

4.5 TRAFFIC & TRANSPORTATION

This section analyzes traffic and transportation impacts of implementation of the Wharf Master Plan based upon a review of existing plans and traffic studies, and review by the City of Santa Cruz Public Works Department staff and consulting traffic engineer, Ron Marquez. The traffic review is included in Appendix G of this document. This section also draws from the City of Santa Cruz *General Plan 2030* EIR (SCH#2009032007), which was certified on June 26, 2012, regarding background information on the City's circulation system. The General Plan EIR is available for review at the City of Santa Cruz Planning and Community Development Department (809 Center Street, Room 101, Santa Cruz, California) during business hours: Monday through Thursday, 7:30 AM to 12 PM and 1 PM to 3 PM. The General Plan EIR is also available online on the City's website at: <http://www.cityofsantacruz.com/Home/Components/BusinessDirectory/BusinessDirectory/102/1775>.

Public and agency comments related to traffic and transportation were received during the public scoping period in response to the Notice of Preparation (NOP). Issues raised in these comments include:

- The effect of moving the wharf entrance gates 540 feet south needs analysis as the current wharf entrance effectively acts to slow traffic in a heavily used pedestrian and bicyclist corridor. Moving the entrance gate may accelerate traffic speed and the impact on bicyclists and pedestrians in the vicinity of the roundabout needs to be studied.
- The EIR should study parking patterns, the impact of an expanded Wharf usage with a 10% increase in automobile parking, and the impacts of added parking on traffic.
- The impact of changing the current wharf parking payment system to a "pay-on-foot" systems needs analysis. The projected 12 to 15 pay stations positioned along the Wharf may increase pedestrian conflicts as well as provide difficulties for elderly wharf patrons.
- Consider alternative projects that reduce automobile traffic by increasing public transportation, e.g., by restoring rail service such as trolleys to the wharf.
- The EIR should include a traffic study that includes cumulative impacts from intensified visitor use in the beach area.

To the extent that issues identified in public comments involve potentially significant effects on the environment according to the California Environmental Quality Act (CEQA) and/or are raised by responsible agencies, they are identified and addressed within this EIR. See Chapter 5, CEQA Considerations, for a discussion of cumulative impacts. Public comments received during the public scoping period are included in Appendix A.

4.5.1 Environmental Setting

Regulatory Setting

A number of local, regional and state agencies are involved with transportation planning and implementation of transportation programs and improvements within the City of Santa Cruz. The City maintains local roadways and transportation facilities. The California Department of Transportation (Caltrans) has jurisdiction over State highway segments that traverse the City, including portions of Highways 1, 9, and 17. To address roadway and intersection improvements needed as a result of impacts of new development, the City has developed a “Traffic Impact Fee” (TIF) program. The TIF is applied to new development and redevelopment and is collected at the time of issuance of building permits (see discussion below in the “Planned Transportation Improvements” subsection for more details). The City also is active in acquiring transportation funding from federal, state, and local sources.

Other local and regional agencies responsible for transportation services and/or transportation planning are summarized below.

- ❑ *The Association of Monterey Bay Area Governments (AMBAG)* is the federally designated Metropolitan Planning Organization (MPO) for transportation planning activities in the tri-county Monterey Bay region (Santa Cruz, Monterey and San Benito counties). It is the lead agency responsible for developing and administering plans and programs to maintain eligibility and receive federal funds for the transportation systems in the region. AMBAG conducts regional transportation planning activities through its Metropolitan Transportation Plan (MTP), the Metropolitan Transportation Improvement Program (MTIP), maintenance of a regional travel demand model and demographic forecasts. AMBAG works with regional transportation planning agencies, transit providers, the Monterey Bay Unified Air Pollution Control District (MBUAPCD), state and federal governments, and organizations having interest in or responsibility for transportation planning and programming.
- ❑ *The Santa Cruz Regional Transportation Commission (SCCRTC)* is the State designated Regional Transportation Planning Authority (RTPA) for transportation planning activities in Santa Cruz County. SCCRTC oversees planning and funding programs for local and countywide projects within Santa Cruz County using state and federal transportation funds. The City of Santa Cruz has typically one City representative on the 12-member SCCRTC board and some City transportation projects are funded through grant programs administered by the SCCRTC.
- ❑ *The Santa Cruz Metropolitan Transit District (SCMTD)* provides transit services throughout Santa Cruz County.

Roadway Network

Regional access to the Beach area and the Wharf is provided primarily from Highways 1 and 17, which are referenced as state routes (SR) by the California Department of Transportation (Caltrans). Primary access from these highways to the Beach area is along Ocean Street. Major roadways in the vicinity of the Wharf are Pacific Avenue, Front Street, Beach Street, West Cliff Drive and Bay Street.

Local Streets and Roads

Beach Street is a two-lane, east-west that runs parallel to the coastline of Monterey Bay. The street is classified as an arterial in the City of Santa Cruz General Plan (City of Santa Cruz, June 2012). It is a one-way roadway that extends east from Pacific Avenue to Third Street. The intersections are stop sign, traffic signal or roundabout –controlled., There is a two-way cycle track on the south side of the street and metered on-street parking on the north and portions of the south sides.

Pacific Avenue is a two-lane, north-south street and is classified as arterial in the City of Santa Cruz General Plan (City of Santa Cruz, June 2012). In the project area, Pacific Avenue extends from downtown Santa Cruz to Beach Street. It is a two-lane road from Beach Street to Cathcart Street where it becomes a one-way roadway. The intersections are stop sign, traffic signal or roundabout –controlled.

Front Street is a north-south two-lane arterial that joins with Pacific Avenue south of Laurel Street.

West Cliff Drive is a two-lane multi-directional collector street that runs parallel to the coastline west of Pacific Avenue. A multi-use paved path is located on the ocean side of West Cliff Drive.

Bay Street is a two-lane arterial that extends from High Street at the University of California Santa Cruz (UCSC) campus on the north to West Cliff Drive on the south.

State Highways

State highways that provide regional access to the City include segments of State Routes 1 and 17. Though referenced as “state routes” in Caltrans documents, the more common term, “highway”, is used in this EIR. Highways 1 and 17 serve regional traffic, including motorists who commute to jobs in the Santa Clara Valley and motorists who travel into Santa Cruz County for recreational opportunities in the county (City of Santa Cruz, April 2012, DEIR volume).

Highway 1 provides access to San Francisco to the north and Monterey to the south. Regionally, Highway 1 is the major inter- and intra-county route for Santa Cruz County. Within the City of Santa Cruz, it is oriented in an east-west direction, although the interregional alignment of Highway 1 is primarily north-south. It is a four-lane arterial along Mission Street from the west

side of Santa Cruz to Chestnut Street Extension, a four-lane expressway between Mission Street-Chestnut Street and River Street, and a four-lane freeway east of River Street. The speed limit on Highway 1 is 25 mph along Mission Street, 45 mph along the expressway section, and 55 and 65 mph on the freeway sections. Recurrent congestion results in queuing on Highway 1 that extends for several miles during peak hours. Accidents, events, and other incidents in the corridor can further increase congestion related delays in either direction, on any day, including weekends (City of Santa Cruz, April 2012, DEIR volume).

Highway 17 connects Santa Cruz with Scotts Valley and San Jose and other Santa Clara County communities. It is a four-lane freeway north of the Highway 1/ Highway 9 intersection. Highway 17 is the primary route between the Santa Clara Valley and Santa Cruz County that serves as both a commute route for Santa Cruz County residents that work in Santa Clara County and as a route for recreational visitors that come to Cruz County. Congestion occurs both during weekday commute times and on summer weekends. This winding, four-lane road has steep sections, frequent road crossings, and substandard median shoulders and outside shoulders for most of its length. In addition to the challenging roadway configuration, weather-related conditions such as thick fog, heavy rains and mudslides affect roadway operations (City of Santa Cruz, April 2012, DEIR volume).

Other Transportation Modes

Pedestrian and Bicycle Facilities

Pedestrian facilities on the Wharf and within the surrounding area include sidewalks, crosswalks, ADA ramps. Sidewalks exist on both sides of the street along Pacific Avenue and Beach Street. A walkway from Beach Street extends along the eastern side of the Wharf.

The City of Santa Cruz's bicycle system contains off-street, multi-use paths (Class I), on-street bicycle lanes (Class II), and on-street bicycle routes (Class III). Class I bike paths in the vicinity of the Wharf include West Cliff Drive and the San Lorenzo River levees. Class IV bi-directional lanes exist on the south side of Beach Street.

The Monterey Bay Sanctuary Scenic Trail Network (MBSST) is proposed to span the Monterey Bay from Lover's Point in Pacific Grove (Monterey County) to Wilder Ranch just north of the City of Santa Cruz. The SCCRTC adopted a final Master Plan for the trail system in November 2013. The Wharf is located within Segments 7-8, in which the existing cycle track along Beach Street is identified.

Public Transit Service

Transit service in the area is provided by the Santa Cruz Metropolitan Transit District (SCMTD). The project area is served by three existing routes: Routes 3 and 19. The Wharf entrance is slightly more than one-half mile south of the Santa Cruz Metro Transit Center. In addition to the SCMTD

transit services, a Downtown Trolley service has been in operation since 2010, which provides service between the Downtown and the Wharf/Beach areas between Memorial Day and Labor Day. The shuttle operates on 30 minute headways in either direction. The City of Santa Cruz received a grant from the Monterey Bay Air Resources District in 2018 to purchase two electric shuttles, and will be launching an all-electric shuttle program in the summer of 2020. The trollies will provide service between downtown Santa Cruz and the Main Beach on weekends and holidays during the summer. The is sponsored by the Downtown Association and numerous businesses and organizations.

Rail Service

The former Union Pacific Railroad rail line forms a continuous, single-track, 32-two mile corridor from Davenport to the City of Watsonville. The Santa Cruz County Regional Transportation Commission (RTC) finalized purchase of the right-of-way in October 2012. The Santa Cruz County RTC selected the Santa Cruz and Monterey Bay Railway to operate freight and potential future passenger rail service along the corridor. The St. Paul & Pacific Railroad Co. LLC, a subsidiary of Progressive Rail Incorporated, began operating on the Santa Cruz Branch Rail Line on August 16, 2018.

The Santa Cruz Big Trees and Pacific Railway Company operates a tourist-oriented passenger service between Felton and the Santa Cruz Beach Boardwalk on its nine-mile track line from Santa Cruz to its current terminus at Roaring Camp. The service is provided daily during mid-June through the end of August, and weekends and holidays in May, early June, September through October, late November, and December. The trains run twice in each direction every day during regular operations, and use the tracks that cross Pacific Avenue just north of the intersection of Pacific Avenue and Beach Street.

Existing Traffic Conditions

According to City data, 58.7% of commuters within the City drove alone, 9.9% walked, 9.7% bicycled, 7.0% carpooled, 6.0% took the bus, and 2.2% used other modes such as taxi, motorcycle (City of Santa Cruz, February 2017). This data shows significant progress towards the City’s Climate Action Plan goals to increase biking and walking and decrease single-occupancy vehicle use within the City. The City has a higher percentage of bicycle and pedestrian commuters than Santa Cruz County or the State of California, and also has a lower drive alone percentage than the County or the State(Ibid.).

Vehicle Traffic

Vehicle traffic conditions are measured by average daily traffic (ADT), peak hour traffic volumes, level of service (LOS), average delay, and/or volume to capacity (V/C) ratio. Average daily traffic is the total number of cars passing over a segment of the roadway, in both directions on an average

day. Peak hour volumes are the total number of cars passing over a roadway segment during the peak hour in the morning (AM) or afternoon/evening (PM) (City of Santa Cruz, April 2012, DEIR Volume).

To evaluate the performance of roadways and levels of traffic congestion, many jurisdictions, including the city of Santa Cruz, use LOS. “Level of Service” is a qualitative measure that describes the level of traffic congestion and delay at intersections based on the amount of vehicle traffic that a roadway or intersection can accommodate and factors such as maneuverability, driver dissatisfaction, and delay. Traffic flow along roadways is typically controlled by the volume and capacity of the nearest intersection, therefore intersections are analyzed using LOS as an indicator of congestion. Intersections are rated based on a scale of LOS “A” through LOS “F,” with LOS A representing free-flowing conditions and LOS F representing congested conditions. The intermediate levels of service represent incremental levels of congestion and delay between these two extremes. Table 4.5-1 relates the operational characteristics to each associated LOS category for signalized and unsignalized intersections.

TABLE 4.5-1: Intersection Level of Service Definitions

Level of Service	Description	Signalized (sec/veh.)	Unsignalized (sec/veh.)*
A	Free flow with no delays. Users are virtually unaffected by others in the traffic stream.	≤ 10	≤ 10
B	Stable traffic. Traffic flows smoothly with few delays.	>10 – 20	>10 – 15
C	Stable flow but the operation of individual users becomes affected by other vehicles. Modest delays.	>20 – 35	>15 – 25
D	Approaching unstable flow. Operation of individual users becomes significantly affected by other vehicles. Delays may be more than one cycle during peak hours.	>35 – 55	>25 – 35
E	Unstable flow with operating conditions at or near the capacity level. Long delays and vehicle queuing.	>55 – 80	>35 – 50
F	Forced or breakdown flow that causes reduced capacity. Stop and go traffic conditions. Excessive long delays and vehicle queuing.	> 80	> 50

*Two-way stop control intersection

SOURCE: Transportation Research Board, *Highway Capacity Manual 2010*, National Research Council as cited in City of Santa Cruz General Plan 2030 EIR.

The signalized intersection LOS methodology addresses the LOS for the intersection as a whole, whereas LOS methodology for unsignalized intersections computes delay for the minor movements. The critical volume to capacity ratio (V/C) is another measure of the operating conditions of an intersection as opposed to LOS. It is not the average of all the movements at the intersection and is not used as a measure to define the levels of service.

The City of Santa Cruz General Plan 2030 seeks to maintain LOS D or better at signalized intersections during the weekday PM peak hour (Action M3.1.3). However, the General Plan also accepts a lower level of service and higher congestion at major regional intersections if necessary improvements would be prohibitively costly or result in significant, unacceptable environmental impacts (Action M3.1.4).

Caltrans, which has jurisdiction over state highways, endeavors to maintain a target LOS at the transition between LOS C and D. However, Caltrans acknowledges that this may not always be feasible and recommends that the lead agency consult with Caltrans to determine the appropriate target LOS (Caltrans, December 2002). If an existing State highway facility is operating at less than the appropriate target LOS, the existing LOS and existing “measure of effectiveness” should be maintained according to the Caltrans guidelines (Ibid.).

Vehicle Miles Traveled

In September 2013, Governor Brown signed Senate Bill 743 which made significant changes to how transportation impacts are to be assessed under CEQA. SB 743 directs the Governor’s Office of Planning and Research (OPR) to develop a new metric to replace LOS as a measure of impact significance and suggests vehicle miles traveled (VMT) as that metric. One vehicle (regardless of the number of passengers) traveling one mile constitutes one “vehicle mile” (Santa Cruz County Regional Transportation Commission, 2018). SB 743 also creates a new CEQA exemption for certain projects that are consistent with the regional Sustainable Communities Strategy.

The State CEQA Guidelines, which were amended at the end of 2018 and went into effect in 2019, include a new section 15064.3 regarding analysis of transportation impacts. This section indicates that generally, VMT is the most appropriate measure of transportation impacts. For the purposes of this section, “vehicle miles traveled” refers to the amount and distance of automobile travel attributable to a project. Other relevant considerations may include the effects of the project on transit and non-motorized travel. The section further indicates that “except as provided in subdivision (b)(2) below (regarding roadway capacity), a project’s effect on automobile delay shall not constitute a significant environmental impact.”

A lead agency has discretion to choose the most appropriate methodology to evaluate a project’s VMT, including whether to express the change in absolute terms, per capita, per household or in any other measure. A lead agency may use models to estimate a project’s VMT and may revise those estimates to reflect professional judgment based on substantial evidence. A lead agency may elect to be governed by the provisions at the time of the amended CEQA Guidelines, however,

beginning on July 1, 2020, the provisions shall apply statewide. The City of Santa Cruz is in the process of developing a VMT threshold, but has not yet adopted one and has until July 1, 2020 to do so. Technical guidelines published by the California Office of Planning and Research indicate that a per capita or per employee VMT that is 15 percent below that of existing development may be a reasonable threshold based on reductions needed to meet targeted greenhouse gas emissions reductions, and below these levels, a project could be considered to have a low VMT (California Office of Planning and Research, December 2018). Furthermore, according to these guidelines residential development that would generate vehicle travel that is 15 or more percent below the existing residential VMT per capita, measured against the region or city, may indicate a less-than-significant transportation impact.

According to the SCCRTC, VMT per capita within Santa Cruz County is estimated to decrease by 17% from approximately 15.3 to approximately 12.5 between 2005 and 2035 (Santa Cruz County Regional Transportation Commission, 2018). Furthermore, preliminary reviews by the City indicates that residential development in the city of Santa Cruz generates VMT per capita more than 15 percent lower than the County average per capita VMT per the California Travel Model. Based on the California Travel Model, the City's VMT residential per capita is 11.04 compared to the County per capita VMT of 15.41. The City per capita figure is 28 percent less than the County figure, which would indicate that the City's per capita VMT is low compared to the region. The City's employee per capita VMT is 20.06 compared to the County's employee per capita VMT of 22.09, which is about 9 percent lower than the County employee per capita VMT.

Existing Conditions at the Santa Cruz Wharf

Wharf Trips and Parking Occupancy. Wharf Gate entry and exit counts were reviewed for the year 2014, 2016 and 2018¹. This information provides an estimate of traffic entering and exiting the Wharf but can also be used to estimate the parking occupancy during the course of a day. Daily and hourly gate entries and exits were available for the years of 2014 and 2016. However, only monthly totals were available for fiscal year 2018/19. The recent data was compared to the monthly totals in 2014 and 2016. The information from the 2014 data was used as it is higher in average and overall volumes. Turning movement counts for the intersections of Pacific-Beach (Wharf entrance), Bay-West Cliff and Pacific - Center taken in April 2017 were also reviewed.

Trip generation to the Wharf varies from average month of 2,800 vehicles per day to 3,500 vehicles per day during peak months. During the weekday 4 to 6 PM peak hours, trip generation is about 300 trips per hour with 60% entering during that time. The peak movement in and out of the Wharf tends to be an hour or two after the traditional 4 to 6 PM peak hour. This reflects the dominant trip generation associated with the restaurant uses during this time. Of note, the 4 to 6 PM peak hour trips in and out did not change much during the peak season. The additional volume during the course of the summer day came in the early afternoon and later into the evening. Based on this review, peak auto parking occupancy in March (considered as an average month) ranged from

¹ Wharf gate entry data was not available at time of publication for the full year 2019.

314 vehicles midweek, to 404 vehicles on Friday, and to 440 vehicles on Saturday. The peaks in July were very similar on Friday and Saturday. Peak auto parking occupancy during July was not significantly different but remained high for longer periods of time (Marquez, September 2017). Traffic data is summarized on Figure 4.5-1².

Intersection Operations. All intersections in the vicinity of the Wharf are operating at acceptable levels of service D or better, except for the West Cliff Drive/Bay Street intersection that operates at an unacceptable LOS of E (Marquez, September 2017). Turning movement counts for all intersections were taken in April 2017. Table 4.5-2 summarizes existing intersection LOS.

TABLE 4.5-2: Existing Intersection Weekday PM Peak Hour Levels of Service

#	Intersection	Control Type	Existing Conditions [1]	
			Delay [2]	LOS
1	Pacific Avenue-Wharf Entrance/Beach Street	Roundabout	5.5	A
2	Pacific Avenue / Center Street	Roundabout	7.9	A
3	Bay Street / West Cliff Drive	Three-Way Stop Sign	38.0	E

[1] Analysis performed using HCM 2010 methodologies.
[2] Delay indicated in seconds/vehicle.

