system. Key components of the funding strategy are a regional development impact fee and a sales tax increase. The regional fee is applied to new development within local jurisdictions that are members of TAMC, including the City of Salinas. Funds generated through the regional development impact fee would, among other major projects, be used to fund projects included in the RTP that would benefit circulation conditions in and around the City. Member agencies must adopt the regional development impact fee before they can begin to collect the fee from new development. The City of Salinas adopted the fee program in August 2008.

At this time, Caltrans considers payment of the regional development impact fee as mitigation for cumulative impacts on the regional (state) highway system. However, at the time building permits are requested, developers of future projects within the Target Areas would be required to pay traffic fees defined in the TAMC regional fee program and in any other fee program that has been adopted at that time that is designed to mitigate cumulative impacts on the regional highway system.

Monterey County General Plan. The 2010 Monterey County General Plan Circulation Element provides policy direction for the transportation systems that serve the unincorporated lands of Monterey County, including roadways that could be affected by the proposed project. The element describes how the County intends to serve transportation needs for the next 20 years as the County's population grows. It identifies the general location and extent of existing and proposed major transportation facilities for vehicle, rail, air, water, and bicycle transportation, including goals relative to: major roadways, movement of people and goods, scenic highways, and public transit. Policies from the element that generally apply to consideration of impacts of the proposed project on County roadway facilities include:

> **Policy C-1.1:** The acceptable level of service for County roads and intersections shall be Level of Service (LOS) D, except as follows:
>
> a. Acceptable level of service for County roads in Community Areas may be reduced below LOS D through the Community Plan process.
>
> b. County roads operating at LOS D or below at the time of adopting this General Plan shall not be allowed to be degraded further except in Community Areas where a lower LOS may be approved through the Community Plan process.
>
> c. Area Plans prepared for County Planning Areas may establish an acceptable level of service for County roads other than LOS D. The benefits which justify less than LOS D shall be identified in the Area Plan. Where an Area Plan does not establish a separate LOS, the standard LOS D shall apply.
>
> **Policy C-1.2**: The goal of achieving the level of service noted in Policy C-1.1 is to be pursued through a combination of:
>
> a. Expenditures from available funds out of the County Road Fund;
>
> b. Circulation improvements that mitigate direct on site and off site development project impacts (see Policy C-1.3);

c. Development and adoption of a Traffic Impact Fee (TIF) as part of a Capital Improvement and Financing Plans (CIFP) to:

1. Identify and prioritize the improvements to be completed in the benefit areas over the life of the General Plan;

2. Ensure a funding mechanism for transportation improvements to county facilities in accordance with Policy C-1.8; and

3. Categorize transportation projects as "high," "medium," or "low" priority.

d. Coordination with all adopted transportation improvement programs within the County of Monterey including but not limited to TAMC, FORA, and cities.

CIFPs shall be developed pursuant to Policy PS-I. Construction costs and land values shall be adjusted annually and the CIFP shall be reviewed every five (5) years in order to evaluate the effectiveness of meeting the LOS standard for County roads. Road segments or intersections identified to be below LOS D shall be a high priority for funding.

Policy C-1.3: Circulation improvements that mitigate Traffic Tier 1 direct on-site and off-site project impacts shall be constructed concurrently (as defined in subparagraph (a) only of the definition for "concurrency") with new development. Off-site circulation improvements that mitigate Traffic Tier 2 or Traffic Tier 3 impacts either shall:

a. be constructed concurrently with new development, or

b. a fair share payment pursuant to Policy C-1.8 (County Traffic Impact Fee), Policy C-1.11 (Regional Development Impact Fee), and /or other applicable traffic fee programs shall be made at the discretion of the County.

Policy C-1.4: Not withstanding Policy C-1.3, projects that are found to result in reducing a County road below the acceptable LOS standard shall not be allowed to proceed unless the construction of the development and its associated improvements are phased in a manner that will maintain the acceptable LOS for all affected County roads. Where the LOS of a County road impacted by a specific project currently operates below LOS D and is listed on the CIFP as a high priority, Policy

C-1.3 shall apply. Where the LOS of a County road impacted by a specific project currently operates below LOS D and is not listed on the CIFP as a high priority, development shall mitigate project impacts concurrently. The following are exempt from this Policy except that they shall be required to pay any applicable fair share fee pursuant to Policies C-1.8, C-1.11, and /or other applicable traffic fee programs:

a. first single family dwelling on a lot of record;

b. allowable non-habitable accessory structures on an existing lot of record;

c. accessory units consistent with other policies and State Second Unit Housing law;

d. Any use in a non-residential designation for which a discretionary permit is not required or for which the traffic generated is equivalent to no more than that generated by a single family residence (10 ADT); and

e. Minimal use on a vacant lot in a non-residential designation sufficient to enable the owner to derive some economically viable use of the parcel.

Draft Monterey County Countywide Traffic Impact Fee Program. Policies C-1.2 and C-1.8 of the County General Plan direct the County to develop a countywide traffic impact fee program. The purpose of the program is to raise funds from future development to pay its fair share cost of improvements to County road facilities related to impacts of individual projects on the County's road network. The County has completed a nexus study to identify the improvements to the County circulation network to be funded through the program and to identify fair share fees to be assessed to new development. The fee program would replace the current methodology of assessing ad hoc fees for individual projects based on their individual impacts. Payment of the countywide fee would serve as mitigation for the cumulative impacts of new development on roadways that are not in the immediate vicinity individual projects (identified in the program as Tier 2 traffic impacts).

With several exceptions, none of which involve the City of Salinas, the fee program would apply to all new development within unincorporated Monterey County and within cities that are party to the fee program through a separate agreement signed with the County. The fee program is not anticipated to be applied within cities in the County for which a negotiated memorandum of understanding with the County has not been completed. The City and the County do not have a negotiated memorandum of agreement in this regard.

The countywide fee program includes improvements to several roadways in the immediate vicinity of the city. These include Crazy Horse Canyon Road (passing lanes/bike lanes), Espinosa Road (widen to four lanes with bike lanes between SR 183 and US. Highway 101), Harris Road (widen to four lanes from Harris Court to the city limit), Hebert Road/Old Stage Road (widen to four lanes, signals at three intersections, turn lanes/shoulder improvements, bike route signage), Rogge Road (signal at Rogge Road/San Juan Grade Road), and San Juan Grade Road (widen to four lanes, media, bike lanes, signal at Crazy Horse Canyon Road).

The countywide fee program has not yet been adopted by the County. As of spring 2017, an adoption date had not been identified. However, it is possible that the fee program will be adopted and in effect by the time that new development is proposed within the Target Areas. It is anticipated that future development projects within the Target Areas would be required to pay into the County fee program as designed to mitigate cumulative impacts on the County roadway system in effect at the time building permits are requested.

City of Salinas General Plan. The General Plan Circulation Element contains a range of policies that address transportation and alternative transportation. The following policies are particularly relevant to the proposed project:

> **Policy C-1.2:** Strive to maintain traffic Level of Service (LOS) D or better for all intersections and roadways.
>
> **Policy C-1.3:** Require that new development and any proposal for an amendment to the Land Use Element of the General Plan demonstrate that traffic service levels meeting established General Plan standards will be maintained on arterial and collector streets.
>
> **Policy C-1.4:** Continue to require new development to contribute to the financing of street improvements, including formation of roadway maintenance assessment districts, required to meet the demand generated by the project.
>
> **Policy C-1.5:** Ensure that new development makes provisions for street maintenance through appropriate use of gas tax and formation of maintenance assessment districts.
>
> **Policy C-1.6:** Discourage diversion of traffic to local streets by providing maximum capacity on arterial streets and locating high traffic-generating uses on or near arterial frontages.
>
> **Policy C-1.7:** Design roadway capacities to adequately serve planned land uses.

Policy C-1.10: Encourage car-pooling, at government offices, business, schools, and other facilities, to reduce the number of vehicles using the roadway system.

Policy C-2.2: Cooperate with Caltrans in making improvements to U.S. Highway 101 and support construction of Prunedale freeway improvements by Caltrans to serve through trips, and trips to and from Salinas.

Policy C-3.2: Design development and reuse/revitalization projects to be transit-oriented to promote the use of alternative modes of transit and support higher levels of transit service.

Policy C-3.4: Support public transportation that is "bike" friendly, such as buses with bicycle racks and reduced fares for bicycle riders and provision of bicycle racks at public transportation stations.

Policy C-4.1: Continue to develop a network of on- and off-street bicycle routes to encourage and facilitate the use of bicycles for commute, recreational, and other trips. Eliminate gaps and provide connections between existing bicycle routes.

Policy C-4.2: Increase availability of facilities, such as bike racks and well-maintained and well-lit bike lanes that promote bicycling.

Policy C-4.3: Encourage existing businesses and require new construction to provide on-premise facilities to aid bicycle commuters, such as on-site safe bicycle parking.

Policy C-4.4: Improve the biking environment by providing safe and attractive cut-throughs, bike lanes, and bike paths for both recreational and commuting purposes.

Policy C-4.5: Where possible, ensure that roadway improvements (i.e., widening and re-striping), as well as new overpasses and underpasses, allow for safe on-street bike lanes or adequate right-lane space for bicycles.

Policy C-4.7: Encourage parking lot designs that provide for safe and secure bicycle parking.

Policy C-5.1: Increase availability of safe and well-maintained sidewalks in all areas of the City.

Policy C-5.2: Encourage all new bus stops and changes in existing bus stops to take pedestrian access into consideration.

Policy C-5.4: Encourage parking lot designs that promote pedestrian access and safety.

City of Salinas Traffic Improvement Program. The City has an adopted traffic improvement program that helps fund transportation infrastructure improvements that become necessary as a result of new development. Traffic impact fees are paid by project developers to off-set the impacts of their projects on the City's circulation facilities. The fees are used for circulation network improvements that are designed to ensure that the City's circulation facilities operate at an acceptable level of service.

The City periodically updates the traffic impact fee amount to reflect costs to construct new circulation facilities or improve existing facilities. The *City of Salinas Traffic Improvement Program 2010 Update* (Wood Rogers 2010) (TIP) is the latest major update of the program. The TIP is implemented through the City's Traffic Fee Ordinance (TFO). The TIP and TFO reflect the costs of improving the circulation network to accommodate traffic volumes anticipated at buildout of the City as foreseen in the General Plan. For example, buildout of the City includes new growth within the City's Future Growth Areas. Two major projects currently under consideration by the City, the proposed West Area Specific Plan and Central Area Specific Plan, are located within the City's SOI and within a Future Growth Area, will be required to pay TFO fees to off-set their related traffic impacts on the City circulation network.

The General Plan and the TIP identify the specific circulation network improvements that are needed to mitigate circulation impacts as the City develops consistent with the General Plan. Several of the improvements are particularly relevant to the proposed project, as the traffic it would generate has been found to have a significant impact on a number of circulation facilities that are included in the TIP. A project applicant's payment of the impact fee as established in the TFO is considered to be mitigation for project impacts on those facilities, provided the impacts of the project on the facilities were anticipated when the TIP was prepared.

The proposed project was not anticipated when the TIP was adopted. Therefore, the impacts of buildout of the Target Areas were not anticipated, and improvements needed to accommodate future development within the Target Areas were not included in the TIP. Further, because such development was not included, the traffic impact fees that must be paid by the developers of future projects within the Target Areas were not assumed to be available to support construction of long-term circulation improvements.

City of Salinas Bikeways Plan. The Salinas Bikeways Plan includes goals and actions along with maps identifying the City's existing and proposed bikeways, bike parking facilities, bike support facilities, routes for buses with bike racks, and the design requirements for those facilities. A list of existing and planned bicycle facilities included in the 2002 Salinas Bicycle Plan is provided on starting on page 12 of the TIA in Appendix I.

The TIA exhibit shows that due to the location of Target Areas adjacent to existing developed portions of the City, existing and/or planned Class II or Class III bicycle routes are found adjacent to Target Areas N, L2, and V. There are no existing or planned bicycle routes on roadways adjacent to Target Areas K, B, or F. Development of the Target Areas was not envisioned at the time the Bicycle Plan was adopted. Therefore, if the City adopts the EDE, the Bicycle Plan may require amendment in the future to reflect the need to better integrate the Target Areas. The City is planning to update the Bicycle Plan as part of the General Plan update the City intends to initiate in 2018.

