

November 26, 2012, 4:00 p.m.

City Council Chambers, 333 Civic Center Plaza

Web Site: www.ci.tracy.ca.us

1. Call to Order – Mayor Ives called the meeting to order at 4:00 p.m.
2. Roll Call – Roll call found Council Members Abercrombie, Maciel, Rickman, and Mayor Ives present. Council Member Elliott absent.
3. Items from the Audience - None
4. CERTIFICATION OF THE CITYWIDE ROADWAY AND TRANSPORTATION MASTER PLAN FINAL ENVIRONMENTAL IMPACT REPORT (FEIR), APPROVAL OF THE MITIGATION MONITORING AND REPORTING PROGRAM (MMRP) AND APPROVAL OF THE CITYWIDE ROADWAY AND TRANSPORTATION MASTER PLAN – Kuldeep Sharma, City Engineer and Assistant Director of Development Services, presented the staff report. Mr. Sharma stated the item is divided in two areas 1) Citywide Roadway and Transportation Master Plan 2) Environmental Impact Report (EIR) and Mitigation Monitoring and Reporting Program (MMRP)

1. Citywide Roadway and Transportation Master Plan

The City's existing Roadway Master Plan was approved in 1994. The Master Plan was based on the City's 1991 General Plan. Since then various areas in the City have either fully or partially developed including Plan C, South MacArthur, I-205, