COMMUNITY DEVELOPMENT DEPARTMENT
Planning Division

City of Arts & Innovation

Environmental Impact Report & General Plan Amendment

AGENDA ITEM NO.: 6

WARD NOS: 3, 4 & 5
NEIGHBORHOODS: Alessandro Heights, Arlington Heights, Canyon Crest, Casa Blanca, Hawarden Hills, Presidential Park & Victoria

PLANNING COMMISSION HEARING DATE: June 6, 2013

I. CASE NUMBER(S): P11-0050 (EIR) & P12-0220 (GP)

II. PROJECT SUMMARY:

1) Proposal: To consider an environmental review for the removal of gates on Crystal View Terrace and Green Orchard Place pursuant to Tract Map 29515 and Tract Map 29628 as mitigation measures and conditions of approval and as required by the General Plan 2025 (that includes four scenarios, each of which represents an alternative set of actions) intended to help resolve potential vehicular circulation issues associated with the required vehicular; to address the connection of Overlook Parkway easterly to Alessandro Boulevard; and to potentially provide for a future connection to State Route (SR-91). The Draft Environmental Impact Report (EIR) fully analyzes all four circulation scenarios that are described in detail in Section 2.6.

- **Scenario 1 - Gates closed to through traffic, no connection of Overlook Parkway:** Under Scenario 1, both the Crystal View Terrace and Green Orchard Place gates would remain in place and be closed until Overlook Parkway is connected to the east across the Alessandro Arroyo, to Alessandro Boulevard, and a connection westerly of Washington Street is built.

- **Scenario 2 - Gates removed, no connection of Overlook Parkway:** Under Scenario 2, the gates at both Crystal View Terrace and Green Orchard Place would be removed, and there would be no connection of Overlook Parkway across the Alessandro Arroyo at this time. Overlook Parkway would remain on the Master Plan of Roadways (Figure CCM-4) in the General Plan 2025 for future buildout, but certain policies in the General Plan 2025 concerning the gates would need to be modified. In addition, relevant project conditions and mitigation measures for Tract Maps TM-29515 and TM-29628 will also need to be amended.

- **Scenario 3 - Gates removed, Overlook Parkway connected:** Under Scenario 3, the gates at Crystal View Terrace and Green Orchard Place would be removed and Overlook Parkway would be connected over the Alessandro Arroyo. This scenario would require a General Plan amendment to remove policies addressing the potential connection route between Washington Street and SR-91 prior to completing Overlook Parkway across the arroyo.

- **Scenario 4 - Gates removed, Overlook Parkway connected, and Overlook Parkway extended westerly:** Under Scenario 4, both the Crystal View Terrace and Green Orchard Place gates would be removed and Overlook Parkway would be connected over the Alessandro Arroyo and east to Alessandro Boulevard. In addition, a new road (Proposed C Street) would be constructed west of Washington Street to provide a connection to SR-91. The Proposed C Street would extend approximately one mile from Washington Street north and west ending at the intersection of Madison Street and Victoria Avenue and adjacent roadways would be realigned.

2) Location: The proposed Environmental Impact Report (EIR) and General Plan Amendment serves as the analysis required by General Plan 2025 Policies LU-13.2 and CCM-4.2, and therefore the project study area or Project Vicinity of the EIR is generally bounded by John F. Kennedy Drive and Hermosa Drive to the south, Adams Street and SR-91 to the west, Arlington Avenue to the north, and Alessandro Boulevard and Trautwein Road to the east and is approximately 7,500-acres in size. The land uses in the Project Vicinity primarily include agricultural, rural residential, hillside residential, and very low density residential. The residential land uses near Crystal View Terrace and Green Orchard Place are categorized as hillside residential and very low density. A greater variety and intensity of land uses occurs between Victoria Avenue and SR-91, including commercial and higher density residential uses. Alessandro Boulevard, Arlington Avenue, Adams Street, Trautwein Road, and SR-91 are roadways that border the Project Vicinity. The Project Vicinity also includes Victoria Avenue, a historic corridor (National Register Landmark) and designated "Scenic Boulevard," "Special Boulevard" and "Parkway" on the Circulation and Community Mobility Element for the City General Plan 2025. The Project Vicinity includes seven neighborhoods: the Alessandro Heights, Canyon Crest, Casa Blanca, Arlington Heights, the Hawarden Hills, Presidential Park, and Victoria and is part of two Wards, 3, 4 and 5.

3) Applicant: City of Riverside
Planning Division
3900 Main Street, 3rd Floor
Riverside, CA 92522

4) Case Planner: Diane Jenkins, AICP, Principal Planner
(951) 826-5625
Dijenkins@riversideca.gov

III. RECOMMENDATION:

That the City Planning Commission:

1. **PROVIDE COMMENTS** relative to the Draft EIR (Planning Case P11-0050).

2. **DETERMINE** that:

   a. the Draft EIR has been completed in compliance with the California Environmental Quality Act (CEQA);

   b. the four scenarios provided for review and approval have been analyzed to an equal level within the Draft EIR;

   c. all four Scenarios will have a significant effect on the environment and Statement of Overriding Considerations (SOC's) will be required prior to any approval of one of the Project Scenarios; and

   d. no feasible alternatives to the proposal have been identified that will avoid or substantially lessen the significant environmental effects of the four Scenarios as identified in the Draft EIR.

3. **CONCUR** with the findings and mitigation measures contained in the Draft EIR.

4. Staff has not recommended a Scenario for approval; however, the City Planning Commission may recommend a Scenario to City Council if they so wish. If so, proceed as follows:

   a. Scenario 1 (no other action necessary);

   b. Scenario 2: recommend approval of P12-0220 the General Plan Amendment case modifying Policy CCM-4.4 and Implementation Tool 14 and other necessary General Plan 2025 text as necessary and modifying relevant project conditions and mitigation measures for Tract Maps TM-29515 and TM-29628;

   c. Scenario 3: recommend approval of P12-0220 the General Plan Amendment case modifying Objective CCM-4 and its related policies as General Plan 2025 text as needed; or

   d. Scenario 4: recommend approval of P12-0220 the General Plan Amendment case modifying General Plan 2025 text as needed and Figure 4 the Master Plan of Roadways to depict the actual alignment of the Proposed C Street (from Washington Street to Victoria Avenue).

VI. BACKGROUND/HISTORY:

Since the City's first master plan, prepared by Chas H. Cheney and adopted June 1928 the City has been working to provide circulation solutions within the Project area (Exhibit 4 – Timeline). The major events are listed below.

Tract Maps

May 2001

The City Council approved a subdivision (TM-29515) that proposed extending a road (Green Orchard Place) to ultimately connect with an existing segment of Green Orchard Place built on what was then unincorporated County land. To avoid having significant volumes of cut-through traffic using this local residential street, the City Council approved a condition of the map and a Mitigation Measure of the related Mitigated Negative Declaration (MND) prohibiting any connection between the two street segments "until the Overlook Parkway extension across the Alessandro Arroyo had been completed".

February 2006

The City Council approved another subdivision map (TM-29628) that similarly proposed extending Crystal View Terrace from Overlook Parkway to ultimately connect with an existing stretch of Crystal View Terrace that extended from Berry Road on what was then unincorporated County land. The City Council also approved a condition of approval and a Mitigation Measure of the accompanying Environmental Impact Report (EIR) requiring "a barrier strip at the [then] City limits along Crystal View Terrace be installed until Overlook Parkway is connected to the east across the Alessandro Arroyo and to Alessandro Boulevard". This condition was expanded by a Mitigation Measure of the EIR to require that a gate be installed to allow for emergency vehicle access, but otherwise prohibit through traffic. The attached exhibit illustrates the locations of the required gates (Exhibit 5 – Location of Gates).

Both subdivisions have recorded and the gates have been installed. The gate for TM-29515 was installed prior to the map recording and the gate for TM-29628 was installed prior to the map getting building permit issuance.

General Plan 2025

June 2003

As part of the General Plan 2025 Program a workshop was held on June 24, 2003 with the City Council and City Planning Commission. At this workshop the question was asked whether Overlook Parkway should once again be considered for removal from the General Plan as part of this update. The decision was to leave Overlook Parkway on the General Plan 2025.

April 2004

The discussion regarding the completion of Overlook Parkway did not stop with this workshop. The Citizen Advisory Committee (CAC) for the General Plan 2025 Program asked the same question; whether or not the connection of Overlook Parkway should remain on the General Plan 2025. At the April 12, 2004 CAC Meeting for the General Plan 2025 Program, a special presentation was made on Overlook Parkway, presented by the Traffic Consultant, Iteris. After discussing the matter, the CAC recommended to the City Council to leave Overlook Parkway on the General Plan 2025. However, a policy was added to the General Plan 2025 that Overlook Parkway remains a 110-foot wide roadway, but that the bridge over the arroyo should be no more than a two lane roadway.

November 2007

The City Council adopted the General Plan 2025 Program on November 27, 2007, with policies to "Prohibit the removal of the Crystal View Terrace barrier prior to the connection of Overlook Parkway across the Alessandro Arroyo". Objective CCM-4 and the four related policies are as follows:

Objective CCM-4: Provide a connection between Washington Street and SR-91 via an extension of Overlook Parkway.

Policy CCM-4.1: Limit the Overlook Parkway completion over the arroyo to a two-lane roadway within a one-hundred-ten-foot right-of-way.

Policy CCM-4.2: The connection of Overlook Parkway across the Alessandro Arroyo shall not be completed until a detailed specific plan analyzing potential connection routes between Washington Street and the SR-91 has been adopted. Analysis of the fore mentioned connection route should, at a minimum include the area bounded by Mary Street, Adams Street, Dufferin Street, and the SR-91.

Policy CCM-4.3: Ensure that LOS D or better is maintained along Victoria Avenue for intersections related to the Overlook Parkway extension.

Policy CCM-4.4: Prohibit the removal of the Crystal View Terrace barrier prior to the connection of Overlook Parkway across the Alessandro Arroyo.

Current Action

Since the time the gates were installed and the General Plan 2025 was adopted, questions have been raised as to whether or not the gates on Crystal View Terrace and Green Orchard Place could be removed now that the areas southerly of the gates had been annexed into the City. One potential reason to consider removal of the gates would be if removal would provide better emergency response times for Fire and Police responders. Thus on December 14, 2010 the City Council: 1) initiated the appropriate environmental reviews to consider permanently opening the gates at Crystal View Terrace and Green Orchard Place, independent of the timing of the Overlook Parkway Crossing; and 2) authorized installation of the Phase 1 traffic safety measures including a combination of traffic stops and speed humps (Exhibit 8 – Traffic Calming Measures) (Exhibit 9 – City Council Report of December 14, 2010).

V. DETAILED PROJECT DESCRIPTION:

The purpose of this meeting is to consider a Project that includes four possible scenarios, each of which represents an alternative set of actions intended to help resolve potential vehicular circulation issues associated with the gates on Crystal View Terrace and Green Orchard Place; address the connection of Overlook Parkway easterly to Alessandro Boulevard; and potentially provide for a future connection to the SR-91.

The Draft Environmental Impact Report (EIR) fully analyzes all four circulation scenarios that are described in detail in Section 2.6 of the Draft EIR and summarized in the project description at the beginning of the report.

VI. PROJECT ANALYSIS:

The Project includes four scenarios, each of which represents an alternative set of actions intended to help resolve potential vehicular circulation issues associated with the gates on Crystal View Terrace and Green Orchard Place; address the connection of Overlook Parkway easterly to Alessandro Boulevard; and potentially provide for a future connection to the SR-91. Therefore, the Project considers traffic patterns under the following scenarios: with the gates in place on a long-term basis, with the gates removed and no connection of Overlook Parkway for the foreseeable future, with the construction of Overlook Parkway, and with the connection of Overlook Parkway plus a new connection west of Washington Street. Under all the scenarios, Overlook Parkway would remain on the Master Plan of Roadways (Exhibit 11 – Master Plan of Roadways); therefore, the City is able to consider the timing and need for traffic control devices, improvements, and connections related to the planned circulation system.

The circulation network set forth in the 1994 General Plan and the current General Plan 2025 has not yet been completed. Key features of the 1994 General Plan not constructed when preparation of the General Plan 2025 update began included the linkage of Overlook Parkway (connecting the Alessandro Heights and Canyon Crest neighborhoods); therefore, this segment was addressed in the General Plan 2025 and included on the Master Plan of Roadways. Another connection contemplated on the Master Plan of Roadways included the provision of a roadway extension west of Washington Street (the Proposed C Street).

Because there are multiple roadways and components involved, four scenarios are analyzed. The decision to analyze all four scenarios at an equal level of detail provides a comprehensive approach to the analysis of the circulation options available to the City. A preferred project (or scenario) has not been identified. By addressing all four scenarios in an equal level of detail, decision makers will have sufficient information in the EIR necessary to select a preferred scenario.

While the gates are located on two streets in the southeastern portion of the City, and the gaps in Overlook Parkway span two areas that are each less than 500 feet in length, the area evaluated for this Project encompasses a larger area. A large Project Vicinity was considered to take a comprehensive look at the circulation system that could be affected by the scenarios and to meet the requirements of Policies LU-13.2 and CCM-4.2 of the General Plan 2025. Within the Project Vicinity 28 intersections and 39 roadway links were studied. The analysis is intended to provide information about the environmental effects of the project and identify potentially significant environmental impacts (Exhibit 3 – Project Vicinity).

- **Environmental Baseline**

  Section 15125 of the CEQA Guidelines requires that an EIR include a description of the physical environmental conditions in the vicinity of the Project existing at the time of the Notice of Preparation (NOP). This local and regional environmental setting normally constitutes the baseline physical conditions by which the CEQA lead agency determines whether or not an impact is significant. The environmental setting for the Project Vicinity is described in brief below and more fully within each issue of the analysis sections in Section 3.0 of the Draft EIR.

  At the time of preparation of the Notice of Preparation (NOP), gates were in place on both Green Orchard Place and Crystal View Terrace. The gate on Green Orchard Place is located approximately 1,200 feet west of the intersection of Green Orchard Place and Crystal View Terrace. The gate on Crystal View Terrace is located approximately 950 feet south of the intersection of Crystal View Terrace and Overlook Parkway. The gates were regularly both opened and closed by local residents at undetermined intervals. Therefore, primarily for traffic conditions, it was necessary to establish a second environmental baseline for the Project.

  The traffic study evaluates two baselines: one for the "Gates Closed" requirement and one for the "Gates Open" condition. In order to establish existing traffic conditions for the Gates Open condition, the gates at both locations were closed and then opened for defined periods between February and April 2011. The consideration of two baselines is carried through the technical analysis for traffic-dependent issues such as air quality, greenhouse gas emissions, and noise.

- **General Plan Conformance:**

  Scenarios 2, 3 and 4, if chosen, will require General Plan Amendment, P12-0220, to modify the General Plan 2025 to meet the requirements of the Scenarios. Nevertheless, all four scenarios leave Overlook Parkway on the Master Plan of Roadways (Exhibit 11 – Figure CCM-4 of the General Plan 2025). In this manner, the Project builds on the

comprehensive planning process for the General Plan 2025, as the connection of Overlook Parkway is considered an important parkway connection between the Alessandro Heights and Canyon Crest neighborhoods in the General Plan 2025 (Exhibit 12 – Neighborhood Map). Should the City Council decide to remove the connection of Overlook Parkway from the General Plan 2025 a new Traffic Impact Analysis (TIA) for the entire City would need to be performed in order to understand the complete impacts of such a decision.

The scenarios represent a phased approach to the City' Master Plan of Roadways. Scenarios 1 and 2 allow the City to make an informed decision about reinforcing or removing the gates prior to the connection of Overlook Parkway. Scenarios 3 and 4 allow the City to make an informed decision about the construction of planned roadway connections, with the gates removed only after construction of Overlook Parkway is complete.

