

4.14 TRANSPORTATION AND CIRCULATION

This report describes the existing setting with regard to transportation and circulation conditions, including transit services and pedestrian and bicycle facilities in the project’s vicinity of the Vallejo Ferry Terminal Reconfiguration project (“Project”); discusses the regulations and policies pertinent to transportation and circulation; assesses the potential transportation impacts that could result from implementation of the Project; and provides, where appropriate, mitigation measures to address those impacts.

4.14.1 ENVIRONMENTAL SETTING

This section provides a discussion of the existing conditions related to transportation and traffic around and within the Project vicinity. Figure 1 shows the Project site location and surrounding area.

Roadway Network

Regional and local roadways serving the Project site are described below.

(1) Regional Access

Interstate-80 (I-80) is an east-west freeway directly east of the Project site extending southwest to Berkeley and San Francisco via the Carquinez Bridge, and northeast through Fairfield and Sacramento, into Nevada and beyond. I-80 is oriented in the north-south direction through the study area and is accessible from the Project site via interchanges at State Route-29 (SR-29), Magazine Street, Curtola Parkway, Benicia Road, Georgia Street, Springs Road, and Tennessee Street. In the study area, I-80 provides three lanes in each direction and has a posted speed limit of 65 miles per hour (mph).

- Interstate-780 (I-780) is an east-west freeway directly east of the Project site that connects from Interstate-680 (I-680), north of the Benicia-Martinez Bridge, to I-80 in Vallejo. The freeway terminates at the I-80/I-780 interchange, connecting to Curtola Parkway at the Lemon Street intersection. I-780 is accessible from the Project site via Curtola Parkway. In Vallejo, I-780 consists of two lanes in each direction with a posted speed limit of 65 mph.
- SR-29 is a north-south principal arterial/state route directly east of the Project site extending from I-80 in the south, to State Route-37 (SR-37), through American Canyon until its intersection and transition with State Route-12. SR-29 runs through the western part of the City of Vallejo where the roadway is also known as Sonoma Boulevard. SR-29 can be accessed from the Project site via Curtola Parkway, Maine Street, Georgia Street, and Tennessee Street. In the Project vicinity, Sonoma Boulevard is a two-lane roadway with left-turn pockets at major intersections and a posted speed limit of 30 mph.
- SR-37 is an east west freeway/two-lane divided highway north of the Project site. In the Project vicinity, SR-37 is a freeway with a northeast-southwest orientation. SR-37 extends from its interchange with I-80 through Vallejo west to its interchange with US-101. SR-37 is accessible from the Project site via its interchanges at Railroad Avenue and Walnut Avenue on Mare Island, Wilson Avenue, and SR-29. In Vallejo, SR-37 consists of two lanes in each direction with a posted speed limit of 65 mph.

(2) Local Access

- Curtola Parkway is an east-west arterial street south of the Project site. Curtola Parkway extends west from the I-780 terminus to the Maine Street and Mare Island Way intersection where the roadway transitions into Mare Island Way. Curtola Parkway provides two travel lanes in each direction. The posted speed limit is 40 mph from I-780 to the Sonoma Boulevard (SR-29) intersection, where it lowers to 35 mph.
- Mare Island Way is a north-south arterial road that runs along the eastern boundary of the Project site extending from the Maine Street and Curtola Parkway intersection to the Hichborn Street and Wilson Avenue intersection, where the roadway transitions to Wilson Avenue. In the Project vicinity, Mare Island Way provides two travel lanes in either direction and the posted speed limit is 35 mph.
- Georgia Street is an east-west arterial street that extends from the intersection of Ascot Parkway to the intersection of Mare Island Way bordering the Project site. Georgia Street connects to I-80 via its interchange and intersects with Sonoma Boulevard (SR-29). In the Project vicinity, Georgia Street provides one lane of travel in each direction with a posted speed limit of 25 mph.
- Tennessee Street is an east-west arterial street directly north of the Project site extending from the intersection of Columbus Parkway to the Mare Island Road and Mare Island Causeway intersection, where the roadway transitions to Mare Island Causeway. The roadway connects to I-80 via its interchange and intersects with Sonoma Boulevard (SR-29). In the Project vicinity, Tennessee Street provides two travel lanes in each direction with a posted speed limit of 30 mph.
- Mare Island Causeway is an east-west arterial road directly north of the Project site and extends from the Mare Island Way and Tennessee Street intersection to the Nimitz Avenue and G Street intersection, where the roadway transitions into G Street. Besides SR-37, Mare Island Causeway serves as the only connection from Vallejo to Mare Island. In the Project vicinity, this road provides one lane of travel in each direction with a posted speed limit of 30 mph.
- Maine Street is an east-west collector street just south of the project site extending from its transition to Benicia Road at the Solano Avenue and Amador Street intersection to Curtola Parkway. In the Project vicinity, Maine Street provides two travel lanes in each direction with a posted speed limit of 25 mph.
- Florida Street is an east-west collector street north of the Project site extending from the Solano Avenue and 14th Street intersection to Mare Island Way. In the Project vicinity, this road provides one lane of travel in each direction with a posted speed limit of 25 mph.

Transit System

Transit service providers in the Project vicinity include Solano County Transit (SolTrans), VINE Transit, Amtrak, and the San Francisco Bay Ferry. SolTrans provides local and intercity bus service, while VINE Transit and Amtrak provide regional intercity bus service. San Francisco Bay Ferry provides access to the San Francisco Bay Area through specific terminals. Existing transit services near the Project site are shown in Figure 2 and described below.

(1) Bus Services

SolTrans serves as the primary bus service provider in Vallejo providing both local and regional options. Regional lines R, Y, and 82 along with local lines 1, 2, 3, 4, 5, 6, 7A, 7B, and 8 operate within the Project vicinity. All Soltrans routes stop at either the Vallejo Ferry Terminal, or the Vallejo Transit Center (approximately 0.2-mile walking distance from the Vallejo Ferry Terminal). VINE Transit service lines 11 and 11X also stop at either the Vallejo Ferry Terminal, or Vallejo Transit Center, and provide regional access to American Canyon. Amtrak provides a connecting bus service (route 7) from the Martinez Amtrak Station to Cal Poly Humboldt Campus that stops at the Vallejo Transit Center. Table 4.14-1 summarizes the characteristics of the SolTrans, VINE Transit, and Amtrak routes operating in the Project Area.

Table 4.14-1. SolTrans, VINE Transit, and Amtrak Routes in the Project Vicinity

Agency	Route	Type	Termini	Closest Stop	Hours of Operation ¹	Peak Frequency
SolTrans	Y	Intercity/ Commuter	Vallejo Transit Center to Walnut Creek BART	Vallejo Ferry Terminal	Monday to Friday: 4:30 AM to 10:30 PM Weekend: 6:15 AM to 9:00 PM	Monday to Friday: 60 minutes Weekend: 60-90 minutes
SolTrans	R	Intercity/ Commuter	Suisun/Fairfield Amtrak Station to El Cerrito del Norte BART	Vallejo Transit Center	Monday to Friday: 4:30 AM to 11:00 PM ² Weekend: 7:00 AM to 10:00 PM ²	60 minutes
SolTrans	82	Intercity/ Commuter	Fairfield Transportation Center to San Francisco Ferry Terminal	Vallejo Transit Center	Monday to Friday: 4:45 AM to 11:30 PM	2 buses per peak period
SolTrans	1	Local	Vallejo Transit Center to Rancho Square	Vallejo Transit Center	Monday to Friday: 6:45 AM to 9:15 PM Weekend: 8:30 AM to 7:15 PM	60 minutes
SolTrans	2	Local	Vallejo Transit Center to Gateway & Fairgrounds	Vallejo Transit Center	Monday to Friday: 7:00 AM to 9:45 PM Saturday: 9:00 AM to 6:45 PM	60 minutes
SolTrans	3	Local	Vallejo Transit Center to Fulton & Old Glen Cove	Vallejo Transit Center	Monday to Friday: 7:30 AM to 8:15 PM Saturday: 8:45 AM to 6:15 PM	30 minutes
SolTrans	4	Local	Vallejo Transit Center to Sereno Transit Center	Vallejo Transit Center	Monday to Friday: 7:00 AM to 9:00 PM Saturday: 8:30 AM to 6:30 PM	60 minutes

SolTrans	5	Local	Vallejo Transit Center to Gateway & Fairgrounds	Vallejo Ferry Terminal	Monday to Friday: 6:45 AM to 8:00 PM Saturday: 8:30 AM to 6:00 PM	60 minutes
SolTrans	6	Local	Vallejo Transit Center to Georgia & Rosewood Hogan MS	Vallejo Transit Center	Monday to Friday: 7:00 AM to 8:00 PM Saturday: 8:30 AM to 6:15 PM	60 minutes
SolTrans	7A	Local	Vallejo Transit Center to Gateway Plaza	Vallejo Transit Center	Monday to Friday: 6:45 AM to 9:00 PM Weekend: 8:45 AM to 7:15 PM	60 minutes
SolTrans	7B	Local	Vallejo Transit Center to Gateway Plaza	Vallejo Transit Center	Monday to Friday: 6:45 AM to 9:00 PM Weekend: 8:45 AM to 6:45 PM	60 minutes
SolTrans	8	Local	Vallejo Transit Center to Georgia & Rosewood Hogan MS	Vallejo Transit Center	Monday to Friday: 6:30 AM to 8:45 PM Saturday: 9:00 AM to 6:45 PM	60 minutes
VINE	11	Intercity/ Commuter	Vallejo Ferry Terminal to Redwood Park & Ride	Vallejo Ferry Terminal	Monday to Friday: 6:30 AM to 9:30 PM Weekend: 7:45 AM to 9:30 PM	60 minutes
VINE	11X	Intercity/ Commuter	Vallejo Ferry Terminal to Redwood Park & Ride	Vallejo Ferry Terminal	Monday to Friday: 6:15 AM to 7:30 PM	2 buses in AM peak period 3 buses in PM peak period
Amtrak	Route 7 NB	Intercity	Martinez Amtrak Station to Cal Poly Humboldt Campus	Vallejo Transit Center	Monday to Sunday: 10:45 AM to 8:00 PM	4 buses per day
Amtrak	Route 7 SB	Intercity	Cal Poly Humboldt Campus to Martinez Amtrak Station	Vallejo Transit Center	Monday to Sunday: 7:00 AM to 4:45 PM	3 buses per day

Table Notes

1. Time rounded to 15 minutes.
 2. Limited service offered within this time.
- Source: SolTrans, VINE Transit, and Amtrak, accessed July 2023.

(2) San Francisco Bay Ferry

The San Francisco Bay Ferry provides medium distance, cross-bay ferry service at various ferry terminals around the San Francisco Bay Area. The Vallejo Route provides 30-minute service during peak frequency with 60-minute travel times expected. The Vallejo Ferry Terminal is approximately 0.2 miles walking distance from the Vallejo Transit Center.

Pedestrian Network

Pedestrian facilities such as sidewalks, multi-use paved trails, and unpaved recreational trails are provided in the City of Vallejo. Continuous sidewalks are provided in developed areas of the city. Pedestrian activity is concentrated primarily in the downtown area, particularly near the Vallejo Ferry Terminal, Vallejo Transit Center, and the denser, gridded portions of Georgia Street, Virginia Street, Capitol Street, and Sonoma Boulevard. According to the Solano County Active Transportation Plan, in 2020 there were 515 existing miles of sidewalk, with 727 miles of potential sidewalk throughout the city.

Much of the denser, grid-like portion of the downtown area has existing pedestrian facilities. However, some sidewalk gaps exist within the Project vicinity as highlighted in the Solano County Active Transportation Plan. North of the Project site, sidewalks are generally provided although minor gaps exist in the residential neighborhoods, such as on portions of Trinity Street and Kentucky Street. The main two roads used to access the Vallejo Ferry Terminal – Mare Island Way and Georgia Street – present continuous sidewalks in both sides of the road.

Protected (signalized) crossings are provided at intersections along significant roads, such as Mare Island Way, and Sonoma Boulevard. The Vallejo Transit Center serves nearly all bus lines in the area and is 0.2 miles walking distance from the Vallejo Ferry Terminal via the protected crossing at the Mare Island Way/City of Vallejo Parking Garage Entrance intersection and the marked crossing on Santa Clara Street directly in front of the Vallejo Transit Center.

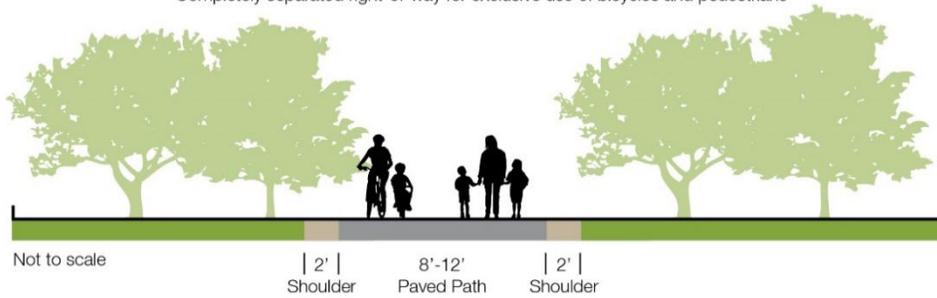
Bicycle Network

Bikeway planning and design in California typically relies on guidelines and design standards established by California Department of Transportation (Caltrans) in the *Highway Design Manual* (Chapter 1000: Bikeway Planning and Design). Caltrans provides examples for four distinct types of bikeway facilities, as described below and shown in the accompanying figures.