City of Salinas Pedestrian Plan. The Salinas 2004 Pedestrian Plan contains goals and strategies for improving and expanding pedestrian access and safety throughout the City. Goal 3 requires that new development be conditioned to install appropriate streets, sidewalks, pedestrian access ramps, traffic calming measures and related facilities to encourage walking. Future development within the Target Areas would be subject to such conditions. The City is planning to update the Pedestrian Plan as part of the General Plan update the City intends to initiate in 2018.

Proposed EDE Policies

The EDE contains policies and implementation actions which directly or indirectly address circulation impacts whose implementation may serve as mitigation for significant impacts. These include the following:

> **Action LU-1.3.7:** Improve pedestrian, bicycle and vehicular connections from North Main Street to Carr Lake (Economic Opportunity Area S), continue to upgrade and expand the El Gabilan Library, as needed, and amend the Zoning Code, as needed, to incentivize investment by landowners.
>
> **Action LU-1.3.9:** On the major Alisal Street corridors (Economic Opportunity Area U), a portion of which includes the Alisal Street/East Market Street Focused Growth Overlay Area, where feasible, widen sidewalks, install corridor meridians and enhanced crosswalks for pedestrian safety; create plazas, urban spaces and parks and provide landscaping, street furniture, and pedestrian-scale lighting. Create a

design aesthetic that reflects the culture of the community and provide enhanced code enforcement to enhance health and safety and create and maintain the character of the community.

Policy ED-C-2.1: Partner with TAMC, Caltrans and other agencies to realize commuter rail service to Salinas from the San Francisco Bay Area, to focus City actions and investment to implement the Salinas Intermodal Transportation Center (SITC) Master Plan, including land acquisition and extension of Lincoln Avenue, and to promote transit-oriented, high-density residential, commercial, and office infill within the SITC plan area.

Action C-2.1.1: Create incentives for large employers and employment centers to locate in areas conducive to transit use and other alternative modes, particularly along existing or planned transit routes, the future Intermodal Transportation Center, and regional bicycle corridors.

Action C-2.2.1: Improve connectivity and vehicular/non-vehicular access within the downtown core area by implementing circulation and other connectivity-focused improvements identified in the Downtown Vibrancy Plan that link the intermodal transportation center, Chinatown, Alisal Marketplace, Carr Lake, and the Market Street corridor. Use greening, way-finding techniques, and a themed signage program for this purpose.

Action C-2.2.2: Evaluate and pursue a new fully functional U.S. Highway 101 interchange to Sherwood Drive to connect the center of the City with the Carr Lake area, including the downtown. Include extension of Casentini Street to Sherwood Drive and extension of Bridge Street to Casentini Street to provide access and enhance commercial value of vacant land adjacent to, and visible from freeway.

Action C-2.3.1: Create a focused plan for circulation improvements (vehicular and non-vehicular) to connect Constitution Boulevard through Carr Lake to Kern Street, Sherwood Drive and Highway 101, and better connect Market Street as a main access route to downtown.

Action C-2.3.2: Create a vehicular bridge over railroad tracks to connect East San Luis to Alisal Marketplace.

Policy ED-C-2.6: Plan, design, finance and construct an Eastside Expressway to facilitate agricultural business job growth at the southeast

end of the City (Economic Opportunity Area F), improve access for East Salinas workers to employment in Salinas and other areas, facilitate Future Growth Area development (Economic Opportunity Areas H and I), and provide a link to business park development (Economic Opportunity Area K) and the U.S. Highway 101/Russell Road interchange at the north end of the City.

Policy ED-C-2.9: Plan, design, finance and construct an extension of Blanco Road from Davis Road to State Highway 68 and southeast to the proposed new U.S. Highway 101/Eastside Expressway interchange at the south end of the City to function as a new Southside Expressway.

Policy ED-C-2.13: Prioritize the creation and enhancement of transit, bicycle, and pedestrian facilities in areas that will attract users. Such areas should include neighborhoods or corridors with high proportions of one- and zero-vehicle households, areas with high residential and/or employment density, concentrations of retail, cultural, and civic destinations and/or areas with reduced parking requirements.

Action CA-1.2.5: Beautify the pedestrian experience and increase safety by enhancing physical separation between pedestrian and automobile traffic. Significantly enhance street tree plantings along primary corridors. Add pedestrian-scaled street lights along corridor segments where enhanced pedestrian activity is desired.

Standards of Significance

CEQA Guidelines Appendix G is a sample Initial Study checklist that includes number of factual inquiries related to the subjects of transportation and traffic, as it does on a whole series of additional environmental topics. Notably, lead agencies are under no obligation to use these inquiries in fashioning thresholds of significance on these subjects, or indeed on any subject addressed in the checklist. (*Save Cuyama Valley v. County of Santa Barbara* (2013) 213 Cal.App.4th 1059, 1068.) Rather, with few exceptions, "CEQA grants agencies discretion to develop their own thresholds of significance." (*Ibid*.) Even so, it is a common practice for lead agencies to take the language from the inquiries set forth in Appendix G and to use that language in fashioning thresholds. The City has done so here, though in doing so it has exercised its discretion to take the generalized wording of the Appendix G inquiries and has made it more concrete and specific. Thus, for purposes of this EIR, a significant impact would occur if implementation of the proposed project would:

- Conflict with an applicable plan, ordinance or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass transit and non-motorized travel and relevant components of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit. conflict with an applicable congestion management program, including, but not limited to level of service standards and travel demand measures.

  The applicable circulation system performance standards are as follows:

  City of Salinas. Significant impacts to facilities within the City's jurisdiction would occur if the proposed project: a) causes roadway segment operations to deteriorate from an acceptable LOS D to LOS E or below, or 2) adds traffic to a roadway segment operating at LOS E or below.

  County and Caltrans. Significant impacts to facilities within County or Caltrans jurisdiction would occur if the proposed project causes roadway segment operations to deteriorate from an acceptable LOS D to LOS E or below. LOS of D is the minimum level of service defined for Caltrans-operated highways.

The Appendix G questions on the subjects of transportation and traffic also give rise to additional thresholds that are not relevant to the proposed project given its very speculative nature. Under these (irrelevant) thresholds, significant impacts would result if a proposed project would:

- Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment);
- Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks;
- Result in inadequate emergency access; or
- Conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities.

Given the proposed project description, detailed plans for future individual projects within the Target Areas are not available. Potential circulation hazards associated within future individual projects will,; therefore, be evaluated as part of the CEQA process conducted at the time individual projects are being considered. The same is true of potential emergency access issues associated with future development within the Target Areas. No further analysis of these issues is required.

The proposed project does not include actions that would result in changes in air traffic patterns or levels. No further analysis is required on these issues. Issues related to potential effects of the proposed project on and from City of Salinas Municipal Airport operations are described in Section 3.8, Hazards and Hazardous Materials, which concludes that no such effects will occur. Please refer to that section for more information.

As noted previously, development of the Target Areas was not envisioned when the General Plan, Pedestrian Plan and Bikeways Plan were adopted. Therefore, neither plan specifically addresses related facility demand that will be created by future employees working within the Target Areas. If the EDE is adopted by the City, the City will consider updating the Bikeways and Pedestrian plans to ensure that new or extended facilities needed to serve the Target Areas are included. At the level of project description information available for the proposed project, it would be speculative to identify specific improvement needs for individual Target Areas.

The specific plans required for individual Target Areas are the appropriate planning tool for identifying pedestrian and bicycle facilities needed within each Target Area and how the facilities will be integrated with existing, currently planned, and/or amended City plans for these facilities. In summary, the proposed project does not conflict with existing or proposed bicycle or pedestrian plans. This determination will be made and addressed as part of the applications and CEQA documentation prepared for specific plan/individual future development projects proposed within each Target Area. No further analysis is required.

Analogous to the discussion above, project consistency with applicable transit plans and policies cannot be determined with the level of information available for the proposed project. The proposed project does not conflict with existing transit plans. However, once applications are made for specific plans and individual development projects for individual Target Areas, analysis of transit demand, transit facility needs and location and transit route requirements can be undertaken in coordination with the City and MST. The City would require specific plans and/or individual projects to include transit facilities, with project applicants required to demonstrate that collaborative planning with MST has been undertaken to ensure adequate facilities and services are provided. No further analysis is required.

Analysis, Impacts, and Mitigation

Potential impacts of developing the Target Areas are evaluated in this EIR at the level of detail commensurate with the project description as provided in Section 2.0, Project Description. Individual future projects proposed within the Target Areas (or potentially within Economic Development Reserve Areas) would be subject to additional detailed CEQA evaluation based on detailed project description information that accompanies project-level entitlement applications.

The impact discussion presented below is organized by the jurisdiction with responsibility over circulation facilities that would be impacted by the project. Impacts on City facilities are presented first, County facilities second, and Caltrans facilities third.

IMPACT: TRAFFIC FROM YEAR 2045 BUILDOUT OF THE TARGET AREAS WOULD REDUCE THE LEVEL OF SERVICE ON SEVEN CITY ROAD SEGMENTS TO BELOW ACCEPTABLE LOS D (LESS THAN SIGNIFICANT WITH MITIGATION)

Circulation Network Impact Analysis Methodology

The TIA analysis of project effects on the circulation network is based on use of the latest version of the City of Salinas's Travel Demand Model. The City's Travel Demand Model is an augmented version of the AMBAG Regional Travel Demand Model. AMBAG's model covers the three-county region of Santa Cruz, Monterey and San Benito counties. To create the City's model, additional details within the City regarding both land use projections and future roadway network improvements were added to the AMBAG regional model. The City's model also includes a more robust (granular) set of Traffic Analysis Zone's (TAZ) in order to better forecast traffic conditions within the City's area of influence. Both models use TransCAD software which is an industry standard tool for this purpose used by metropolitan planning organizations, cities, counties and states to project future transportation conditions. The model was used to project traffic conditions in the year 2045, which is the assumed General Plan buildout year. The build out year is based on an assumed annual growth rate of 1.25 percent per year with a base year of 2010. The City's model includes all of the approved and reasonably foreseeable growth anticipated in the Monterey Bay area by the year 2045. That growth includes two major projects, the proposed West Area Specific Plan and Central Area Specific Plan, both of which are located within the City's SOI and within a Future Growth Area, and currently under consideration by the City.

Using the City's model, the TIA assesses roadway segment Levels of Service on critical facilities within the City's area influence for all facilities designated as a Collector or above. The AMBAG model is a four-step model, using trip generation, trip distribution, mode choice and trip assignment to create estimates for travel behavior and patterns.

The model was used to forecast travel to and from a specific area, or zone, based on the land use information for that zone. Land use information includes the number and size of households and the number and type of jobs. The employment projections associated with the EDE were added to the applicable zones.

2045 Target Area Buildout as TIA Impact Analysis Scenario. A TIA commonly includes analysis of traffic impacts under several different scenarios. Existing traffic conditions are

commonly evaluated first. Traffic from a proposed project is then considered in combination with existing conditions to determine a proposed project's traffic effects under existing conditions. Projected cumulative traffic conditions are then evaluated for a selected long-term target year. That target year is commonly the buildout year or a long-term development scenario year in a long-range planning document such as a general plan, or may be based on a list of cumulative projects identified by the lead agency. The traffic projected from a project in the long-term target year is then considered in combination with the cumulative condition without the project to determine the cumulative impacts created by the project. Because the proposed project is designed to expand land capacity to support employment generation through General Plan buildout, and General Plan buildout is projected to be 2045, the TIA the uses the year 2045 as the buildout year for the TIA analysis.

In the near- to mid-term time horizon, the City will continue to prioritize directing new development to infill sites and vacant sites within its SOI. The point in time at which any one or more of the Target Areas could begin to develop is unknown and considered to be speculative. Before future development could occur in any of the Target Areas, the City must approve the EDE as a general plan amendment; apply to LAFCO to amend the City's SOI, annex, and prezone one or more of the Target Areas; receive and consider project-specific development applications; and prepare project-specific CEQA documentation. For these reasons, the TIA does not include an existing conditions plus project traffic impact analysis scenario, but rather uses a 2045 baseline year.

Evaluation of an existing plus project scenario was not conducted as it would provide misleading results and conclusions. The development contemplated in the Target Areas (EDE) is long term and programmatic in nature and the document's recommendations are intended as long-term planning guidance. Assuming the construction and occupancy of the development proposed in the Target Areas against existing traffic volumes would be inappropriate. The City has a number of pending development projects (and many others in the pipeline) that would impact traffic levels. Recent and long term demographic trends demonstrate a steady growth in population and associated traffic levels. In addition, the City has a fully developed and approved Traffic Fee Ordinance that is collecting funds and systematically building out the City's General Plan roadway network.