If the City Council decides to complete Overlook Parkway and/or the Proposed C Street a schedule would be developed at the time the projects would be proposed to commence.

The four scenarios represent alternate approaches to implementation of the General Plan 2025 Master Plan of Roadways. The scenarios maintain Overlook Parkway as a planned east-west arterial in the City's circulation system and consider the implementation of the Master Plan of Roadways, such as timing for the completion of Overlook Parkway and the status of the gates as a traffic control device. For example, the City Council will decide whether the gates remain (Scenario 1) or are removed prior to the completion of Overlook Parkway (Scenario 2). If the City Council decides to remove the gates and connect Overlook Parkway, they also have the option to complete Overlook Parkway without a connection from Washington Street to the SR-91 (Scenario 3) or with the Proposed C Street to provide a connection to SR-91 (Scenario 4). The scenarios presented in this Draft EIR support and implement General Plan 2025 policies to a varying degree.

The General Plan 2025 includes policies intended to protect historic resources and neighborhood character, preserve Proposition R and Measure C, as well as ensure an acceptable level of service on roadways. The analysis contained within this Draft EIR indicates that traffic improvements that would be required to mitigate impacts could cause secondary or indirect impacts to historic resources, including Victoria Avenue. As part of selecting a preferred scenario, City Council will also need to consider the implementation of off-site improvements and balance General Plan 2025 policies related to traffic, historic impacts, and neighborhood character. See Exhibit 15 for the General Plan Text, Objectives, Policies and Figure Related to this Draft EIR.

VII. PUBLIC NOTICE AND COMMENTS:

A copy of the Draft EIR has previously been provided to the City Planning Commission and has been available for public review since December 4, 2012. To allow adequate time for the public to review the Draft EIR a comment period of 60-days was provided and then extended an additional 28 days to March 1, 2013. The official comment period started on December 4, 2012 and ended on March 1, 2013. All comments generated during the public comment period,

including written correspondence, e-mails, phone calls and verbal comments from the City Planning Commission and the public during this City Planning Commission public hearing will receive written responses. Written responses to comments will be incorporated into a Final EIR, which will be considered for certification by the City Council at a future, separately noticed public hearing. Also, any recommendations of the City Planning Commission relative to the four Scenarios and the related Draft EIR will be forwarded to the City Council for consideration at the same future, separately noticed public hearing.

During the Public Comment period on the Draft EIR, comments were received from over 150 agencies and public responders, some of them were sent numerous times.

In addition, staff held three workshops with the public when the Draft EIR was released. The first was held December 12, 2012 with the Casa Blanca Community. The second was held on December 13, 2012 with the Orange Terrace Community and the last was held on January 9, 2013 as a joint Transportation Board and City Planning Commission Workshop. All comments received from these workshops were recorded.

All comments received via e-mail, letter, by phone and at the workshops will receive formal responses in conjunction with the preparation of the Final EIR for City Council consideration. The letters and public workshop comments have been attached to this report (Exhibit 16 – Public Comments).

In addition to the above, a Notice of Public Hearing for this project was advertised in the Press Enterprise as an ⅛ page ad and mailed to all interested parties. In total, over 400 public hearing notices were mailed to residents and property owners who requested to be notified of all hearings in regard to this matter.

VIII. ISSUES TO BE RESOLVED BY THE DECISION MAKING BODY

The development of multiple scenarios is in response to several concerns, including public safety concerns related to both emergency vehicle access gates on Green Orchard Place and Crystal View Terrace and nearby roads, the reoccurring maintenance needs related to the opening and closing of the gates and increased traffic volumes within residential neighborhoods associated with the connection of Overlook Parkway. The scenarios and the analysis contained within the Draft EIR are intended to provide a more comprehensive look at traffic patterns and distribution in the eastern portion of the City.

This Project is unique in that it does not involve a specific land use (i.e., residential, commercial), changes to land use, or new development that would inherently generate additional vehicle trips. Rather, the project involves roadway connections and circulation without a development project, the Project would not result in an increase in Average Daily Trips (ADT) to the roadway network. However, all four scenarios involve changes to the traffic circulation system. The four scenarios would redistribute how traffic flows within an area. In some cases, the scenarios divert traffic from residential collector streets that are not designed to handle a high capacity of vehicles to arterial streets that are designed for a higher capacity of vehicles. In other cases, certain roads and routes may “attract” trips as drivers select routes that are shorter or are perceived as less congested. In some cases, new or widened roadways divert traffic from Local Streets to Arterial Streets that are designed for a high capacity of vehicles during peak operating

hours. Although the scenarios would not generate trips in the sense that typical residential/commercial projects do, they have the potential to redistribute and attract trips, which can cause impacts to traffic and other traffic-based environmental issues, such as air quality and noise.