Class I Bikeways (Shared-Use Paths) provide a separate right-of-way and are designated for the exclusive use of bicycles and pedestrians, with vehicle and pedestrian cross-flow minimized. In general, bike paths serve corridors where on-street facilities are not feasible or where sufficient right-of-way exists to allow them to be constructed.

SHARED-USE PATH (CLASS I)

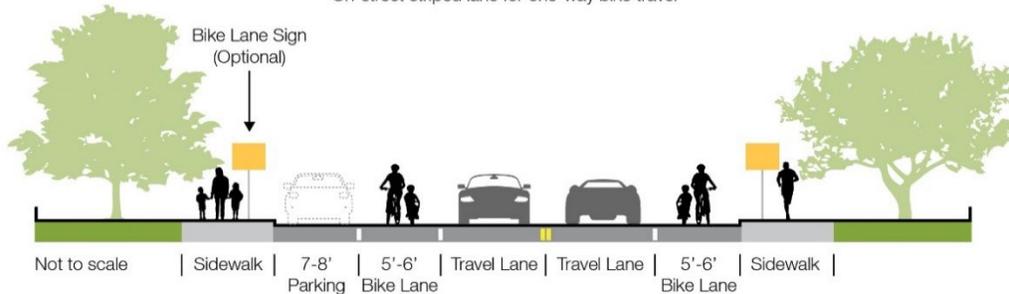
Completely separated right-of-way for exclusive use of bicycles and pedestrians



Class II Bikeways (Bicycle Lanes) are dedicated lanes for bicyclists generally adjacent to the outer vehicle travel lanes. These lanes have special lane markings, pavement legends, and signage. Bicycle lanes are typically five feet wide. Adjacent vehicle parking and vehicle/pedestrian cross-flow are permitted.

BICYCLE LANE (CLASS II)

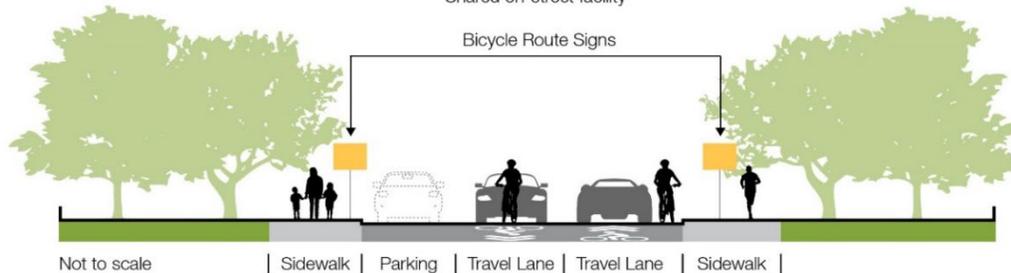
On-street striped lane for one-way bike travel



Class III Bikeways (Bicycle Routes) are designated by signs or pavement markings for shared use with pedestrians or motor vehicles but have no separated bike right-of-way or lane striping. Bike routes serve either to a) provide a connection to other bicycle facilities where dedicated facilities are infeasible, or b) designate preferred routes through high-demand corridors.

BICYCLE ROUTE (CLASS III)

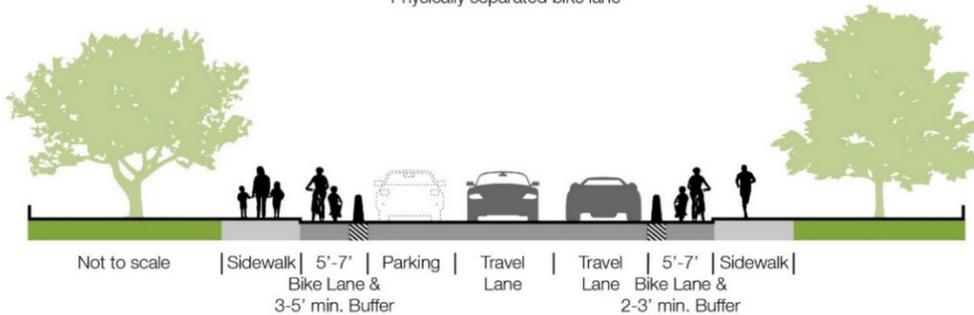
Shared on-street facility



Class IV Bikeways (cycle tracks or “separated” bikeways) provide a right-of-way designated exclusively for bicycle travel within a roadway and are protected from other vehicle traffic by physical barriers, including, but not limited to, grade separation, flexible posts, inflexible vertical barriers such as raised curbs, or parked cars.

CYCLE TRACK/SEPARATED BIKEWAY (CLASS IV)

Physically separated bike lane



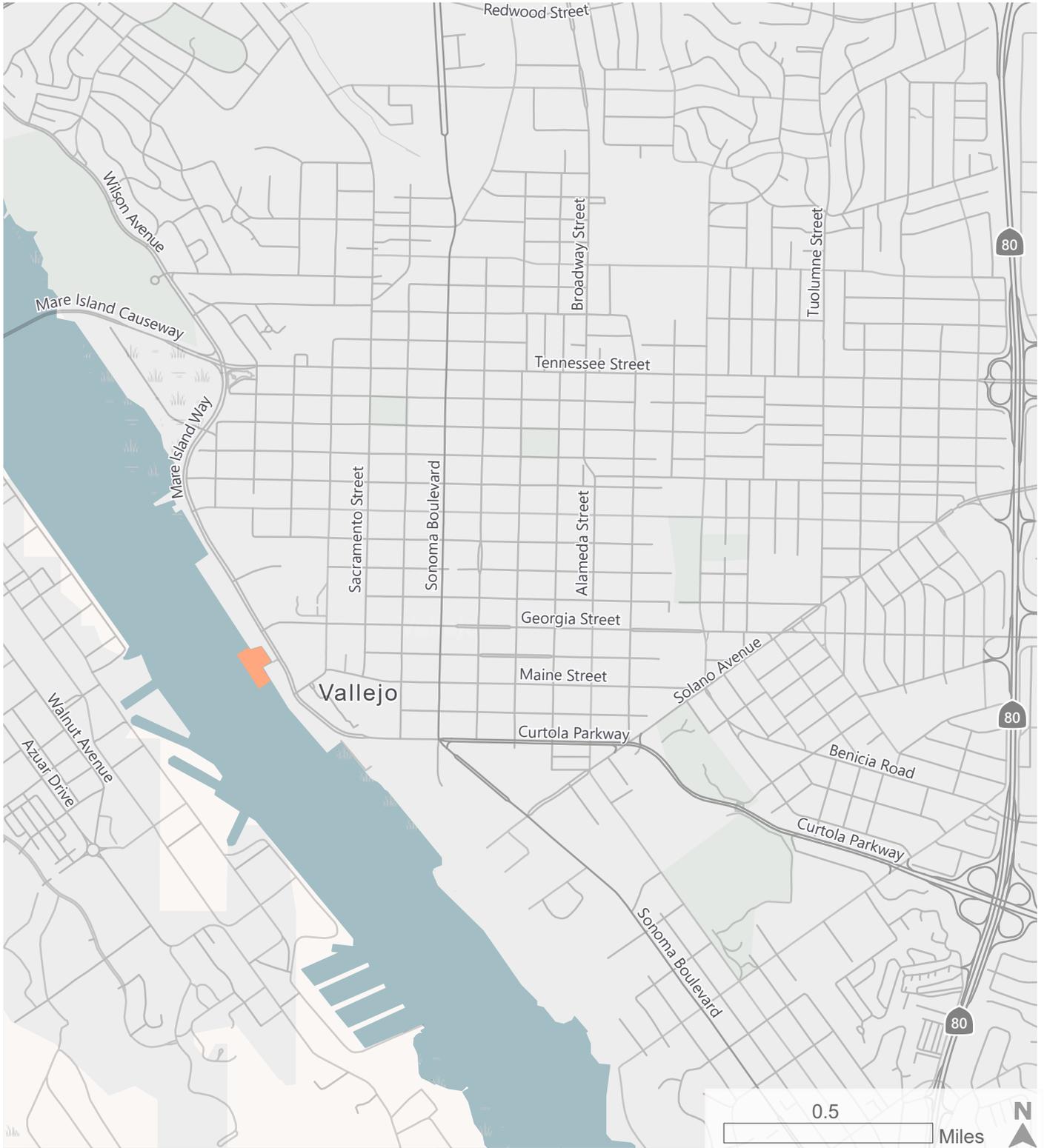
Class 1 bicycle paths are provided along the Vallejo waterfront parallel to Mare Island Way. Class 2 facilities are provided on Mare Island Way between Georgia Street and Maine Street, and further along the road between Florida Street and Wilson Avenue. These facilities are also provided on Georgia Street between Sonoma Boulevard and Monterey Street. Sonoma Boulevard also has an existing Class 2 bikeway lasting between Georgia Street and Florida Street.

The Solano County Active Transportation Plan and Vallejo General Plan propose the following bicycle projects in the Project vicinity:

- Class I facilities
 - San Francisco Bay Trail at Sacramento Street
 - Mare Island Causeway between Tennessee Street and Azuar Drive
- Class II facilities
 - Mare Island Way between Florida Street and Curtola Parkway
 - Wilson Avenue/Sacramento Street between San Francisco Bay Trail to Mare Island Way
- Class III facilities
 - Georgia Street between Sonoma Boulevard and Mare Island Way
 - Tennessee Street between Humboldt Street and Mare Island Way
 - Sacramento Street between Tennessee Street and Maine Street
 - Solano Avenue from Springs Road to Vallejo waterfront
 - Maine Street between Marin Street and Mare Island Way

- Class IV facilities
 - Sonoma Boulevard (SR-29) between I-80 and SR-37

Figure 3 illustrates the existing and proposed bicycle facilities in the Project vicinity.



Project Site



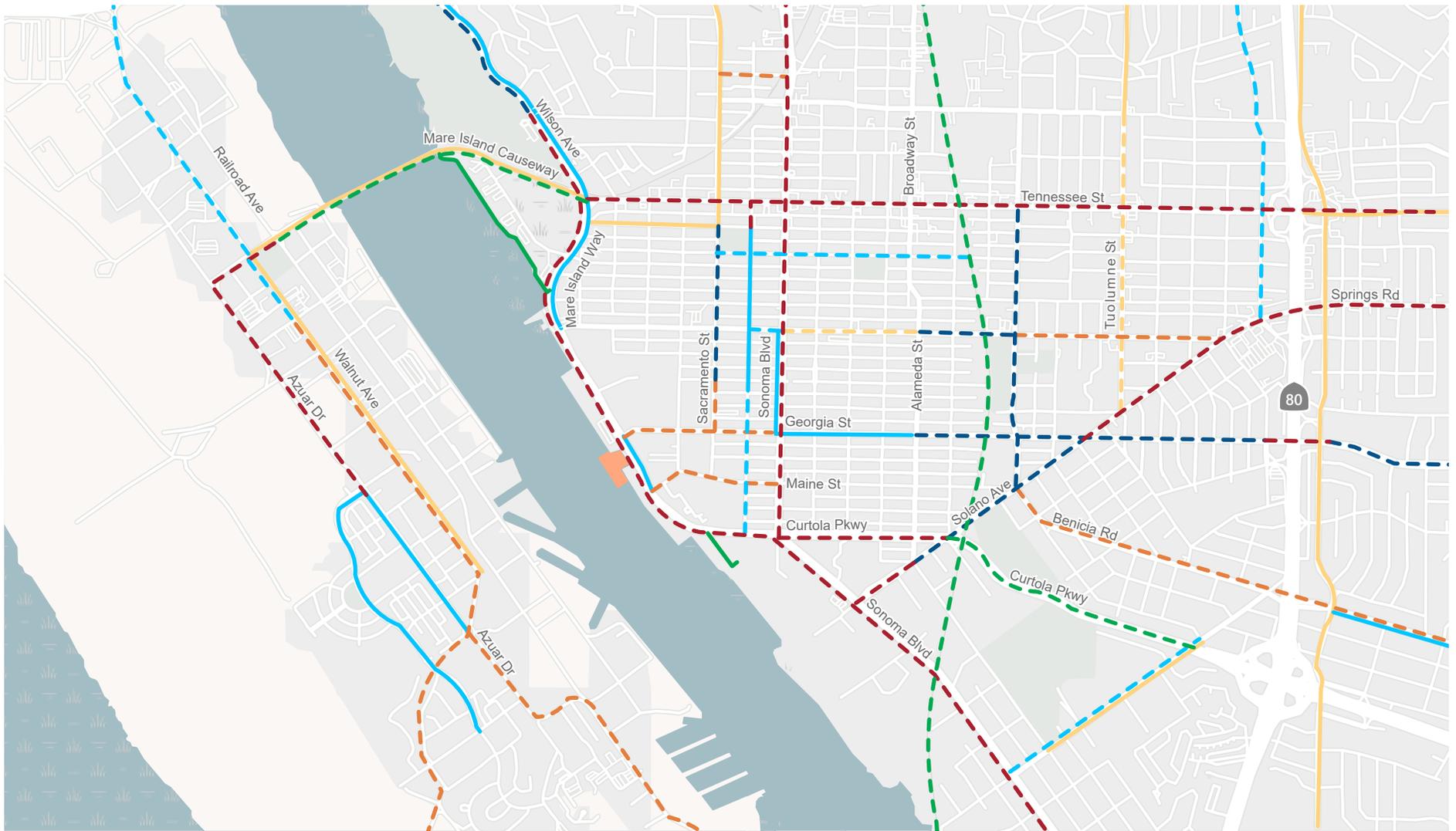
Figure 1
Project Site Vicinity



- Project Site
- Vallejo Ferry
- # SolTrans
- 11X Napa VINE
- 7 Amtrak Thruway



Figure 2
Existing Transit Routes



Project Site

Existing

- Class I Multi-Use Path
- Class II Bicycle Lane
- Class III Bicycle Route

Proposed

- Class I Multi-Use Path
- Class IV Separated Bikeway
- Class II Bicycle Lane
- Class II Buffered Bicycle Lane
- Class III Bicycle Boulevard
- Class III Bicycle Route