SOURCE: Pinnacle Traffic Engineering, February 2019

State Highway Operations

Based on the most recent Caltrans Traffic Census Program (Caltrans 2017) data, the annual average daily traffic (AADT) on state highways within Santa Cruz is as follows:

- Highway 1
 - Between Highway 17 and Route 9 AADT is approximately 61,800 vehicles with 5,300 vehicles occurring during the peak hour.
 - Between Emeline and Highway 17, AADT is approximately 89,700 vehicles with 6,600 vehicles occurring during the peak hour.
 - Between Morrissey and Emeline Street Connection, AADT is approximately 91,700 vehicle with approximately 6,400 vehicles occurring during the peak hour.
 - Between Soquel and Morrissey Boulevard, AADT is approximately 96,900 vehicles with 6,500 vehicles occurring during the peak hour.
- Highway 17, between Pasatiempo and Scotts Valley. AADT is approximately 86,700 vehicle with 7,400 vehicles occurring during the peak hour.

² All figures are included in Chapter 7 at the end of the document for ease of reference as some figures are referenced in multiple sections.

Review by the City’s traffic consultant indicates that state highway segments within the City are operating at LOS of C and D during the peak hour as summarized on Table 4.5-3.

TABLE 4.5-3: Existing Highway Traffic Volumes and Peak Hour Levels of Service

Segment	Direction	Number of Lanes	Volume	Max Flow Rate for C	Max Flow Rate for D	LOS
Route 1: Route 9 to Route 17	N	2	2120	2,592	3,444	C
	S	2	3,180	2,592	3,444	D
Route 1: Route 17 to Emeline	N	2	3,950	3,888	5,165	D
	S	2	2,640	3,888	5,165	C
Route 17: Route 1 to Pasatiempo	N	3	4,070	3,888	5,165	C
	S	3	3,330	3,888	5,165	C
Peak hour volumes from Caltrans 2017						
Peak hour factor-.92, free flow speed – 55, heavy vehicle factor-.985 (Exhibit 11-17 HCM 2010)						

SOURCE: Ron Marquez, Traffic Engineer, 2020

Planned Transportation System Improvements

Metropolitan Transportation Improvement Program

AMBAG, as an MPO, is required by state and federal laws to develop and adopt a Metropolitan Transportation Improvement Program (MTIP), a multi-year transportation project program that includes multi-modal projects, including but not limited to major highway, arterial, transit, bikeway and pedestrian projects. The 2018 MTIP is a four-year program that covers the federal fiscal years from October 1, 2018 through September 30, 2022. The MTIP implements the 2040 Monterey Bay Area Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) adopted by the AMBAG Board of Directors in June 2018. The 2040 MTP/SCS is a financially constrained document and includes identified transportation improvement projects for the region. Once the projects are included in the MTP, they become eligible for inclusion in the MTIP and FSTIP (AMBAG, September 2018).

Planned projects in the vicinity of the Wharf include Monterey Bay Sanctuary Scenic Trail Network Segment 7, 8 and 9 along the Santa Cruz Branch Rail Line, from Natural Bridges Drive to Pacific the eastern city limits: construct bicycle/pedestrian trail adjacent to the rail line. Regional highway improvement projects identified in the MTIP include:

- Route 1/9 Intersection Improvements (In the city of Santa Cruz, at the junction of Route 1 and Route 9. Construct turn lanes and bike lanes.
- Highway 1 auxiliary lanes (Soquel Avenue to 41st Avenue).
- Highway 1 HOV Lanes (In the City of Santa Cruz, on Route 1 between Morrissey and San Andreas and Larkin Valley Road. Add HOV lanes, pedestrian overcrossings, and operational improvements.

Regional Transportation Plan Improvements

The SCCRTC periodically completes a Regional Transportation Plan (RTP) and Regional Transportation Improvement Program (RTIP) according to state guidelines to guide short- and long-range transportation planning and project implementation for the county. The 2018 RTP provides guidance for transportation policy and projects through the year 2040. Projects identified in the RTP that are within the vicinity of the Wharf include:

- Beach Street/Cliff Street Intersection Signalization: Signalize intersection for pedestrian and train safety (also in City’s Capital Improvement Program).
- Chestnut St. Pathway: Install a Class 1 bicycle/pedestrian facility to connect the east side of Neary Lagoon Park with the Depot Park path.
- Chestnut Street Bike Lanes: Install Class 2 bike lanes to provide connection from existing bike lanes on Laurel Street and upper Chestnut Street to proposed Class 1 bike path connections to Bay Street and Pacific Avenue/Beach Street.
- West Cliff Drive/Bay Street: Install signal or mini-roundabout³ to replace the all-way stop to improve safety and capacity.
- West Cliff Path Minor Widening: Lighthouse to Swanton - Improve existing path.
- Monterey Bay Sanctuary Scenic Trail: Segments 7-9
- Highway 1/Highway 9 Intersection Modifications (also on City CIP and MTIP).
- Highway 17 Access Management/Corridor Study: Preparation of study to determine long-range solutions to access, operations and safety on this route.

City of Santa Cruz Planned Improvements

Capital Improvement Program. The City’s adopted Capital Improvements Program (CIP) is a three-year schedule of projects with their associated projected costs and proposed funding sources. The CIP represents the best efforts to allocate available and projected resources toward projects that maximize benefit and address the most critical needs. Major improvements on the current 2020-2024 CIP include: Highway 1 / Highway 9-River Street intersection improvement (programmed for 2019/20) described below; Monterey Bay Sanctuary Scenic Trail (Rail Trail) Segments 7-9; West Cliff multi-use path pavement rehabilitation; Beach Street/Cliff Street traffic signal; Bay Street/West Cliff Drive intersection improvements; and replacement and widening of the Highway 1 bridge over the San Lorenzo River.

The City of Santa Cruz has adopted a “Traffic Impact Fee” (TIF) program based on future projected trips generated for new development or redevelopment projects. The TIF program, originally

³ The City Council approved a roundabout at this location in October 2019 as part of the 190 West Cliff Drive project approval.

adopted in June 2005, evaluated over 60 intersections and identified numerous projects within the City which were needed in order to address the effects of cumulative development. The fees are used to fund planned improvements at intersections and roadways included in the program. New development and redevelopment projects are required to pay traffic impact fees, which are paid at the time of building permit issuance. The TIF was updated in November 2012 to reflect traffic conditions associated with buildout accommodated by the City's General Plan as identified in the City's *General Plan 2030* EIR. All of the projects noted above are TIF program intersections. The program also funds bike and pedestrian projects (15% of fees collected) and neighborhood improvement projects adjacent to significant development (5% of fees collected).

Active Transportation Plan – Bicycle and Pedestrian Improvements. The City's recently adopted *Active Transportation Plan* (2017) includes pedestrian and bike lane improvements along Pacific Avenue, and the following paths that are included in the FY2018-2020 CIP: Monterey Bay Sanctuary Scenic Trail Network Segment 7, 8 and 9, and the San Lorenzo River Trestle Bridge walkway widening/replacement project; the trestle bridge project is complete. The Plan also includes numerous other infill and improvements to existing bike and pedestrian facilities.

Planned State Highway Improvements

Highway 1. The SCCRTC has been working with Caltrans and the Federal Highway Administration since 1986 on studies for longer-term improvements to Highway 1. A Final Environmental Impact Report/Environmental Assessment (EIR/EA) was completed in December 2018 for a series of improvements divided into two components. The Tier I component includes a segment of the highway extending from the San Andreas-Larkin Valley Road interchange the Morrissey Boulevard interchange, a distance of approximately nine miles, and the Tier II component extends from 41st Avenue to Soquel Avenue/Drive. This stretch of Route 1 is subject to recurrent congestion that affects highway operations. Proposed improvements under consideration include the following major features: mainline high-occupancy vehicle (HOV) lanes, HOV on-ramp bypass lanes, auxiliary lanes, pedestrian and bicycle overcrossings, and reconstructed interchanges. Both the proposed Tier I and Tier II components are included in RTC's Highway 1 Corridor Investment Program, a program of funding for corridor improvements that RTC seeks to implement over time as funding becomes available (Caltrans, December 2018).

Under the Tier I Project, three alternatives were considered: an HOV Lane Alternative, a Corridor Transportation System Management (TSM) Alternative, and a No Build Alternative. The Tier I HOV Lane Alternative was selected as the preferred alternative. As portions of the Tier I Project are ultimately programmed for design and construction, they will become Tier II projects and will be analyzed in separate Tier II environmental documents. The tiered approach is being used for the corridor because it is anticipated that funding to implement a program of transportation improvements within the corridor will occur over a multi-year time frame (Caltrans, December 2018).

The Tier II component of this Tier I/II Final EIR/EA with FONSI also analyzes a project-level Auxiliary Lane Alternative and a No Build Alternative between 41st Avenue and Soquel Avenue/Drive. The Tier II Project is the first stage of construction of the Tier I Project. The Tier II build alternative was selected as the preferred alternative. Unlike the Tier I Corridor Alternatives discussed above, it is anticipated that construction of the Tier II Auxiliary Lane Alternative would begin in Fiscal Year 2020-21 (Caltrans, December 2018).

Caltrans has prepared and approved a “Corridor System Management Plan” (CSMP) for Highway 1 from the junction of Highway 68 in Monterey County to King Street/Mission Street in Santa Cruz. The following strategies will be used to manage State Route 1 over the next 20 years:

- Cost-effective maintenance and preservation of the roadway.
- Support improvement of transit service, including new express bus service on HOV lanes if implemented in the Santa Cruz corridor.
- Support land use and transportation planning efforts through participating in local development review and regional planning efforts.
- Reduce congestion through transportation demand management to increase the use of transit, improve bicycle and pedestrian programs, and encourage programs such as carpools, ridesharing, telecommuting, and park-and-ride facilities.
- Implement Intelligent Transportation Systems/Traveler Information/Traffic Management to improve incident management and provide real time traveler information which helps reduce delay.
- Increase modal options such as Caltrain and integrate transit, bicycle and pedestrian transportation into a coordinated multimodal system.
- Collaborate with local partners on a ramp metering plan.
- Operational Improvements, including auxiliary lanes, intersection improvements, and other system refinements to enhance existing services and reduce delay.
- Upgrade intersections to maximize throughput on the State highway and parallel routes.
- Increase the capacity, operational efficiency and connections on parallel roads to reduce local traffic demand on Highway 1.
- Improve mobility, accessibility, reliability, reduce congestion and improve safety by improving capacity on the existing system (Caltrans, October 2011).

Highway 17. Highway 17 connects Santa Cruz with Scotts Valley and San Jose and other Santa Clara County communities. It is a four-lane freeway north of the Highway 1/ Highway 9 intersection. The highway is the primary route between the Santa Clara Valley and Santa Cruz County that serves as both a commute route for Santa Cruz County residents that work in Santa Clara County and for recreational visitors that come to Cruz County. Congestion occurs both during weekday commute times and on summer weekends. This winding, four-lane road has steep

sections, frequent road crossings, and substandard median shoulders and outside shoulders for most of its length. In addition to the challenging roadway configuration, weather-related conditions such as thick fog, heavy rains and mudslides affect roadway operations (City of Santa Cruz, April 2012-DEIR volume). According to the Transportation Concept Report for State Route 17 in District 5, (Caltrans District 5, January 2006), the target level of service for Highway 17 between Ocean Street and Scotts Valley is LOS E. The highway segment between Santa Cruz and Scotts Valley is considered to be a four-lane freeway (Caltrans, January 2006).

4.5.2 Impacts and Mitigation Measures

Thresholds of Significance

In accordance with the California Environmental Quality Act (CEQA); State CEQA Guidelines (including Appendix G); City of Santa Cruz plans, policies and/or guidelines; and agency and professional standards, a project impact would be considered significant if the project would:

- TRAF-1 Conflict with a program, ordinance, or policy establishing the circulation system, including transit, roadway, bicycle and pedestrian facilities;
- TRAF-2 Conflict or be inconsistent with CEQA Guidelines section 15064.3(b);
- TRAF-3 Substantially increase hazards due to a geometric design feature (for example, sharp curves or dangerous intersections) or incompatible uses (for example, farm equipment); or
- TRAF-4 Result in inadequate emergency access.

Analytical Method

The City's "Transportation Impact Study Guidelines" (2017) require preparation of a traffic impact analysis where a project would result in an increase of 50 or more trips during the weekday PM peak hour. In the City of Santa Cruz, the PM peak hour (between 4 PM and 6 PM) generally has the highest number of trips compared to the AM peak hour (between 7 AM and 9 AM) or the midday peak hour (City of Santa Cruz, April 2012-DEIR), and, therefore, is considered the peak hour period for traffic impact studies in the City.

A traffic impact analysis of the Wharf Master Plan was prepared by Ron Marquez, consulting traffic engineer, in accordance with City requirements. The impact study was based on intersection turning movement counts taken in April 2017 at the study intersections during the PM peak period (4:00 pm to 6:00 pm), from which the PM peak hour was determined. The City's Guidelines recommend evaluating any General Plan critical intersection which will be affected by 25 or more new trips from the proposed project. Three intersections were identified for further analysis based on these Guidelines. No other critical intersections are anticipated to be measurably affected beyond the study intersections.

Wharf entrance and exit information was reviewed for 2014, 2016, and fiscal year 2018-19. This information provides an estimate of traffic in and out of the Wharf but can also be used to estimate the parking occupancy during the course of a day. The information from the 2014 data was used to establish parking occupancy and typical trip generation rates as these counts were higher in average and overall volumes than those in 2016. Project trip generation is provided in the traffic study, and traffic distributed on city streets utilizing the City's traffic model that was developed as part of the *General Plan 2030*. The traffic analysis computed intersection LOS using the 2010 and 2000 HCM methodology and Synchro 10 software. The result of the HCM calculations is an estimate of average control delay at the intersection which corresponds to an LOS grade. It is noted that AMBAG maintains a regional travel demand model, but it was not used as the City's model is more detailed and specific to conditions in the City.