Traffic effects identified under an existing plus project scenario would be speculative given the long-term buildout horizon for the Target Areas, and would not be meaningful given that they are highly unlikely to occur. Such an analysis would substantially overestimate the actual potential impacts of the proposed project. As a result, mitigation requirements would be substantially overestimated and costs to implement mitigations would be substantially inflated. Rather, the TIA evaluates projected traffic conditions in 2045 without the project as a baseline, then identifies impacts of the EDE by adding traffic from buildout of the Target Areas to the affected road network. The year 2045 analysis year is a reasonable Target Area buildout time

horizon as it is synonymous with the projected General Plan buildout year. Even so, it is possible that the results of the TIA analysis may be conservative, as it is possible Target Area buildout may not occur until after 2045.

Analysis Focused on Roadway Segments. Consistent with the City's General Plan, the traffic analysis evaluates conditions on key roadway segments located throughout the City. Because the EDE is programmatic and lacks specific site plans or internal roadway networks, the evaluation of key roadway segment performance was selected as the appropriate unit of analysis for this study. Traffic conditions on roadway segments will capture and accurately describe the potential impacts of the project on the transportation network, allowing for appropriate and commensurate mitigation measures to be developed.

Assumed Road Network Improvements in 2045. The road network in 2045 is assumed to consist of existing roadways and roadways proposed in the General Plan.

Trip Generation and Distribution. Typically trip generation rates that are available from the Institute of Transportation Engineers are employed to estimate the number of vehicle trips that are expected from development projects. The trip generation rates used in the TIA are shown in Table 8 of the TIA. As indicated, the proposed project would result in over approximately 21,897 new daily vehicle trips, with 4,576 trips. These trips were distributed onto the existing/future road network as part of the modeling process. This enables the model to determine trip volumes on study road segments that will result in LOS changes, including LOS levels below D that trigger significant impacts.

2045 City Roadway Conditions without the Proposed Project

The TIA includes evaluation of year 2045 projected road segment levels of service without the proposed project. Table 9 of the TIA lists TIA study segments under City, County and Caltrans control and identifies projected LOS conditions in 2045 resulting from traffic volumes generated by anticipated growth in population and other land use factors included in the General Plan. Table 37, Significantly Impacted City Road Segments – 2045 Without the Proposed Project, shows the segments within the City that would operate below the City's LOS D threshold.

2045 City Roadway Conditions with the Proposed Project

The TIA includes analysis of impacts on City road segments that would occur when traffic from buildout of the Target Areas is added to the 2045 condition without the proposed project. Table 38, Significantly Impacted City Road Segments – 2045 with the Proposed Project, shows the City road segments on which significant impacts would occur with the addition of traffic from the Target Areas. These segments are illustrated with dashed lines in Figure 20, Road Segment Impacts with the Proposed Project, and summarized in Table 38. Note that Figure 20 also includes segments that are impacted under 2045 conditions without the proposed project.

Table 37 Significantly Impacted City Road Segments – 2045 without the Proposed Project

Road Segment	LOS
Bernal Drive between N. Main Street and Sherwood Drive/Natividad Road	E
Davis Road between West Market Street and Central Avenue	F
E. Alisal Street between Williams Road/John Street and Bardin Road	F
E. Laurel Drive between Williams Road and N. Sanborn Road	E
Front Street between Alisal Street and E. Market Street	E
Harris Road west of Abbott Street (City segment)	F
Independence Boulevard between Constitution Boulevard and E. Boronda Road	E
McKinnon Street between Alvin Drive and E. Boronda Road	F
Natividad Road between E. Bernal Drive and E Laurel Drive	F
Russell Road between Van Buren Avenue and San Juan Grade Road	E
San Juan Grade Road between Boronda and Van Buren Avenue	E
Sherwood Drive between U.S. Highway 101 and Natividad Road	E
W. Laurel Drive between U.S. Highway 101 and Adams Street	F