Figure 3

Existing and Proposed Bicycle Facilities

4.14.2 REGULATORY FRAMEWORK

Federal Regulations

AMERICANS WITH DISABILITIES ACT OF 1990

The Americans with Disabilities Act of 1990 (revised 2010) is a landmark civil rights law that prohibits discrimination based upon disability. Titles I, II, III, and V of the act have been codified in Title 42 of the United States Code, beginning at Section 12101. Title III prohibits discrimination on the basis of disability in “places of public accommodation” (businesses and non-profit agencies that serve the public) and “commercial facilities” (other businesses). The regulation includes Appendix 4.13-A to Part 36 (Standards for Accessible Design), which establishes minimum standards for ensuring accessibility for persons with a disability when designing and constructing a new facility or altering an existing facility, including roadways, parking lots, and sidewalks. Examples of key guidelines include detectable warnings for pedestrians when entering traffic where there is no curb, a clear zone of 48 inches for the pedestrian travel way, and a vibration-free zone for pedestrians.

State Regulations

CALIFORNIA DEPARTMENT OF TRANSPORTATION

Caltrans has authority over the State highway system, including freeways, interchanges, and arterial routes. Caltrans operates and maintains State highways in Vallejo. In the study area, Caltrans maintains control of I-80, I-780, SR-29, including the ramp terminal intersection at I-780/I-80/Curtola Parkway, and SR-37. Caltrans issued the Transportation Impact Study Guide (TISG) in May 2020, providing the process by which Caltrans will review and assess Vehicle Miles Travelled (VMT) impacts of land development projects. The TISG generally aligns with the guidance in the Governor’s Office of Planning and Research (OPR) Technical Advisory.

Caltrans also issued the Transportation Analysis Framework (TAF) in September 2020, which details methodology for calculating induced travel demand for capacity increasing transportation projects on the State Highway System. Caltrans also issued the Transportation Analysis Under CEQA (TAC) guidance in September 2020 which describes significance determinations for capacity increasing projects on the State Highway System.

Caltrans also issued Traffic Safety Bulletin 20-02-R1: Interim Local Development Intergovernmental Review Safety Review Practitioner Guidance in December 2020, describing the methods with which Caltrans will assess the safety impacts of projects on the Caltrans owned and operated network. This guidance states that Caltrans will provide its safety assessment to lead agencies for inclusion in environmental documents.

Finally, Caltrans has adopted procedures to oversee construction activities on and around its facilities. The Caltrans Construction Manual (Caltrans, 2020b) describes best practices for construction activities, including personnel and equipment safety requirements, temporary traffic control, signage, and other requirements aimed at reducing construction-related hazards and constructing projects safely and efficiently. Any work proposed on Caltrans facilities would be required to abide by these requirements.

State Transportation Improvement Program

The California Transportation Commission administers transportation programming, which is the public decision-making process that sets priorities and funds projects that have been envisioned in long-range transportation plans. The California Transportation Commission commits expected revenues for transportation projects over a multi-year period. The State Transportation Improvement Program is a multi-year capital improvement program for transportation projects both on and off the State highway system. The State Transportation Improvement Program is funded with revenues from the State Highway Account and other funding sources. State Transportation Improvement Program programming typically occurs every 2 years.

California Transportation Plan 2050

The California Transportation Plan 2050 was adopted in 2021. The plan, which is overseen by Caltrans, serves as a blueprint for California's transportation system, as defined by goals, policies, and strategies to meet the State's future mobility needs. The goals defined in the plan are related to safety, climate, equity, accessibility, quality of life and public health, economy, environment, and infrastructure. Each goal is tied to performance measures. In turn, members from regional and metropolitan planning agencies report these performance measures to Caltrans.

SENATE BILL (SB) 375

SB 375 provides guidance regarding curbing emissions from cars and light trucks. There are four major components to SB 375. First, SB 375 requires regional greenhouse gas emission targets. These targets must be updated every 8 years in conjunction with the revision schedule of the housing and transportation elements of local general plans. Second, Metropolitan Planning Organizations are required to create a Sustainable Communities Strategy (SCS) that provides a plan for meeting regional targets. Third, SB 375 requires housing elements and transportation plans to be synchronized on 8-year schedules. Finally, Metropolitan Planning Organizations must use transportation and air emissions modeling techniques that are consistent with the guidelines prepared by the California Transportation Commission.

ASSEMBLY BILL (AB) 1358

AB 1358, also known as the California Complete Streets Act of 2008, requires cities and counties to include "complete street" policies in their general plans. These policies address the safe accommodation of all users, including bicyclists, pedestrians, motorists, public transit vehicles and riders, children, the elderly, and persons with disabilities. These policies can apply to new streets, as well as the redesign of corridors.

SENATE BILL (SB) 743

Passed in 2013, SB 743 changes the focus of transportation impact analysis in CEQA from measuring impacts to drivers, to measuring the impact of driving. The change is being made by replacing Level of Service (LOS) as a performance metric with a VMT approach. This shift in transportation impact focus is intended to better align transportation impact analysis and mitigation outcomes with the State's goals to reduce greenhouse gas (GHG) emissions, encourage infill development, and improve public health through development of multimodal transportation networks. LOS or other delay metrics may still be used to evaluate the impact of projects on drivers as part of land use entitlement review and impact fee programs.

In December 2018, the Natural Resources Agency finalized updates to Section 15064.3 of the CEQA Guidelines, including the incorporation of SB 743 modifications. The Guidelines' changes were approved by the Office of Administrative Law and as of July 1, 2020 are now in effect statewide.

To help aid lead agencies with SB 743 implementation, OPR produced the *Technical Advisory on Evaluating Transportation Impacts in CEQA* (December 2018) that provides guidance about the variety of implementation questions they face with respect to shifting to a VMT metric. Key guidance from this document includes:

- ▶ VMT is the most appropriate metric to evaluate a project's transportation impact.
- ▶ OPR recommends tour- and trip-based travel models to estimate VMT, but ultimately defers to local agencies to determine the appropriate tools.
- ▶ OPR recommends measuring VMT for residential and office projects on a "per rate" basis.
- ▶ OPR recommends that, for residential and office projects, a per capita or per employee VMT that is fifteen percent below that of existing development may be a reasonable threshold. In other words, an office project that generates VMT per employee that is more than 85 percent of the regional VMT per employee could result in a significant impact. OPR notes that this threshold is supported by evidence that connects this level of reduction to the State's emissions goals.
- ▶ For roadway infrastructure projects, projects that increase roadway capacity should be analyzed for their potential to increase VMT; projects that decrease roadway capacity will generally reduce VMT and would therefore be expected to have a less than significant effect on transportation.
- ▶ Transit and active transportation projects generally reduce VMT and therefore are presumed to cause a less-than-significant impact on transportation. The Technical Advisory states that this presumption may apply to all passenger rail projects, bus and bus rapid transit projects, and bicycle and pedestrian infrastructure projects. However, it can be presumed to apply to ferry terminal projects as well.
- ▶ Lead agencies have the discretion to set or apply their own significance thresholds.

Regional Regulations

SAN FRANCISCO BAY AREA WATER EMERGENCY TRANSPORTATION AUTHORITY

The San Francisco Bay Area Water Emergency Transportation Authority (WETA) is a regional public transit agency tasked with operating and expanding ferry service on the San Francisco Bay and with coordinating the water transit response to regional emergencies. WETA owns and operates the San Francisco Bay Ferry service between the Vallejo Ferry Terminal and San Francisco. WETA is developing a Business Plan for the San Francisco Bay Area ferry system in 2050, which will present the specific strategies and actions required to achieve their 2050 Service Vision, including the level of service and extent of WETA ferry operations and emergency response.

METROPOLITAN TRANSPORTATION COMMISSION

Metropolitan Transportation Commission (MTC) is the regional transportation planning, coordinating, and financing agency for the nine-county Bay Area, including Solano County. It is the federally designated metropolitan planning organization (MPO) for the Bay Area region. MTC is responsible for preparing the Regional Transportation Plan (RTP), a comprehensive blueprint for the development of mass transit, highway, airport, seaport, railroad, bicycle, and pedestrian facilities. The RTP is a 20-year plan that is updated every 3 years to reflect new planning priorities and changing projections of future growth and travel demand. The long-range plan must be based upon a realistic forecast of future revenues, and the transportation projects taken must help improve regional air quality. MTC also screens requests from local agencies for State and federal grants for transportation projects to determine compatibility with the RTP.

Plan Bay Area 2050

Plan Bay Area 2050 is a long-range integrated transportation and land-use/housing strategy through the year 2050 for the San Francisco Bay Area. On October 21, 2021, the Association of Bay Area Governments (ABAG) Executive Board and the MTC jointly approved the plan. Plan Bay Area 2050 connects the elements of housing, the economy, transportation, and the environment through 35 strategies that will make the Bay Area more equitable for all residents and more resilient in the face of unexpected challenges. In the short-term, the plan's Implementation Plan identifies more than 80 specific actions for MTC, ABAG, and partner organizations to take over the next five years to make headway on each of the 35 strategies. Plan Bay Area is the nine-county region's long-range plan designed to meet the requirements of Senate Bill 375, described above.

BAY AREA AIR QUALITY MANAGEMENT DISTRICT

The Bay Area Air Quality Management District (BAAQMD) is the regional agency with the authority to develop and enforce regulations for the control of air pollution throughout the Bay Area. The Clean Air Plan is the district's plan for reducing the emissions of air pollutants that combine to produce ozone. The BAAQMD has published guidelines for the purpose of evaluating the air quality impact of projects and plans. One criterion calls for plans, including general plans, to demonstrate reasonable efforts to implement the transportation control measures included in the Clean Air Plan that identify local governments as the implementing agencies.

On-road motor vehicles are the largest source of air pollution in the Bay Area. To address the impact of vehicles, the California Clean Air Act requires air districts to adopt, implement, and enforce transportation control measures.

SOLANO TRANSPORTATION AUTHORITY

The Solano Transportation Authority (STA) was created in 1990 and has jurisdiction for Solano County to manage the county's federal, state, and regional transportation funds. In the role of Solano County's Congestion Management Agency, STA partners with the Metropolitan Transportation Commission and Caltrans District 4. STA provides countywide planning and program prioritization, funding, operating, and maintaining transportation programs and services.

STA maintains the County Congestion Management Program (CMP). The most recently published CMP update is the 2021 CMP. The next update to the CMP will occur in 2023. The CMP requires that the transportation system

within the County be monitored biennially for compliance with LOS standards. Each jurisdiction is responsible for monitoring the LOS on segments or intersections within its jurisdiction. The LOS standard for the County CMP facilities has been set at LOS E for all roadways except for those already operating at LOS F when the first CMP was prepared (County of Solano 2013). The CMP transportation system includes all of the state routes in the County and other Routes of Regional Significance. A comprehensive list of these routes is available in the CMP.

In addition to LOS, the CMP considers other performance measures to measure the effectiveness of the multimodal transportation system. These performance measures include intercity transit ridership, bicycle and pedestrian counts, multimodal commute patterns, and travel time reliability.

Local Regulations

CITY OF VALLEJO GENERAL PLAN

The City of Vallejo General Plan 2040 (2017) is a policy document divided into individual elements for topics including a Mobility, Transportation, and Connectivity element. The Plan is a comprehensive general plan that serves as the City's primary guide for long-term development. The mobility, transportation, and connectivity section of the General Plan addresses three goals that represent the priorities of the City: Regional Transportation Hub, Mobile Community, and Interconnected Community.

Mobility, Transportation, and Connectivity

Policy MTC-1.1: Regional Transit Connections. Enhance regional transit service for residents, employees and visitors.

- ▶ Action MTC-1.1A: Work with regional transportation agencies to coordinate regional transit planning activities, including increased frequency of bus, ferry, and rail service, timed connections, and tourism support.
- ▶ Action MTC-1.1C: Coordinate with private investors and regional transportation agencies to investigate the feasibility of water transport connecting downtown Vallejo/Vallejo Ferry Terminal with Napa.
- ▶ Action MTC-1.1D: Study the feasibility of a visitor rail connection between the Vallejo Ferry Terminal and the Napa Valley in coordination with private investors.

Policy MTC-1.3: First/Last Mile Connections. Provide enhancements to the local transit network that make it easier and more convenient to use regional transit.

- ▶ Action MTC-1.3A: Pursue One Bay Area grants and other funding to better connect regional transit and the local bicycle and pedestrian network, including through physical infrastructure, wayfinding signage, and real-time information displays.

Policy MTC-1.4: Regional Transportation Planning: Ensure that Vallejo is well connected to road, rail, air and maritime systems in support of both mobility and local economic development.