While LOS can no longer be used as a basis for determining impact significance as a result of changes in the State CEQA Guidelines, effective in 2019, LOS is still used as a measure for traffic congestion and the City's circulation system as set forth in the City's adopted General Plan. Therefore, LOS conditions are described with regard to conflicts with a program, ordinance or policy establishing the circulation system.

Impacts and Mitigation Measures

The following impact analyses address conflicts with policies and programs regarding the circulation system (TRA-1), the potential to substantially increase hazards (TRA-3) or the potential to result in inadequate emergency access (TRA-4). No impacts were identified related to conflicts with CEQA Guidelines) (TRA-2). as explained below.

TRA-2: *Conflicts with CEQA Guidelines (VMT) – No Impact.* CEQA Guidelines section 15064.3, subdivision (b) codifies the switch from LOS to vehicle miles traveled (VMT) as the metric for transportation impact analysis pursuant to state legislation adopted in 2013. Section 15064.3(b) indicates that development projects that exceed an applicable VMT threshold of significance may indicate a significant impact. Generally, projects within one-half mile of either an existing major transit stop or a stop along an existing high quality transit corridor should be presumed to cause a less-than-significant transportation impact. Projects that decrease vehicle miles traveled in the project area compared to existing conditions also should be presumed to have a less-than-significant transportation impact according to the CEQA Guidelines. The Wharf entrance is slightly more than one-half mile south of the Santa Cruz Metro Center, but is in proximity to transit routes and seasonal trolley and recreational rail services.

As previously indicated, the City of Santa Cruz is in the process of developing a VMT threshold, but has not yet adopted one and has until July 1, 2020 to do so. Thus, at the present time, the project would not conflict or be inconsistent with CEQA Guidelines section 15064.3.

Nonetheless, the City did review VMT related to implementation of recommendations in the Wharf Master Plan. Technical guidelines published by the California Office of Planning and Research indicate a per capita or per employee VMT that is 15 percent below that of existing development may be a reasonable threshold (California Office of Planning and Research, December 2018). Additionally, the guidelines indicate that overall per-capita vehicle travel would need to be approximately 14.3 percent lower than existing levels to meet targeted greenhouse gas emissions reductions, and below these levels, a project could be considered low VMT. Furthermore, residential development that would generate vehicle travel that is 15 or more percent below the existing residential VMT per capita, measured against the region or city, may indicate a less-than-significant transportation impact. The State guidelines also indicate that if existing models or methods are not available to estimate the vehicle miles traveled for the particular project being considered, a lead agency may analyze the project's vehicle miles traveled qualitatively. Such a qualitative analysis would evaluate factors such as the availability of transit, proximity to other destinations, etc. For many projects, a qualitative analysis of construction traffic may be appropriate.

Adoption and implementation of the Wharf Master Plan and future construction of planned improvements would expand the Wharf by approximately 2.5 acres, and as a result, approximately 50% of the Wharf's future area would be devoted to public access, recreation and open space areas. These improvements include the Eastern Promenade, Westside Walkway and two boat facilities. Therefore, both policies and actions included in the Wharf Master Plan, as well as planned improvements, would support alternative transportation modes. Furthermore, the Wharf is served by the SCMTD bus stops and seasonal trolley and recreational train service. The recommendations in the Master Plan support and enhance opportunities for pedestrian and bicycle access. Therefore, while the three new buildings would generate per capita employee VMT, the other measures in the Master Plan to increase alternative modes and the Wharf's proximity to existing alternative transportation modes, which would serve to reduce project-related VMT. Therefore, the project would not conflict or be inconsistent with CEQA Guidelines section 15064.3.

Impact TRA-1: Circulation System Impacts. Implementation of the Wharf Master Plan and construction of recommended structures and improvements could result in increased vehicle trips to the Wharf, but would not conflict with a program, ordinance, or policy establishing the circulation system (TRA-1). Therefore, the impact is *less than significant*.

Wharf Master Plan

Adoption and implementation of the Wharf Master Plan and future construction of planned improvements would expand the Wharf by approximately 2.5 acres, and as a result, approximately 50% of the Wharf's future area would be devoted to public access, recreation and open space

areas. These improvements include the Eastern Promenade, Westside Walkway and two boat facilities. Implementation of the Plan would result in construction of three new buildings (Gateway, Events Pavilion and Landmark), and potential intensification of existing buildings and uses on the Wharf. The three new buildings would result in approximately 15,000 square feet of new building space with publicly-oriented uses, such as visitor center, displays, and possible relocation of the Surfing Museum. The Master Plan identifies potential expansion of existing commercial buildings of approximately 4,000 square feet in two locations. The Master Plan also encourages the development of second floor uses and provides a preliminary estimate that potential intensification within the existing building footprint could result in a total 20-30% increase in building space separate from the three new buildings, including the above referenced expansion. This would be approximately 12,000-18,000 square feet, including the above specific infill locations, although the Master Plan does not specify locations for expansion of existing buildings. However, to provide a worst-case analysis, this EIR assumes 37,000 square feet of new development that includes 15,000 square feet for public uses and 22,000 square feet for new commercial uses.

Overall visitor use at the Wharf could increase with implementation of the Wharf Master Plan due to: 1) enhancement of existing public spaces, including expansion and increased public and private events at the Wharf; 2) expansion of opportunities for boat tours and small craft launches; and 3) potential increase in commercial uses and parking within the existing development footprint. A specific level of increased use cannot be accurately estimated as there are no projections of future visitor use at the Wharf. The City estimates that approximately 2.5 million visitors currently come to the Wharf annually.

Conflicts with General Plan Policies and Programs. The City's *General Plan 2030* includes several policies and actions that call for implementation of road, pedestrian, bicycle and transit improvements through the City's Capital Improvement Program and other sources (M2.1.3, M2.3.2, M3.2.2). The General Plan supports regional funding and implementation of key regional projects "that can significantly benefit Santa Cruz and further the City's mobility policies" (M2.1.4). There are no specific road transportation improvements identified for specific locations, except for improvement of access to/from the Harvey West area. However, the General Plan does call for maintaining and updating the Traffic Impact Fee (TIF) program to ensure that developers pay a proportional share of circulation system improvements (M3.1.5). The General Plan also calls for updating the Beach and South of Laurel Area Plan to reflect needed improvements along the Visitor/Beach Area travel corridors (M3.3.3).