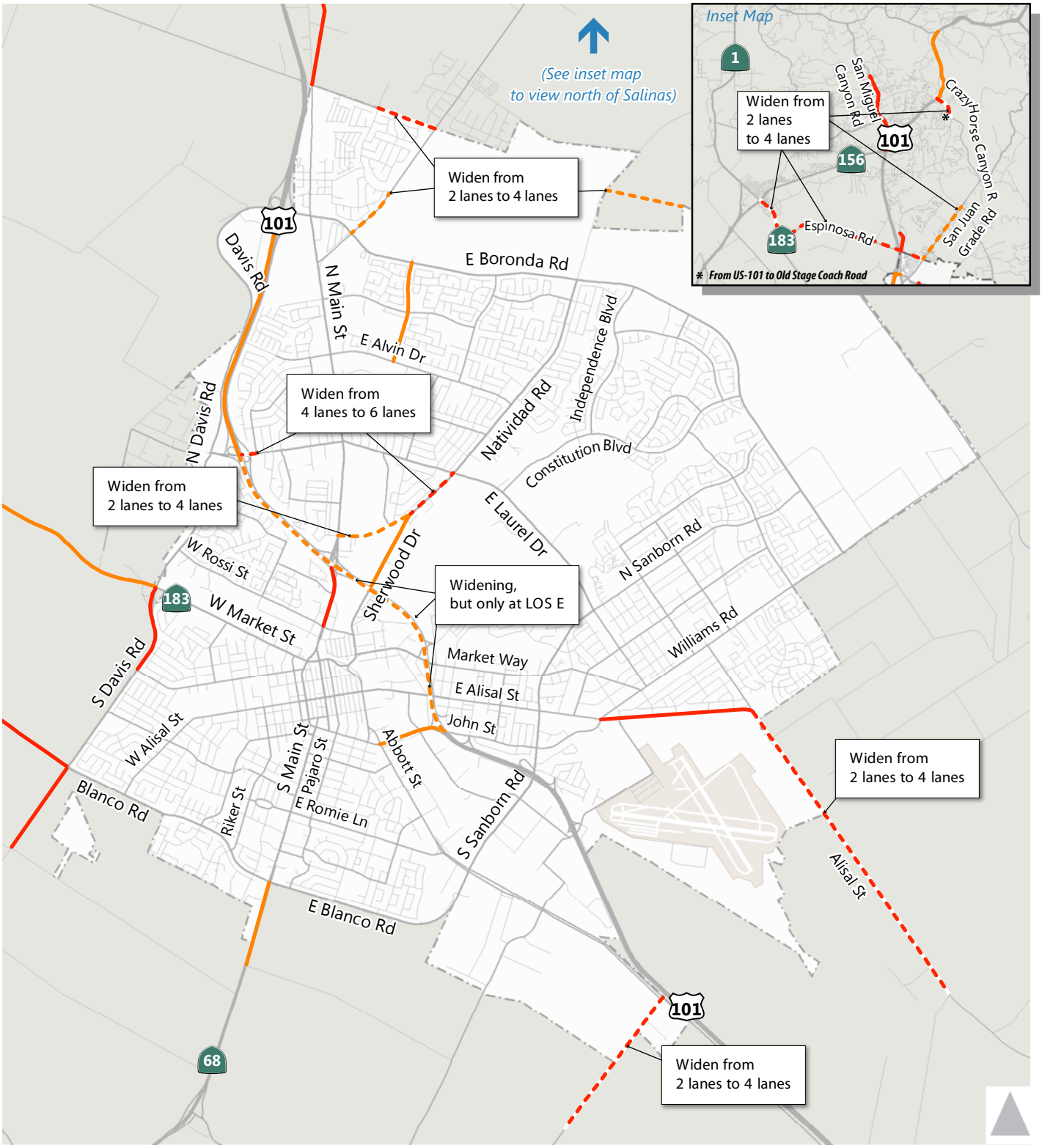
Source: Fehr & Peers 2017

Table 38 Significantly Impacted City Road Segments – 2045 with the Proposed Project

Road Segment	LOS
Bernal Drive between N. Main Street and Sherwood Drive/Natividad Road	E
E. Harris Road west of Abbott Street (City segment)	F
Natividad Road between East Bernal Drive and East Laurel Drive	F
Old Stage Road between Natividad Road and Russell Road Extension	E
Russell Road between Van Buren Avenue and San Juan Grade Road	F
San Juan Grade Road between Boronda and Van Buren Avenue	E
W. Laurel Drive between U.S. Highway 101 and Adams Street	F

Source: Fehr & Peers 2017

Impacts on all of the City road segments can be mitigated to less than significant with implementation of the following mitigation measures.



Source: City of Salinas

Future LOS with Project

- LOS [E] no project impact
- LOS [E] with Mitigation
- City Limits
- LOS [F] no project impact
- LOS [F] with Mitigation

Figure 20

Future LOS with Project

Salinas Economic Development Element Program EIR NOP

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Mitigation Measures

TRANS-1. Required improvements to the segment of Bernal Drive between N. Main Street and Sherwood Drive/Natividad Road are included in the City's TFO (Project 33B). The improvements would assure that operations of the road segment are improved to LOS D or better. Prior to issuance of building permits for individual projects within the Target Areas, individual project developers shall pay the City's TFO fee in effect at the time that building permits are issued. Payment of the fee represents the fair-share contribution of the projects to mitigating their respective impacts on this road segment.

TRANS-2. Required improvements to the segment of Russell Road between Van Buren Avenue and San Juan Grade Road are included in the City's TFO (Project 12). The improvements identified in the TFO would assure that operations of the road segment are improved to LOS D or better. Prior to issuance of building permits for individual projects within the Target Areas, individual project developers shall pay the City's TFO fee in effect at the time that building permits are issued. Payment of the fee represents the fair-share contribution of the projects to mitigating their respective impacts on this road segment.

TRANS-3. Required improvements to the segment of Old Stage Road between Natividad Road and the Russell Road Extension are included in the City's TFO (Project 8). The improvements identified in the TFO would assure that operations of the road segment are improved to LOS D or better. Prior to issuance of building permits for individual projects within the Target Areas, individual project developers shall pay the City's TFO fee in effect at the time that building permits are issued. Payment of the fee represents the fair-share contribution of the projects to mitigating their respective impacts on this road segment.

TRANS-4. Required improvements to the segment of San Juan Grade Road between Boronda Road and Van Buren Avenue are included in the City's TFO (Project 13). The improvements identified in the TFO would assure that operations of the road segment are improved to LOS D or better. Prior to issuance of building permits for individual projects within the Target Areas, individual project developers shall pay the City's TFO fee in effect at the time that building permits are issued. Payment of the fee represents the fair-share contribution of the projects to mitigating their respective impacts on this road segment.

TRANS-5. The City will add the required improvements to the segment of E. Harris Road west of Abbott Street that is controlled by the City to the City's TFO. The improvements include widening the road from two to four 4 lanes. Right-of-way must be acquired for this purpose. The improvements would improve operations to LOS D. The TFO will be updated to include this improvement project prior to approval of any individual

development proposed within any of the Target Areas. Prior to issuance of building permits for individual projects within the Target Areas, individual project developers shall pay the City's TFO fee in effect at the time that building permits are issued. Payment of the fee represents the fair-share contribution of the projects to mitigating their respective impacts on this road segment.

TRANS-6. The City will add the required improvements to the segment of Natividad Road between East Bernal Drive and East Laurel Drive to the City's TFO. The improvements include widening the road from four to six lanes. Right-of-way must be acquired for this purpose. The improvements would improve operations to LOS D. The TFO will be updated to include this improvement project prior to approval of any individual development proposed within any of the Target Areas. Prior to issuance of building permits for individual projects within the Target Areas, individual project developers shall pay the City's TFO fee in effect at the time that building permits are issued. Payment of the fee represents the fair-share contribution of the projects to mitigating their respective impacts on this road segment.

TRANS-7. The City will add the required improvements to the segment of West Laurel Drive between U.S. Highway 101 and Adams Street to the City's TFO. The improvements include widening the road from four to six lanes in total. Right-of-way must be acquired for this purpose. The improvements would improve operations to LOS C. The TFO will be updated to include this improvement project prior to approval of any individual development proposed within any of the Target Areas. Payment of the TFO fee represents the fair-share contribution of the projects to mitigating their respective impacts on this road segment. Prior to issuance of building permits for individual projects within the Target Areas, individual project developers shall pay the City's TFO fee in effect at the time that building permits are issued. Payment of the fee represents the fair-share contribution of the projects to mitigating their respective impacts on this road segment.