- ▶ Action MTC-1.4A: Continue to coordinate with State and regional agencies on the planning and implementation of regional transportation systems.

- ▶ Action MTC-1.4F: Continue to study the feasibility of a visitor rail connection between the Vallejo Ferry Terminal and Napa Valley in coordination with private investors.
- ▶ Action MTC-1.4G: Work with shoreline land owners to develop services to the maritime industry and water based transportation.

Policy MTC-2.4: Citywide Mobility. Maintain a transportation network that provides mobility for all ages and abilities and for all areas of the community.

- ▶ Action MTC-2.4B: Consult with regional transportation agencies on projects that utilize the multi-modal transportation network to ensure a safe and efficient transportation system.

Policy MTC-2.8: Transportation Demand Management. Decrease dependence on single-occupant vehicles by increasing the attractiveness of other modes of transportation.

- ▶ Action MTC-2.8A: Coordinate with employers and transit agencies to encourage and promote the use of shuttles, carpools, vanpools, transit passes, variable work hours, telecommuting, and other methods to reduce vehicle miles travelled (VMT).

Policy MTC-3.1: Coordinated Transportation Planning. Ensure that improvements to the transportation network support a land use pattern that connects the community and facilitates travel among Vallejo’s neighborhoods.

- ▶ Action MTC-3.1D: Extend Capitol Street so that it connects Santa Clara Street to Mare Island Way, improving circulation and strengthening multi-modal connections between downtown and the waterfront, including the Ferry Terminal.

Policy MTC-3.5: Walkability. Promote a well-designed, interconnected, pedestrian-friendly environment in the Downtown/Waterfront District.

- ▶ Action MTC-3.5A: Continue to improve the pedestrian realm connecting downtown with the waterfront and along the waterfront on both sides of the Mare Island Strait, consistent with the Waterfront Planned Development Master Plan and the Mare Island Specific Plan.

Policy MTC-3.6: Wayfinding. Emphasize pedestrian access in the Downtown/Waterfront circulation system.

- ▶ Action MTC-3.6A: Enhance and expand the wayfinding and branded signage program for the Downtown/Waterfront District to direct residents and visitors to key destinations, transit, and parking.

Policy MTC-10: Boating. Support recreational boating in Vallejo and foster the development of commercial boating activities, including dinner cruises and water taxis.

- ▶ Action MTC-3.10A: Operate the Municipal Marina in a financially viable manner.
- ▶ Action MTC-3.10B : Seek funding for marina operations and maintenance, including needed dredging within the existing harbor.

Policy MTC-3.11: Cross-Strait Connections. Facilitate connections across Mare Island Strait.

- ▶ Action MTC-3.11A: Explore the feasibility of water shuttles connecting the Downtown/Waterfront District and points on Mare Island.

CITY OF VALLEJO VMT GUIDELINES

The City of Vallejo has adopted VMT analysis methodology, metrics, and significance thresholds for use in CEQA impact analysis (City of Vallejo CEQA Transportation Impact Analysis Guidelines, October 2020). This document requires assessing home-based VMT per resident for residential uses, home-based-work VMT per employee for employment uses, and project-specific metrics for other use types. It states that a land use project which generates VMT per resident or VMT per employee at a rate higher than the citywide average would be considered a significant impact under CEQA.

The Vallejo Guidelines address only land use projects. Because the ferry terminal reconfiguration project is not a land use project, but rather a transportation infrastructure project, the Vallejo Guidelines do not provide direction for the VMT impact analysis of the Project. Therefore, the OPR *Technical Advisory*, discussed above under State Regulations, has been used to develop the threshold of significance with respect to VMT for this analysis.

4.14.3 ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

METHODOLOGY

This section describes the impact analysis related to transportation and traffic for the Project, describing the methods used to determine the impacts of the Project and listing the thresholds used to conclude whether an impact would be significant. Measures to mitigate (i.e., avoid, minimize, rectify, reduce, eliminate, or compensate for) significant impacts accompany each impact discussion, as applicable.

THRESHOLDS OF SIGNIFICANCE

In accordance with Appendix G of the CEQA Guidelines and local guidance, the Project would be considered to have a significant effect if it would result in any of the conditions listed below. These criteria are described in more detail in the following sections.

1. Conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities.
2. Conflict or inconsistency with CEQA Guidelines Section 15064.3, subdivision (b), concerning VMT.
3. Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment).
4. Result in inadequate emergency vehicle access.

Significance criteria 1 above pertains to consistency with circulation programs, plans, ordinances, and policies. To determine significance under this criterion, the following thresholds are applied:

There would be a significant impact related to the transit system if the Project:

- Disrupts existing transit services or facilities; or

- Conflicts with an existing or planned transit facility; or
- Conflicts with transit policies adopted by the City of Vallejo.

There would be a significant impact related to the roadway if the Project:

- Disrupts existing roadways;
- Interferes with planned roadway facilities; or
- Conflicts with applicable roadway plans, guidelines, policies, or standards.

There would create a significant impact related to the bicycle system if the Project would:

- Disrupt existing bicycle facilities;
- Interfere with planned bicycle facilities; or,
- Conflict with applicable bicycle system plans, guidelines, policies, or standards.

There would be a significant impact related to the pedestrian system if the Project would:

- Disrupt existing pedestrian facilities; or
- Interfere with planned pedestrian facilities; or
- Conflict with applicable pedestrian system plans, guidelines, policies, or standards.

Significance criteria 2 pertains to VMT. To determine significance under this criterion, because the project is a transit project, the following threshold is applied:

- The impact would be considered significant if it increased VMT relative to the baseline condition, or increased VMT in the cumulative condition relative to the cumulative no project condition.

Significance criteria 3 pertains to the creation of transportation hazards. To determine significance under Criterion 3, the following specific thresholds of significance are applied.

The impact would be significant if the Plan resulted in transportation facilities that do not conform to applicable City and industry design standards for roadways, bicycle facilities, and pedestrian facilities.

Significance criteria 4 pertains to the adequacy of emergency access. To determine significance under Criterion 4, the following specific thresholds of significance are applied.

This impact would be significant if roadway geometric design features were not designed to City standards and standard engineering practices were not followed, and design resulted in obstacles to emergency responders.

IMPACT ANALYSIS

Threshold 1: Would implementation of the Project conflict with an applicable program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities?

The Project reconfigures the Vallejo Ferry Terminal water-side infrastructure by relocating and expanding the existing bridge and gangway and installing a new passenger float. Although no changes to pedestrian or bicycle facilities are planned, temporary pedestrian and bicycle detours along Mare Island Way in the immediate vicinity of the terminal may be needed during construction.. No changes to bus operations, including service changes or bus stop location changes, are proposed. Similarly, no changes to parking lot supply or pricing that would affect those who drive to the terminal are proposed as part of the Project. During construction, currently underutilized parking spaces will be occupied for staging.