Each scenario has a defined project impact area (PIA) where specific improvements are proposed (e.g., the gates, Overlook Parkway, and Proposed C Street). Early on, a larger study area was selected in order to evaluate intersections and links that could be affected by proposed project components near Overlook Parkway and as required by the General Plan 2025. The larger area, referred to as the Project Vicinity, includes approximately 7,500 acres in the eastern portion of the City. Within the larger Project Vicinity, 28 intersections and 39 roadway links were studied. The results of the traffic analysis for all scenarios indicate that intersections and links require mitigation involving signalization and road widening and modifications to accommodate turn lanes to varying degrees. These associated improvements (Exhibit 17 – Project Impact Areas) are located outside of the actual construction areas for the related impacts associated with the gates (Eastern Fill Crossing PIA), Overlook Parkway (Alessandro Arroyo PIA), and Proposed C Street (Western PIA and Scenario 4 Components) and are thus referred to as "off-site improvements" throughout the Draft EIR.

The General Plan 2025 includes policies intended to protect historic resources and neighborhood character, preserve Proposition R and Measure C, as well as ensure an acceptable level of service on roadways. The analysis contained within this Draft EIR indicates that traffic improvements that would be required to mitigate impacts could cause secondary or indirect impacts to historic resources, including Victoria Avenue. As part of selecting a preferred scenario, City Council will need to consider the implementation of off-site improvements and balance General Plan 2025 policies related to traffic, historic impacts, and neighborhood character.

In addition to the required amendments related to General Plan 2025 policies, Scenarios 3 and 4 would trigger the need for the City to acquire property or easements for right-of-way to accommodate Project components such as the Overlook Parkway connection and Proposed C Street.

In an effort to ease analysis staff has prepared a table that compares required Mitigation Measures and Significant and Unavoidable Impacts side-by-side for all issues (Exhibit 14 – Summary of Scenario Impacts Table). As well, Table S-1 in the Executive Summary of the Draft EIR summarizes the results of the environmental analysis completed for the Project. Table S-1 identifies significant project impacts and includes mitigation measures to reduce and/or avoid potential environmental effects as feasible, with a conclusion as to whether the impact would be mitigated to below a level of significance. The mitigation measures listed in Table S-1 are also discussed within each relevant topical area and within the Mitigation Monitoring and Reporting Program (MMRP) included as Section 9.0 of the Draft EIR.

In reviewing the comments received to date some common themes were noted as follows:

Where can you find what the overall good will be of each of the scenarios?

The overall good of each scenario is based upon a person's point of view. In other words, it will depend upon whether your emphasis is on, for example, protecting Victoria Avenue, protecting

the Greenbelt, protecting the Alessandro Arroyo, providing greater circulation for the entire City, preventing traffic on your street. However a good place to start is as follows:

- In the Draft EIR pages S-2 through S-6. The overall good of the Project is to help resolve vehicular circulation issues, to address safety concerns within residential neighborhoods in the Overlook area, to implement the General Plan 2025, and to effectuate several other objectives as noted in the Draft EIR.

- Because there are multiple ways to achieve one or more of the objectives to varying degrees, the Draft EIR evaluates the pros and cons of four different scenarios. For example, see the Draft EIR Figures 3.11-25a through 3.11-26b for a representation of the intersections impacted under each scenario, in both Year 2011 (present) and Year 2035 (buildout). Also see Tables 3.11-39 through 3.11-42 for a summary of intersection and link impacts under each scenario in both Year 2011 (present) and at Year 2035 (buildout). Also refer to Exhibit 14 – Summary of Scenario Impacts Table**.** Another helpful table is Table 8-1 on pages 8-12 through 8-16 of the Draft EIR.

Does the Draft EIR analyze the repercussions on surrounding roadways for each scenario?

Yes, the analysis evaluates traffic volume changes (increases and decreases) on other surrounding roadways for each scenario in both the Traffic Impact Assessment (TIA) in the Appendices and the Draft EIR. Refer to Figures 3.11-25a through 3.11-26b for a visual representation of the intersections that were quantitatively analyzed. This is also discussed qualitatively throughout the Traffic Section in the Draft EIR, Section 3.11.

Is there a quantitative and qualitative analysis of traffic in the greenbelt today versus building C Street? Will building C Street protect the majority of the greenbelt from other cut-through traffic?

First, it should be noted that the Draft EIR and modeling done for the Draft EIR found that none of the scenarios attracted additional traffic through the area but rather redistributed existing traffic.

- A qualitative and quantitative discussion of traffic is included in the Draft EIR on pages 3.11-96 through 3.11-104. The effect of building C Street (i.e., Scenario 4) on 2011(present) traffic is discussed on page 3.11-99. The effect of building C Street (i.e., Scenario 4) on 2035 (buildout) traffic is discussed on pages 3.11-102 through 3.11-103.

- The discussion does not specifically use the terminology "greenbelt" in this section; though the greenbelt is depicted elsewhere in the Draft EIR (see Figure 3.1-2). In summary, C Street provides a more direct route to SR-91 for freeway access. C Street is proposed in order to have a designated route to accommodate traffic volumes in this area. C Street would reduce traffic volumes on roadways in the greenbelt such as Madison Street south of Victoria Avenue and Washington Street north of Dufferin Avenue.

- On a daily basis, the traffic analysis shows lower volumes on many streets in the area, including portions of Victoria Avenue, Lincoln Avenue, Bradley Street and Mary Street.

However, as shown in Figures 3.11-26a and 26b, several intersections would remain operating at an unacceptable LOS in the Year 2035 (buildout).

Does traffic in the greenbelt increase if Overlook Parkway is not built?