IMPACT: TRAFFIC FROM YEAR 2045 BUILDOUT OF THE TARGET AREAS WOULD REDUCE THE LEVEL OF SERVICE ON FIVE COUNTY ROAD SEGMENTS AND ONE CALTRANS ROAD SEGMENT TO BELOW ACCEPTABLE LOS D (SIGNIFICANT AND UNAVOIDABLE)

2045 County/Caltrans Roadway Conditions Without with the Proposed Project

The TIA includes evaluation of road segment levels of service without the proposed project. Table 9 of the TIA lists study road segments under City, County and Caltrans control and identifies projected LOS conditions in 2045 resulting from traffic volumes generated by anticipated growth in population and other land use factors included in the General Plan.

Table 39, Significantly Impacted County/Caltrans Road Segments – 2045 without the Proposed Project, shows the segments within the County that would operate below the County's LOS D threshold and below the CMP LOS D threshold assumed for Caltrans operated facilities in absence of new development within the Target Areas.

Table 39 Significantly Impacted County/Caltrans Road Segments – 2045 without the Proposed Project

Road Segment	LOS
Alisal Road between E. Alisal Street and Hartnell Road	F
Blanco Road west of Davis Road	F
Castroville Road (SR 183) between Espinosa Road and SR 156 (Caltrans)	F
Crazy Horse Canyon Road south of U.S. Highway 101	E
Davis Road south of Blanco Road	F
Harris Road west of Abbott Street (segment outside the city limit)	F
Harrison Road between Russell Road and Sala	F
John Street (SR 68) between Abbott Street and U.S. Highway 101 (Caltrans)	F
N. Main Street (SR 183) between U.S. Highway 101 and Rossi Street (Caltrans)	F
S. Main Street (SR 68) between Blanco Road and Hunter Lane	E
San Miguel Canyon Road between Castroville Boulevard and Strawberry Road	F
San Miguel Canyon Road between U.S. Highway 101 and Castroville Boulevard	F
W. Market Street between N. Davis Road and McFadden Road	F

Source: Fehr & Peers 2017

2045 County/Caltrans Roadway Conditions with the Proposed Project

The TIA includes analysis of impacts on County and Caltrans road segments that would occur when traffic from buildout of the Target Areas is added to the 2045 condition without the proposed project. Table 40, Significantly Impacted County/Caltrans Road Segments – 2045 with the Proposed Project, shows the three County road segments and the one Caltrans road segment on which significant impacts would occur with the addition of traffic from the Target Areas. These segments are illustrated with dashed lines in Figure 20, Road Segment Impacts with the Proposed Project, and summarized in Table 40. Note that Figure 20 also includes segments that are impacted under 2045 conditions without the proposed project.

Table 40 Significantly Impacted County/Caltrans Road Segments – 2045 with the Proposed Project

Road Segment	LOS
Alisal Road between E. Alisal Street and Hartnell Road (County)	F
Castroville Road (SR 183) between Espinosa Road and SR 156 (Caltrans)	F
Crazy Horse Canyon Road south of U.S. Highway 101 (County)	F
Espinoza Road west of U.S. Highway 101 (Partial/Both)	F
Harris Road west of Abbott Street (County portion outside the city limits)	F
San Juan Grade Road between Hebert Road and Crazy Horse Canyon Road (County)	E

Source: Fehr & Peers 2017

Improvements required to mitigate impacts on these segments are summarized below, along with a discussion about the absence of programs available to fund mitigation of the improvements. The absence of mitigation programs renders the impacts on these segments significant and unavoidable.

- Alisal Road between E. Alisal Street and Hartnell Road

  To mitigate the impact on this road segment, it must be widened from two to four lanes. This would provide acceptable LOS B conditions. This would require acquisition of right-of-way across adjacent agricultural land.

- Castroville Road (SR 183) between Espinosa Road and SR 156

  To mitigate the impact on this road segment, it must be widened from two to four lanes. This would provide acceptable LOS C conditions. This would require acquisition of right-of-way across adjacent agricultural land.

- Crazy Horse Canyon Road south of U.S. Highway 101

  To mitigate the impact on this road segment, it must be widened from four to six lanes. This would provide acceptable LOS A conditions. This would require acquisition of right-of-way from adjacent, largely undeveloped land.

- Espinoza Road west of U.S. Highway 101

  This would require acquisition of right-of-way from adjacent agricultural land. Harris Road west of Abbott Street (County segment). To mitigate the impact on this road

segment, it must be widened from two to four lanes. This would provide acceptable LOS C conditions. This would require acquisition of right-of-way across adjacent agricultural land and land in light industrial use.

- San Juan Grade Road between Hebert Road and Crazy Horse Canyon Road

  To mitigate the impact on this road segment, it must be widened from two to four lanes. This would provide acceptable LOS C conditions. This would require acquisition of right-of-way from adjacent agricultural land.

Per CEQA Guidelines section 15130(a)(3), if a program(s) is in place to fund circulation improvements designed mitigate the impacts of cumulative development on an affected road network, payment of fair share fees described in the mitigation program(s) by developers of projects that contribute to the impacts serves as adequate mitigation for the impacts. To mitigate its impacts on the County and Caltrans facilities listed above to less than significant, new development within the Target Areas would need to pay its fair share of the costs of the noted improvements.

Improvements to the impacted segment of SR 183 are within the jurisdiction and responsibility of Caltrans, not the City. Developers of future individual future projects within the Target Areas could mitigate the cumulative impacts of their projects on the impacted County and Caltrans facilities, through the payment of traffic fees identified in applicable traffic fee program(s) designed to mitigate these impacts if such programs were available.

County Road Segment Impacts. Improvements to the five impacted County road segments are within the jurisdiction and responsibility of the County, not the City. As noted in the Regulatory Setting section above, the County has prepared a draft Countywide Traffic Impact Fee program. The program had not yet been adopted by the date this EIR was released for public review by the City and adoption is not expected before the City certifies this program EIR. The County can and should adopt the fee program. While it is quite possible, there is no assurance that a County program will be adopted and available by the time future individual development projects are proposed within the Target Areas. Consequently, impacts on the noted County segments are conservatively assumed to be significant and unavoidable, as it is assumed that no mechanism would be available to enable payment of fair share fees as mitigation.