The City of Vallejo General Plan 2040 contains three overarching goals: Regional Transportation Hub, Mobile Community, and Interconnected Community. Supporting policies and actions are listed in the regulatory setting. By ensuring the continued efficiency and effectiveness of the Vallejo Ferry Terminal, the Project is consistent with the General Plan goals, policies and actions, and does not present conflicts with the General Plan.

Given that the construction of the Project would obstruct bicycle and pedestrian facilities, and result in temporary detours, the Project would result in a significant impact.

Mitigation Measure

MM TRANS-1: Prior to construction, the project operator shall:

- a. Prepare and submit a Construction Traffic Control Plan to City of Vallejo for approval. The Construction Traffic Control Plan must be prepared in accordance with the California Department of Transportation Manual on Uniform Traffic Control Devices and but not be limited to, the following issues:
 1. Timing of deliveries of heavy equipment and building materials. To the extent feasible, restrict deliveries and vendor vehicle arrivals and departures during either the AM and PM peak periods;
 2. Placing temporary signing, lighting, and traffic control devices if required, including, but not limited to, appropriate signage along access routes to indicate the presence of heavy vehicles and construction traffic;
 3. Ensuring access for emergency vehicles to the project sites;
 4. Maintaining access to San Francisco Bay Trail;
 5. Consult with the City to develop coordinated plans that would address construction-related vehicle routing and detours adjacent to the construction area for the duration of construction overlap with neighboring projects. Key coordination meetings would be held jointly between applicants and contractors of other projects for which the City determines impacts could overlap.
- b. Obtain all necessary encroachment permits for the work within the road right-of-way or use of oversized/overweight vehicles that will utilize City-maintained roads.

Significance after Mitigation: Less than significant

Threshold 2: Would the Project conflict or be inconsistent with CEQA Guidelines section 15064.3, subdivision (b)?

Transit and active transportation projects generally reduce VMT and therefore are presumed to cause a less-than-significant impact on transportation. The Technical Advisory states that this presumption may apply to all passenger rail projects, bus and bus rapid transit projects, and bicycle and pedestrian infrastructure projects. However, it can be presumed to apply to ferry terminal projects as well.

The Project proposes changes to the water-side berth configuration of the ferry terminal. It does not increase the berth capacity to serve more vessels at one time, nor does it propose an increase in ferry service frequency. It also does not increase the land-side vehicle parking capacity serving those who drive to take the ferry, nor does it propose land-side bus service increases. For these reasons, the Project is not expected to increase vehicle miles of travel associated with the Vallejo Ferry Terminal under operating conditions. In addition, because the Project is a transit project, the *Technical Advisory on Evaluating Transportation Impacts in CEQA* supports a finding of a less than significant impact on VMT. Therefore, the impact of the Project under operating conditions is less than significant.

During Project construction, additional construction employee trips and trucks delivering materials and hauling away debris will increase vehicle miles of travel generated at the Project site. This would be a temporary impact and is therefore considered less than significant.

While the temporary impact is less than significant, it can be minimized by minimizing construction employee commuting by single-occupant vehicle and promoting transit use. Therefore, it is recommended that the lead contractor include a carpool matching program and incentives for transit use (such as bus pass vouchers) for construction employees in the construction management plan.

Threshold 3: Would the Project substantially increase hazards due to a geometric design feature (e.g. sharp curves of dangerous intersections) or incompatible uses (e.g. farm equipment)?

The Project does not propose any changes to the roadway, pedestrian, bicycle, and transit facilities and services serving the Vallejo Ferry Terminal site. Therefore, under Project operating conditions, no geometric design features will be affected and no new uses will be introduced to the transportation network serving the site. The impact of the Project under operating conditions is therefore less than significant.

During Project construction, it may be necessary to use traffic control plans to detour vehicles, bicyclists, pedestrians and buses around construction activities. WETA will work with the lead contractor and the City of Vallejo to ensure that the construction management plan includes provisions for the development of code-compliant traffic control plans for all construction stages that require them.

Threshold 4: Would the Project result in inadequate emergency access?

The Project does not propose any changes to the roadway network serving the Vallejo Ferry Terminal site. Therefore, under Project operating conditions, emergency vehicle access to the site as well as circulation near the site would not be affected. The impact of the Project under operating conditions is therefore less than significant.

During Project construction, it may be necessary to use traffic control plans to detour vehicles around construction activities. As noted in the impact discussion for Threshold 3, it is expected that code-compliant traffic control

plans will be developed for the construction periods requiring partial or full closure of roadways. WETA will coordinate road closures and subsequent detours with the City of Vallejo, and Vallejo will communicate the plans internally to affected departments, including the police and fire departments.

REFERENCES

Amtrak Trip Planning Map and Schedule: <https://www.amtrak.com/plan-your-trip.html>

Bay Area Air Quality Management District: <https://www.baaqmd.gov/>

California Transportation Plan 2050: <https://dot.ca.gov/-/media/dot-media/programs/transportation-planning/documents/ctp-2050-v3-a11y.pdf>

California Department of Transportation (Caltrans) Highway Design Manual (Chapter 1000: Bikeway Planning and Design): <https://dot.ca.gov/programs/design/manual-highway-design-manual-hdm>

California Department of Transportation (Caltrans) VMT-Focused Transportation Impact Study Guide: <https://dot.ca.gov/-/media/dot-media/programs/transportation-planning/documents/sb-743/2020-05-20-approved-vmt-focused-tisg-a11y.pdf>

City of Vallejo General Plan: <https://www.cityofvallejo.net/common/pages/DisplayFile.aspx?itemId=17961496>

Governor's Office of Planning and Research Technical Advisory on Evaluating Transportation Impacts in CEQA: https://opr.ca.gov/docs/20190122-743_Technical_Advisory.pdf

Metropolitan Transportation Commission: <https://mtc.ca.gov/>

Plan Bay Area 2050: <https://www.planbayarea.org/>

San Francisco Bay Ferry Routes: <https://sanfranciscobayferry.com/>

San Francisco Bay Area Water Emergency Transportation Authority: <https://weta.sanfranciscobayferry.com/>

Solano County (Vallejo) Active Transportation Plan: <https://sta.ca.gov/wp-content/uploads/2020/06/Vallejo.pdf> Solano County General Plan - Transportation and Circulation Element: https://www.solanocounty.com/depts/rm/planning/general_plan.asp

Solano Congestion Management Program: https://sta.ca.gov/documents_and_report/solano-congestion-management-program-cmp-2021/

SolTrans Transit Routes: <https://soltrans.org/>

State Transportation Improvement Program: <https://catc.ca.gov/programs/state-transportation-improvement-program>

VINE Transit Routes: <https://vinetransit.com/routes/>