



CITY OF SALINAS

TRAFFIC & TRANSPORTATION COMMISSION STAFF

DATE: NOVEMBER 14, 2019

DEPARTMENT: OFFICE OF THE CITY MANAGER
PUBLIC WORKS, TRANSPORTATION & TRAFFIC DIVISION

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TITLE: SALINAS AIRPORT DEVELOPMENT LEASE PROJECT INITIAL
STUDY-MITIGATED NEGATIVE DECLARATION

RECOMMENDED MOTION:

The Traffic and Transportation Commission is requested to consider recommending the approval of a Salinas Airport Development Lease Project Initial Study-Mitigated Negative Declaration, based on the Traffic Impact Analysis.

RECOMMENDATION:

Recommended that the Traffic and Transportation Commission consider recommending the approval of the Salinas Airport Development Lease Project Initial Study-Mitigated Negative Declaration, based on the Traffic Impact Analysis.

EXECUTIVE SUMMARY:

The proposed project would lease approximately 13.25 acres of vacant land (project site) from the Salinas Municipal Airport, and in turn lease approximately 5.72 acres of the project site back to the City of Salinas for use as a Public Works Corporation Yard. The remainder of the site (approximately 7.53 acres) would be developed to accommodate light industrial and/or warehouse uses, with a maximum building square footage of no more than 40 percent of the site area. Pursuant to California Environmental Quality Act (CEQA) Guidelines, the proposed project has evaluated direct and indirect physical changes to the environment that may result from the proposed project. The City has prepared a Traffic Impact Analysis (TIA), which evaluates the probable traffic impacts associated with this project and proposed mitigation measures to mitigate project traffic impacts to less than significant. The TIA has been submitted to the Commission for comment and recommendations to the City Council. The Commission is requested to recommend the approval of the Salinas Airport Development Lease Project Initial Study-Mitigated Negative Declaration based upon the analyses, conclusions and mitigation measures contained in the TIA.

BACKGROUND:

The Traffic and Transportation Commission will consider ONLY the Traffic Impact Analysis. The Salinas Planning Commission will review and provide comments on land use, design, and other CEQA considerations specific to their responsibilities and duties in making their recommendations to City Council. Comments and recommendations provided by the Traffic and Transportation Commission will be received and forwarded to the Planning Commission and City Council.

Pursuant to CEQA, a Transportation Impact Analysis (dated September 2019) was prepared by Kimley-Horn and Associates to determine whether and to what extent the Salinas Airport Development Lease Project would have impact traffic levels in the transportation network. A performance baseline was established through traffic volume data collection and field observations of five study intersections in Salinas, including some state (Caltrans) facilities. A level of service analysis (LOS) using the criteria of the Highway Capacity Manual (2000 and 2010 Editions) was then conducted using the observed volumes and compared against standards of significance derived from relevant local and state policy documents. An existing conditions operational analysis of the study intersections found that four intersections function at LOS scores below acceptable thresholds.

The proposed project would lease approximately 13.25 acres of vacant land (project site) from the Salinas Municipal Airport, and in turn lease approximately 5.72 acres of the project site back to the City of Salinas for use as a Public Works Corporation Yard. The Public Works Corporation Yard would provide vehicle and equipment repair and storage, administrative support, and other operations related to the maintenance of public facilities and is anticipated to be located in the southwest portion of the project site. The remainder of the site (approximately 7.53 acres) would be developed to accommodate light industrial and/or warehouse uses, with a maximum building square footage of no more than 40 percent of the site area (approximately 130,332 square feet).

Allowable uses for the site would be specified in the lease to include minor telecommunications facilities, indoor vehicle storage, limited industry, laboratories, warehousing, maintenance and repair services (city corporation yard), and research and development services. The site would be developed in accordance with the Development Regulations and Design Standards of the City's Industrial – Business Park (IBP) Zoning District. Surface parking, landscaping, lighting, and other site improvements would be provided as mandated by the City.

The project would involve removing Jeffery Avenue, Anderson Avenue, the unnamed roadway between Jeffery Avenue and Anderson Avenue, the small storage shed, existing trees, and any other existing facilities on site. Neither Jeffrey Avenue nor Anderson Avenue is a public right-of-way.

The property has street access from all sides. Most traffic runs along Airport Boulevard which is a connecting street from US Highway 101 and western Salinas to the airport and eastern Salinas. Skyway Boulevard is the primary access street to the Salinas airport terminal. Public parking for the airport is located on the east side of Skyway Boulevard across from the property.

The expected amount of traffic generated by the proposed project was estimated based on the proposed project land uses and traffic counts from the existing public works yard. Forecasted project traffic was distributed onto the existing transportation network based on observed traffic

volumes. After accounting for the impact of project-related traffic on existing conditions, an operational analysis found that one intersection, Airport Boulevard at Terven Ave and SB US 101 ramps, would experience below-standard LOS metrics in both the morning and evening peak period under the Existing Plus Project Conditions scenario. This intersection operates below acceptable LOS metrics under Existing and Background conditions without the project, consequently any addition of project traffic on at this facility is considered an impact.