- This Draft EIR studies the removal of the gates on Crystal View Terrace and Green Orchard Place. It does not study the removal of Overlook Parkway. Traffic in the greenbelt is analyzed, but not for the removal of Overlook Parkway. Should the City Council decide to remove the connection of Overlook Parkway from the General Plan 2025 a new Traffic Impact Analysis (TIA) for the entire City would need to be performed in order to understand the complete impacts of such a decision.

If C Street is built is there a reduction in the cut-through traffic in greenbelt?

As noted above, the modeling done for the Draft EIR found that none of the scenarios generate new trips through the area but rather redistributed existing traffic. Scenario 4, C Street, takes the traffic to SR-91 and does benefit the greenbelt by focusing/directing traffic on the new route to minimize traffic impacts to the greenbelt under the General Plan 2025 buildout. With the implementation of C Street, there is a more direct route to SR-91 for freeway access. On a daily basis, the analysis shows lower volumes on many streets in the greenbelt, including portions of Victoria Avenue, Lincoln Avenue, Bradley Street, and Mary Street. (See discussion of cut-through traffic in the Draft EIR pages 3.11-96 through 3.11-104.) Scenarios 1 and 2 assume Overlook Parkway is not built by 2035 and therefore, traffic continues to find its way into the greenbelt. Scenarios 3 does assume Overlook Parkway is built by 2035 but does not provide a way for traffic to get to the SR-91 so traffic will disperse using all route including the greenbelt routes.

Was the area around Hawarden Drive studied?

- Several intersections along (and near) Hawarden Drive were analyzed as part of the study, and changes in traffic volumes can be compared for the different Scenarios. In particular, intersections #23 (Mary Street and Hawarden Drive), and #24 (Hawarden Drive and Overlook Parkway).

- The City has methods to implement turn restrictions at intersections if needed.

If Overlook Parkway is built, what would it do to traffic volumes on Canyon Crest Drive?

- To summarize:
  - In the future, there is virtually no difference in the daily volumes on Canyon Crest Drive with implementation of any of the 4 scenarios.
  - The peak hours do not change significantly on Canyon Crest Drive, regardless of which scenario is selected.
  - Currently at the intersection of Canyon Crest Drive and Alessandro Boulevard, there are a large number of vehicles that turn left from Canyon Crest Drive onto southbound Alessandro Boulevard; and conversely a large number of vehicles that turn right from northbound Alessandro Boulevard onto Canyon Crest Drive. Once Overlook Parkway is extended, many of these turning vehicles will utilize Overlook

Parkway instead of turning. The analyses show that overall, there is projected to be little change in volumes on Canyon Crest Drive.

  - On a daily basis in 2035, there is virtually no difference in volumes on Canyon Crest Drive north/east of Alessandro Boulevard. There is currently a very large southbound left (Canyon Crest Drive onto southbound Alessandro Boulevard) in the AM, and northbound right (northbound Alessandro Boulevard onto Canyon Crest Drive) in the PM.

- In Scenarios 3 and 4, some of the vehicles currently turning as described above become through traffic onto Overlook Parkway. In the 2035 peak hours, the total peak hour traffic on Canyon Crest Drive is projected to be fairly similar across the different Scenarios.

Is there a discussion and analysis of the traffic signal design at Washington Street and Victoria Avenue?

- The Draft EIR, pages 3.4-10 and 3.4-15, discusses the historical importance of Victoria Avenue. The potential impacts at the intersection of Victoria Avenue and Washington Street are discussed in the Draft EIR pages 3.4-18 and -19. Page 3.4-19 discusses "off-site" improvements, including those at the intersection of Victoria Avenue and Washington Street, and concludes that such impacts would be significant.

- Accordingly, the Draft EIR states that mitigation measure CUL-1 would be imposed to help mitigate for those off-site improvements. However, that mitigation will not reduce the impact to below a level of significance.

- Although CUL-1 includes certain performance standards (low-profile traffic lights, low curbs, plantings, etc.), a rendering of the re-designed intersection at Washington Street and Victoria Avenue showing these features is not included in the Draft EIR.

- In addition, the Cultural Resources Survey for the Crystal View Terrace/Green Orchard Place/Overlook Parkway Project, found in the Appendices, makes recommendations for a sensitive design for the traffic signals on Victoria Avenue (pages 66 – 67).

Is there a quantification of cut-through traffic (ex. at the intersection of Victoria Avenue and Mary Street? The concern is that a lot of County residents use this as a cut-through during peak hours?

As noted above, the Draft EIR and modeling done for the Draft EIR found that none of the scenarios attracted additional traffic through the area but rather redistributed existing traffic.

- Given that the Project does not create new traffic and only redistributes traffic, an analysis of a.m. and p.m. cut-through traffic is not included in the Draft EIR. This is because trying to quantify the amount of traffic traversing the area that originates from or destined to locations outside the immediate study area can be difficult (i.e., record license plates from roadways in the area of concern, however, vehicles that have a "legitimate" reason to be in the area [schools, shopping, jobs] may be incorrectly identified as cut-

through traffic). An analysis of license plates can be made to better quantify origins and destinations of vehicles, but this is very costly.

- Changes in traffic volumes were looked at on a daily basis. The study shows minimal increase in volumes from outside of the City with the completion of Overlook Parkway or C Street. Some areas will experience an increase in traffic within their localized area, while others will experience a decrease in their localized area. As an example, someone who lives near the Arroyo may use Alessandro Avenue and Arlington Avenue to access SR-91, while with implementation of either Scenarios 3 or 4 they would have the ability to access SR-91 via Overlook Parkway and Madison Street. The same person, same destination, different route.

To address and mitigate people's concerns with the speed of traffic on Overlook Parkway, can numerous stop signs, wide bike lanes, etc. be installed to slow down motorists and make Overlook Parkway less desirable to use as cut-through?

Yes, it should be noted that the General Plan 2025 has the following Policy:

> **Policy CCM-4.1 –** *Limit the Overlook Parkway completion over the arroyo to a two-lane roadway within a one-hundred-ten-foot right-of-way.*

As such, the design of the bridge will help to slow traffic down.

- Overlook Parkway is designed to function as an arterial; however, the City has a toolbox of traffic calming measures that could be implemented to slow down motorists. For example, the General Plan 2025 Master Plan of Trails and Bikeways identifies Class II Bikeways along Overlook Parkway.

- Class II bikeways provide a restricted right-of-way on a roadway's shoulder designated for the exclusive or semi-exclusive use of bicycles. These connections would be completed if either Scenario 3 or 4 is selected. (See Draft EIR pages 3.11-172 through -173.)

- As on any local street within the City, the movement of through traffic is discouraged. The City, through the Department of Public Works, has an active Neighborhood Traffic management Program to minimize and/or prevent intrusion of regional cut-through traffic into residential neighborhoods, through traffic management and traffic calming strategies; and to improve the livability of neighborhoods through controlling the impacts of outside traffic. The strategies include speed control methods, parking restrictions, speed humps, pedestrian safety improvements, and sight obstruction elimination. This program would be used for any local street experiencing an increase in cut-through traffic, no matter the reason for the increase in traffic.

If Scenario 4 is chosen, is Madison Street capable of handling more traffic, by removing some of the somewhat temporary traffic calming elements that have been installed and/or making the roadway wider at street intersections?

- The Traffic Impact Analysis (TIA) and the Draft EIR assumed that Madison Street would be 4 lanes north of Victoria Avenue at buildout, consistent with General Plan 2025. The Draft EIR does not provide an analysis of what the LOS would be if Madison Street were altered from its General Plan 2025 design. Currently, Madison Street is altered from that buildout design, with bulb outs and other temporary traffic calming measures under EP-007-967 approved by City Council on June 26, 2001. This was the project to modify Madison Street between Lincoln and Victoria Avenues and between Evans Street and Indiana Avenue from a four lane street to a three lane street (one travel lane in each direction with a continuous center turn lane) for a distance of approximately 2,400 feet. Improvements included the construction of intermittent landscaped center medians and parkway planters. Since the improvements were designed to be temporary in nature no change to the Circulation Element was required.

Did the traffic report assume separated grade crossing at railroads (i.e. with Scenario 4, on Madison Street)?

The model runs and TIA prepared for the Draft EIR did not assume separated grade crossings at railroads as it took a more conservative approach to the analysis.

- Travel demand models, as used in the Draft EIR analysis are not sensitive to grade separations, and thus were not considered in the TIA.

What other alternatives were considered besides the four scenarios?

For a thorough analysis of alternatives considered but rejected please see the Draft EIR Section 8.0. A quick summary follows:

- Overlook Parkway – Stripe to Four Lanes Alternative

  Under the *Overlook Parkway - Stripe to Four Lanes Alternative*, the connection of Overlook Parkway easterly to Alessandro Boulevard and across the Alessandro Arroyo would be constructed in a similar alignment as proposed under Scenarios 3 and 4: 88 feet of curb-to-curb improvements with a 12-foot wide median, within a 110-foot wide right-of-way. However, under this alternative, Overlook Parkway would be striped as a four-lane arterial in the near-term on the bridge over the Alessandro Arroyo. The General Plan 2025 Master Plan of Roadways exhibit includes a note which specifies that, "Overlook Parkway shall be a 2-lane, 110-foot arterial with a wide median parkway..." Additionally, General Plan 2025 Policy CCM-4.1 limits the Overlook Parkway completion over the arroyo to a two-lane roadway within a 110-foot right-of-way (Exhibit 11 Master Plan of Roadways).

- Proposed C Street Extension – Madison Street Extension Alternative (Exhibit 13)

  The *Proposed C Street - Madison Street Extension Alternative* provides an alternate route for the connection to SR-91. This alignment involves an alternative alignment for Proposed C Street from the existing terminus of Overlook Parkway to the existing intersection of Madison Street and Victoria Avenue (Figure 8-1). This alternative involves construction of a new roadway as well as improvements to existing segments of Madison Street. The extension of the Proposed C Street under this alternative would begin at the existing Overlook Parkway/Washington Street intersection, and then continue west toward the existing three-way intersection at Madison Street, Dufferin Avenue, and Prenda Avenue. From here, the alignment would continue along the existing segment of Madison Street before connecting at the Victoria Avenue/Madison Street intersection. The alignment would traverse west of the residential area within the Arlington Heights Greenbelt and would not involve the closure of Washington Street or Dufferin Avenue.