The *General Plan 2030* includes goals, policies and actions that set forth comprehensive measures to reduce vehicle trips, increase vehicle occupancy, encourage use of alternative transportation modes, and promote alternative-sustainable land use patterns, all of which would help reduce vehicle trips, and avoid and minimize adverse impacts related to traffic. The General Plan also promotes alternative transportation improvements with Transportation System Management (TSM) strategies. Action M4.3.2 seeks to develop bike commute routes along the railroad right-of-way, West Cliff Drive, Broadway, King and other streets. The *General Plan 2030* also encourages

passenger rail transit or other alternative transportation options along the existing rail corridor via the continued support, acquisition, and expansion of railroad rights-of-way (M2.2). Policy M2.3 and its four accompanying actions seek to increase the efficiency of the City's multi-modal transportation system to design for and accommodate multiple transportation modes (M2.3.1), as well as TSM measures and road improvements to achieve an acceptable level of service (M2.3.2). Policies M3.1.1 and M3.1.2 direct the City to seek ways to reduce vehicle trip demand, reduce the number of peak hour vehicle trips, and encourage high occupant vehicle travel.

The existing footprint for vehicular circulation, parking and commercial development on the Santa Cruz Wharf would be maintained with implementation of the Wharf Master Plan. Master Plan policies seek to use the exiting circulation footprint more efficiently, and reconfiguration of some parking areas is proposed, which could provide a 10-15% increase in parking spaces (approximately 45-65 spaces) within the existing parking footprint. Supporting Master Plan actions seek to improve alternative modes of travel, including pedestrian, bicycle, and public transit and shuttles and reduce impediments to pedestrian movement along the sidewalk. Adoption and implementation of the Wharf Master Plan and future construction of planned improvements would expand the Wharf by approximately 2.5 acres, and as a result, approximately 50% of the Wharf's future area would be devoted to public access, recreation and open space areas. These improvements include the Eastern Promenade, Westside Walkway and two boat facilities. Therefore, both policies and actions included in the Wharf Master Plan, as well as planned improvements, would support alternative transportation modes, and therefore the implementation of the Master Plan would not conflict with General Plan policies regarding the City's circulation system.

The City's *General Plan 2030* strives to maintain a LOS of "D" or better as the acceptable level of service for intersections (M3.1.3) as one of the ways to manage congestion in addition to finding ways to reduce peak hour vehicle trips. This LOS criteria is applied only to intersections within the City's jurisdiction, but not to Caltrans intersections or highway segments. The General Plan also accounts for accepting a LOS below "D" at major regional intersections where improvements would be prohibitively costly or result in significant, unacceptable environmental impacts (M3.1.4).

For City intersections that already operate at unacceptable levels of service (E or F), the City considers project impacts to be significant if congestion will worsen measurably at the intersection as a result of the project. "Measurably worse" is considered to be a three percent increase in trips at the affected intersection. The City has used the three percent significance criterion for project trip contribution at existing impacted intersections, except for Caltrans-maintained intersections, in part based on directives in the City's existing General Plan to accept a certain level of congestion during peak hours at major intersections, as well as to reflect variations in daily traffic volumes. The three percent criterion has been used throughout the City and is based upon the likelihood that a project would not result in an observable increase in congestion at a given intersection or road segment. This is based in part on information provided by Caltrans, in the yearly "Traffic Volumes" reports, which identifies the standard deviation expected with regard to reliability of traffic count data. The standard deviation ranges indicate a 12 percent deviation at 10,000 vehicle

trips, meaning that if a traffic count totals 10,000 vehicles per day, then approximately 90 percent of the time, the actual traffic counts will lie within a range of 8,800 to 11,200 vehicles. Thus, the three percent reflects this variation in daily traffic conditions (California Department of Transportation, 2015b).

Regarding Caltrans' intersections, highway segments and other Caltrans maintained facilities, the Caltrans Traffic Impact Study Guidelines (Caltrans 2002) state that Caltrans endeavors to maintain a target LOS at the transition between LOS C and LOS D on State highway facilities. As such, LOS C through D is considered to be acceptable traffic operations during the peak hour at intersections maintained by Caltrans. The Guidelines also state that if an existing State highway facility is operating at less than the appropriate target LOS, the existing MOE ("measure of effectiveness") should be maintained (Caltrans, 2002).

A review of traffic conditions with implementation of the Wharf Master Plan was conducted by Ron Marquez, consultant to the City's Public Works Department (Marquez, January 2020) based on review of City information for Wharf gate entries and exits for the entire year of 2014 for all trips to the Wharf. The vehicle trip generation rate for the Wharf ranged from 47 trips per 1,000 square feet of commercial area per day on average versus 58 trips per 1,000 square feet per day during summer peaks. The existing weekday PM peak hour trip generation rate is about approximately 5 trips per hour per 1,000 square feet of development. This rate compares to that of a shopping center of similar size as provided by the Institute of Transportation Engineers in "Trip Generation Manual 9th edition". This trip rate incorporates the subsidiary uses on the wharf such as the public spaces and boat launching facilities and general visitor use.

Implementation of the Wharf Master Plan and buildout would generate 1,739 approximately new trips per day and 185 new trips during the weekday PM peak hour with 111 entering and 74 exiting during this time. A portion of these trips are pass-by trips, meaning trips already in the circulation system in the vicinity of the Wharf. Therefore the new trip estimates are reduced for the adjoining intersections but not at the Wharf entrance itself

Table 4.5-4 identifies intersection levels of service with the addition of project traffic. This increase in trips would not result in a decrease of existing LOS at the Pacific Avenue intersections with Beach Street and Center Street, which would remain at B at both intersections. Project trips would add trips and increase delay at the West Cliff/Bay intersection, which would continue to operate at an unacceptable LOS E. However, project trips would contribute less than a 3% increase in trips to this intersection, and therefore, which would be within typical daily traffic fluctuations. The West Cliff/Bay intersection can be improved to an acceptable LOS of A-B with installation of a roundabout or traffic signal (Pinnacle Traffic Engineering, February 2019). This improvement is included in the City's (CIP) and a mini-roundabout was approved as part of the recently approved mixed-use project at 190 West Cliff Drive. See section 5.4 of this document regarding cumulative projects in the area. Therefore, the project would not result in deterioration of existing acceptable levels of service at vicinity intersections or conflict with General Plan policies regarding LOS standards.

The project would result in approximately 6 to 24 additional PM peak hour trips along Highway 1 and 28 additional peak hour trips along Highway 17, representing a 0.8 to 1.0 percent increase. All of the study highway segments would operate at acceptable levels of service according the LOS targets established by Caltrans as summarized on Table 4.5-5.

TABLE 4.5-4: Intersection Weekday PM Peak Hour Levels of Service with Project

#	Intersection	Existing Conditions		Existing Plus Project Conditions	
		PM Peak Hour		PM Peak Hour	
		Delay [1]	LOS	Delay	LOS [1]
1	Pacific Avenue-Wharf Entrance/Beach Street	10.3	B	12.0	B
2	Pacific Avenue / Center Street	11.6	B	13.3	B
3	West Cliff Drive/Bay Street	41.2	E	48.3	E

[1] Delay indicated in seconds/vehicle.