It is the responsibility of the project applicant, the City, for mitigating direct impacts of the proposed project. Long term improvements are planned as part of the City of Salinas 2010 Traffic Improvement Program (TIP)/Traffic Fee Ordinance (TFO). The mitigation in the TIP proposes an interchange project which would improve the operation of the intersection to acceptable LOS under Existing and Existing Plus Project conditions. Because this project is included in the City's TFO, payment of traffic impact fees would mitigate the project impact at this intersection. The improvement has however, substantial financial implications and implementation of this improvement may take years to develop. Subsequently the City of Salinas will work with Caltrans District 5 staff to identify the improvements needed, including both long term and encroachment permit only improvements (shorter term), that would improve operations at the interchange to acceptable conditions. The City may allocate TFO fees towards the interchange improvement and focus on implementation of a suitable mitigation measure at the US 101 southbound ramps.

One of the Existing Plus Project impacts is included in the City's Traffic Fee Ordinance (TFO) program. The TFO program is a tool used to provide mitigation coverage for mitigating, whereas transportation improvements needed to support General Plan growth can be fully funded through collection of TFO fees. Where there are transportation impacts and mitigation measures consistent with the TFO the project applicant can mitigate these impacts through their payment of TFO fees.

The TIA also analyzed potential impacts under the background traffic conditions. Background condition traffic volumes were calculated by identifying the approved, pending, and proposed development projects in the study area that have not yet been constructed. The development projects were provided by City of Salinas staff and identified due to their proximity to the study facilities and because it is anticipated that they would add traffic to the road network by the time the Airport Industrial Park project is completed. The recently approved Salinas Travel Center was considered in the Background conditions.

Under Background Plus Project conditions the project would impact the intersections Airport Boulevard at Terven Ave and SB US 101 ramps, Roy Diaz St and US 101 NB Ramps, and Airport Blvd and Skyway Blvd. The Travel Center FEIR identified impacts and assigned mitigation responsibility to the Travel Center at the intersections of Roy Diaz St and US 101 NB Ramps, and Airport Blvd and Skyway Blvd. Once Travel Center mitigation measures are implemented both intersections will perform at an acceptable LOS. Short term mitigation improvements (encroachment permit only), are expected to improve operations at the intersection of Airport Boulevard at Terven Ave and SB US 101 ramps to a condition better than before the Airport Lease Project, however the intersection would still operate below acceptable LOS.

Lastly, the TIA analyzed potential impacts under cumulative traffic conditions. Cumulative volume growth in the study area was determined from discussion with City of Salinas staff and

based on the Association of Monterey Bay Area Government (AMBAG) projected traffic volume model. In addition, volumes presented in the Travel Center TIA (2017) were considered and incorporated into intersection turning movement calculations. Calibrated link level volumes were converted to intersection turning movement counts based on existing turning movement distribution.

Under cumulative plus project conditions the project would impact the intersections Airport Boulevard at Terven Ave and SB US 101 ramps, and Roy Diaz St and US 101 NB Ramps. The Travel Center FEIR identified impacts and assigned mitigation responsibility to the Travel Center at the intersections of Roy Diaz St and US 101 NB Ramps, once implemented the intersection will perform at an acceptable LOS. The new Airport Boulevard Interchange project should be constructed. The City of Salinas 2010 Traffic Improvement Program (TIP) and Traffic Fee Ordinance (TFO) identifies the Airport Boulevard Interchange Project (#38) for future improvements. This mitigation would improve the operation of the intersection to acceptable LOS under cumulative plus project conditions. Because this project is included in the city's TFO, payment of traffic impact fees will mitigate the project impact at this intersection.

CEQA CONSIDERATION:

The City of Salinas has determined that an Initial Study/Mitigated Negative Declaration is required for the Salinas Airport Development Lease Project pursuant to the requirements of the California Environmental Quality Act (CEQA). It is noted, however, that the Initial Study provides a very high level of design detail for certain components of the project.

The City is currently soliciting comments on the content of the Initial Study/Mitigated Negative Declaration from interested persons and organizations concerned with the project in accordance with State CEQA Guidelines Section 15087. As previously noted, the public review period for the CEQA document is from October 21, 2019 to November 20, 2019. More information on the Initial Study/Mitigated Negative Declaration can be found at <https://www.cityofsalinas.org/our-city-services/community-development/documents-public-review>

STRATEGIC PLAN INITIATIVE:

Responsible consideration of development projects supports the City Council Strategic Plan goal of Economic Diversity and Prosperity.

DEPARTMENTAL COORDINATION:

This project is being coordinated through the Office of the City Manager, with substantial work being provided by the Department of Public Works (Airport and Transportation/Traffic Divisions), Community Development Department (Planning), and Finance Departments.

FISCAL AND SUSTAINABILITY IMPACT:

The estimated cost for City and TAMC traffic impact fees is \$893,500 and the estimated construction cost of short-term mitigation improvements (encroachment permit only) at Airport

Boulevard at Terven Ave and SB US 101 Ramps is roughly \$1.5 million. The project allows the City to lease an area of the airport that would otherwise likely remain as vacant land. Additionally, relocating the existing public works yard creates new development capacity at John Street and Work Street.

ATTACHMENTS:

Attachment 1: Salinas Airport Development Lease Project Initial Study-Mitigated Negative Declaration