If the County program (or a similar program serving the same purpose) is adopted prior to development occurring in the Target Areas and the City has officially agreed to particulate in the program, payment of the fee by developers of individual projects within the Target Areas would mitigate the cumulative impacts of their projects on the County road network to less than significant. If a mitigation program is adopted, the CEQA documentation prepared for each

project proposed within the Target Areas would identify this fact and that payment of applicable fees would serve as adequate mitigation for the contribution of individual projects to the cumulative impacts.

Caltrans Road Segment Impact. Improvements to the impacted segment of SR 183 are within the jurisdiction and responsibility of the Caltrans. Cumulative impacts of development in the County on a number of Caltrans facilities are addressed in the TAMC Regional Fee program. However, improvements needed to SR 183 to mitigate the cumulative project impacts on this facility are not included in the Regional Fee program. Therefore, payment of the Regional Fee by individual Target Area project developers would not mitigate the contribution of their projects to the cumulative impact. Caltrans does not have a separate mechanism in place to collect fees from individual projects to mitigate impacts on specific Caltrans facilities.

If TAMC were to modify the Regional Fee Program to include the impacted segment of SR 183, payment of the Regional Fee by developers of individual projects within the Target Areas would mitigate the cumulative impacts of their projects on SR 183 to less than considerable. However, since there is no assurance that TAMC will take this action, the contributions of individual projects to the impact are assumed to be significant and unavoidable.

If the TAMC Regional Fee program is adjusted as noted above before development occurs within the Target Areas, the CEQA documentation prepared for each proposed project would identify this fact and that payment of applicable fees would serve as adequate mitigation for the contribution of individual projects to the cumulative impacts.

Impact: Traffic from Year 2045 Buildout of the Target Areas Would Reduce the Level of Service on Four Caltrans Operated U.S. Highway 101 Segments to Below Acceptable LOS D (Less than Significant)

2045 U.S. Highway 101 Conditions without the Proposed Project

The TIA includes evaluation of year 2045 road segment levels of service on U.S. Highway 101 without the proposed project. Table 10 of the TIA lists the highway segments under Caltrans control that were included in the analysis and identifies projected LOS conditions in 2045 resulting from traffic volumes generated by anticipated growth in population and other land use factors included in the General Plan. Table 41, Significantly Impacted Caltrans U.S. Highway 101 Segments – 2045 Without the Proposed Project, shows the highway segments that would operate below the LOS D threshold (identified previously as the highway performance standard identified in the County CMP).

Table 41 Significantly Impacted Caltrans U.S. Highway 101 Segments – 2045 without the Proposed Project

U.S. Highway 101 Segment	LOS
U.S. Highway 101 between Boronda Road and Russell Road	D
U.S. Highway 101 between Crazy Horse Canyon Road and San Juan Road	E
U.S. Highway 101 between John Street (SR 68) and Market Street	E
U.S. Highway 101 between Laurel Drive and East Boronda Road	E
U.S. Highway 101 between Main Street (SR 183) and Laurel Drive	E
U.S. Highway 101 between Market Street and Main Street (SR 183)	E
U.S. Highway 101 between Russell Road and SR 156	D
U.S. Highway 101 between San Miguel Canyon Road and Crazy Horse Canyon Road	D
U.S. Highway 101 between SR 156 and San Miguel Canyon Road	F

Source: Fehr & Peers 2017

2045 Caltrans U.S. Highway 101 Segment Conditions with the Proposed Project

The TIA includes analysis of impacts on U.S. Highway 101 segments that would occur when traffic from buildout of the Target Areas is added to the 2045 condition without the proposed project. Table 42, Significantly Impacted Caltrans U.S. Highway 101 Segments – 2045 with the Proposed Project, shows the highway road segments on which significant impacts would occur with the addition of traffic from the Target Areas. These segments are illustrated in Figure 20, Road Segment Impacts with the Proposed Project. Note that Figure 20 also includes segments that are impacted under 2045 conditions without the proposed project – the impacts that are solely attributable to the project are summarized in Table 42.

The impact on each of these highway segments would be reduced to less than significant by widening the highway from four to six lanes. Expansion of the freeway will require the acquisition of property, as well as the reconstruction of ramps at Boronda Road, West Laurel Drive, North Main Street, and Kern Street to accommodate the new lanes. The Sherwood Drive overpass would also need to be retrofitted to ensure that it is long enough to span the new lanes.

As described in the Regulatory Setting section above, TAMC has included the "U.S. Highway 101 - Salinas Corridor - widen U.S. Highway 101 to 6 lanes within the existing right of way at locations where feasible" as a project included in the RTP. This project is also included in TAMC's Regional Development Impact Fee Program. Payment of the regional fee by individual project developers whose projects contribute to impacts on the U.S. Highway 101 corridor

(including the four highway segments identified in Table 42 below), is considered to be adequate mitigation for impacts of their individual projects on the highway and would be required as a condition of project approval. At the time building permits are requested, developers of future projects within the Target Areas would be required to pay traffic fees defined in the TAMC Regional Fee program and in any other fee program that has been adopted at that time that is designed to mitigate cumulative impacts on the regional highway system. No mitigation measures are required.

Table 42 Significantly Impacted Caltrans U.S. Highway 101 Segments – 2045 with the Proposed Project

U.S. Highway 101 Segment	LOS
U.S. Highway 101 between John Street (SR 68) and Market Street	E
U.S. Highway 101 between Main Street (SR 183) and Laurel Drive	F
U.S. Highway 101 between Laurel Street and Boronda Road	E
U.S. Highway 101 between Market Street and Main Street (SR 183)	E

Source: Fehr & Peers 2017

The highway widening improvements would also be partially funded through fees collected by the City as part of its TFO. Highway improvements are captured in the City's TFO program as Project 32.

3.13 WASTEWATER

Wastewater from new development within the Target Areas must be conveyed and treated. This section of the EIR includes evaluation of the adequacy of wastewater conveyance and treatment facilities and capacities to accommodate the new development, whether treatment can be accomplished while meeting regulatory requirements, and whether new conveyance and/or treatment facilities are required. Information in this section is derived from a variety of sources including:

- *City of Salinas General Plan Final Program EIR* (Cotton/Bridges/Associates 2002);
- *City of Salinas Sewer System Management Plan* (City of Salinas 2014);
- *Monterey One Water Pure Water Monterey/Groundwater Replenishment Project Final EIR* (Denise Duffy & Associates 2015); and
- Regional Treatment Plant Wastewater Flow Projection Report (Brezak & Associates Planning 2014).