- Proposed C Street – Victoria Underpass Alternative (Exhibit 13)

  The *Proposed C Street– Victoria Underpass Alternative* involves an alternate alignment for a connection in the west. Under this alternative, the Proposed C Street would begin at the existing Overlook Parkway/Washington Street intersection and extend in the northerly direction toward the SR-91. In order to avoid impacts to Victoria Avenue, the alignment would include an underpass at Victoria Avenue (Figure 8-2). In order to protect views and features which contribute to the historic character along Victoria Avenue, the underpass would begin transitioning to a below-grade roadway several hundred feet south of Victoria Avenue. North of this intersection, the Proposed C Street would include two 350-foot-radius curves and would branch off in both the eastern and western directions connecting at Madison Street and Washington Street. The two legs that branch off the main alignment would serve as one-directional (one-way) arterials; the eastern leg would connect traffic to Washington Street, while the western leg would connect traffic to the main alignment from Madison Street. This configuration would enable southbound motorists traveling along Madison Street to continue to the Overlook Parkway/Washington Street intersection by way of the west leg of the proposed alignment of the Proposed C Street.

- Washington Street and Lincoln Street Improvements Alternative (Exhibit 13)

  The purpose of the *Washington Street and Lincoln Street Improvements Alternative* is to provide an alignment that minimizes the amount of required construction and right-of-way acquisition from construction of new roadways (e.g., the Proposed C Street) by improving existing roadways along Washington Street and Lincoln Avenue. Reconstruction of existing Washington Street would consist of increasing the number of lanes from two to four between Overlook Parkway and Lincoln Avenue.

Does the Draft EIR talk about differences in emergency response times with Overlook Parkway completed versus not being completed?

- Yes, Section 3.11 of the Draft EIR includes general discussion about changes in response times for scenarios. Emergency service providers were contacted as part of the Draft EIR process. They stated that with Overlook Parkway completed, first responders would have a shorter, more direct route. In addition, depending on location of the call, responders would be traveling on an arterial street with higher speed limits which would also decrease response time. (See Draft EIR pages 3.11-163 through 3.11-167.)

Is there a discussion of social justice issues with respect to the Casa Blanca neighborhood?

CEQA does not require social justice or environmental justice impacts to be evaluated and therefore there are no thresholds established. However, we did look at social and environmental justice issues using the General Plan 2025 Air Quality Element as guidance.

- With respect to traffic, analysis included intersections throughout the Project vicinity, including within the Casa Blanca community. The traffic impacts to intersections and links would occur in multiple neighborhoods within the Project vicinity and are not concentrated within any one particular community.

- Nonetheless, Casa Blanca is discussed in the land use section of the Draft EIR, including reference to historic uses and consistency with General Plan 2025 Policies AQ-1.1 (equitable decision-making related to socioeconomic status or geographic location, from the health effects of air pollution) and AQ-1.2 (potential environmental justice issues in reviewing impacts). (See Draft EIR pages 3.9-11 through -12.)

- Ultimately, the Draft EIR found no disproportionate impacts would occur within the Casa Blanca community (e.g., land use, traffic, air quality/hot spot). Specifically, please see the discussion of Casa Blanca on Draft EIR pages 3.9-39 (addressing environmental justice issues in Casa Blanca as to Scenario 1); 3.9-41 (addressing environmental justice issues in Casa Blanca as to Scenario 2); 3.9-42 through -43 (addressing environmental justice issues in Casa Blanca as to Scenario 3); and 3.9 44 (addressing environmental justice issues in Casa Blanca as to Scenario 4).

IX. SUMMARY

Staff concurs with the methodology and findings of the Draft EIR. Findings of Fact and a Statement of Overriding Considerations (SOC) will be prepared for consideration by the City Council in conjunction with the certification of the Final EIR and the Council's proposed Scenario for approval. Under the SOC, the City Council will be asked to balance, as applicable, the economic, legal, social, or other benefits of the proposed Scenario against its unavoidable environmental risks when determining whether to approve the Scenario and, if the specific economic, legal, social, or other benefits of the proposed project outweigh the unavoidable adverse environmental impacts, the effects may be considered "acceptable", supported by substantial evidence (findings of fact) in the record.

X. EXHIBITS:

1. Location/Zoning Map
2. General Plan Map
3. Aerial Photo – Project Vicinity
4. Timeline
5. Location of Gates
6. Transportation Committee Report of December 10, 2009
7. Transportation Committee Report of November 15, 2010
8. Traffic Calming Measures
9. City Council Report of December 14, 2010
10. Scenarios
11. Master Plan of Roadways
12. Neighborhood Map
13. Proposed Roadway Improvements
14. Summary of Scenario Impacts Table
15. General Plan Text, Objectives, Policies and Figure Related to this Draft EIR
16. Public Comments
17. Project Impact Areas

RECOMMENDED CONDITIONS & GENERAL INFORMATION NOTES

Case Number: P12-0220 (GP) Meeting Date: June 6, 2013

CONDITIONS ***All mitigation measures are noted by an asterisk (*).***

Case Specific

- **Planning**

1. Prepare the necessary redline/strikeout of the Objectives, Policies text and figures in the General Plan 2025 as needed, dependent upon the Scenario chosen.

Standard Conditions

Planning

2. The City Attorney's Office shall prepare the appropriate resolution for City Council adoption of the General Plan Amendment within thirty days.

GENERAL INFORMATION NOTES

1. Appeal Information

   a. Actions by the City Planning Commission, including any environmental finding, may be appealed to the City Council within ten calendar days after the decision.

   b. Appeal filing and processing information may be obtained from the Community Development Department, Planning Division, Public Information Section, 3rd Floor, City Hall.