SOURCE: Ron Marquez, Traffic Engineer, January 2020

TABLE 4.5-5: Highway Traffic Volumes and Peak Hour Levels of Service with Project

Segment	Direction	Number of Lanes	Max Flow Rate for C	Max Flow Rate for D	Existing		Existing plus Project			
					Volume	LOS	Project Trips	Volume	Percent Change	LOS
Route 1: Route 9 to Route 17	N	2	2,592	3,444	2,120	C	9	2,129	0.4%	C
	S	2	2,592	3,444	3,180	D	6	3,186	0.2%	D
Route 1: Route 17 to Emeline	N	2	3,888	3,888	3,960	D	24	3,984	0.6%	C
	S	2	3,888	3,888	2,640	C	16	2,656	0.6%	C
Route 17: Route 1 to Pasatiempo	N	3	3,888	5,165	4,070	C	19	3,358	0.5%	D
	S	3	3,888	5,165	3,330	C	28	2,728	0.8%	C

Peak hour volumes from Caltrans 2017
Peak hour factor-.92, free flow speed – 55, heavy vehicle factor-.985 (Exhibit 11-17 HCM 2010)

SOURCE: Ron Marquez, Traffic Engineer Consultant

As indicated above, the Wharf Master Plan includes policies that seek to use the existing circulation footprint more efficiently (#6) to add parking with support actions to improve alternative modes of travel, including pedestrian, bicycle, and public transit and shuttles and reduce impediments to pedestrian movement along the sidewalk. The Master Plan also includes recommendations for increasing the supply of bicycle parking and encouraging a shuttle system. Specifically, the Master Plan proposes that bicycle parking (64 spaces) be provided along the western edge of the East Promenade in the transition area between the vehicular parking and the promenade. The Plan indicates that 64 spaces could be initially provided with up to 150 bicycle parking spaces ultimately anticipated as demand warrants. The Plan addresses potential shuttle service from the Downtown and other remote parking areas to the Wharf and Beach Area. Thus, the programmatic components of the Plan seek to expand alternative transportation modes,

which would help reduce some of the new trips to the Wharf. The Master Plan polices and recommended improvements would encourage more walking and biking to the Wharf by providing a safer and more attractive pedestrian and bike paths and amenities. Therefore, implementation of the Wharf Master Plan would not result in conflicts with existing General Plan polices regarding all modes of transportation on the City's circulation system. Additionally, the increase in traffic resulting from the project is less than City thresholds, and Master Plan policies and actions to increase bicycle, pedestrian and other alternative transportation modes would serve to offset at least some of the potential increase in vehicular traffic.

Conflicts with Other Plans, Policies and Programs. Other than the *General Plan 2030*, there are no other adopted plans, ordinances, or policies that establish the circulation system, including transit, road, bicycle and pedestrian facilities. Although, not an adopted plan, the City's Active Transportation Plan (ATP) is a guide for active mobility for non-motorized forms of transportation, in particular walking and bicycling and identifies an integrated network of walkways and bikeways that connect the city of Santa Cruz neighborhoods and communities to employment, education, commercial, recreational and tourist destinations. The ATP includes a number of recommendations including programs and projects to create an integrated network of walkways and bikeways that connect neighborhoods to employment centers, commercial land uses, educational facilities, and recreational opportunities. The recommended projects in the ATP are prioritized and ranked based on a number of criteria including crash data, proximity to trip generators, traffic counts and public comments.

The SCMTD completes a Short Range Transit Plan (SRTP) every five years that contains a review of procedures and an analysis of existing services that results in service improvements and investments. The most recent SRTP (SCMTD 2013) contains a number of policy, practice, and service recommendations. Policy and practice recommendations primarily address SCMTD infrastructure. In 2016, SCMTD underwent a comprehensive operational analysis to reduce operating expenses in order to address a structural deficit of \$6.5 million. The operating analysis resulted in a number of service changes that help to reduce operating costs and superseded the recommendations in the SRTP.

The project would not conflict with any policies, plans or programs supporting alternative transportation, and the Master Plan policies and actions support alternative transportation, and the improvements recommended in the Plan support expansion of pedestrian and bicycle access, including installation of approximately 64-150 bicycle parking spaces.

Near-Term Projects

Entry Gate Relocation. The proposed relocation of the entry gate further south onto the Wharf from its current location would not result in new structural development that would result in generation of new vehicle trips. The relocation will provide more efficient accessibility for vehicles entering and exiting the Wharf, but would not affect the number of vehicles accessing the Wharf. Therefore, this near-term project would have *no impact* related to the City's circulation system.

East Promenade. The proposed East Promenade would expand the Wharf surface area by approximately 1.5 acres, and would be devoted to pedestrian use. The facility would not result in construction of buildings. The use of this new area would be by visitors on foot or on bicycle and would not result in increased vehicle trips and would not conflict with City plans regarding alternative transportation modes, but would support policies that call for enhanced pedestrian and bicycle facilities. The preliminary engineering plans also include restriping of existing Wharf parking areas, which will result in approximately 60 additional vehicle parking spaces over the existing 444 spaces. Since parking occupancy at the Wharf is only at its fullest during times during the peak summer period and when special events are held, the increase of parking would not by itself trigger additional trips to the Wharf. Therefore, there would be *no impact* related to the City's circulation system with implementation of this near-term project.

Mitigation Measures

No mitigation measures are required as a significant impact has not been identified.

Impact TRA-3: **Project Access.** The project would not result in creation of hazards due to design of the project circulation system (TRA-3). Therefore, the project would result in *no impact*.

Access to the site will be provided by existing roadways, and the proposed project does not include any design features that would result in substantially increased hazards. The proposed relocation of the Wharf entry gate further onto the Wharf will help improve traffic flow along Beach Street and on the Wharf itself. Wharf egress will be subject to a yield condition as motorists enter into the roundabout. Wharf ingress doesn't change much as vehicles are coming from the roundabout. Review with the City Public Works Department indicates that the crosswalk(s) system could be modified to improve visibility once the existing entrance booths are removed, which would benefit pedestrians and bicyclists.

Mitigation Measures

No mitigation measures are required as a significant impact has not been identified.

Impact TRA-4: **Emergency Access.** The project would not result in inadequate emergency access (TRA-4). Therefore, the project would result in *no impact*.

The project would not interfere with or result in inadequate emergency access. The relocated entry gate and East Promenade will provide enhanced emergency vehicle access over what currently is available. The East Promenade will be designed to support fire truck loading requirements so that it can be used for emergency access.

Mitigation Measures

No mitigation measures are required as a significant impact has not been identified.

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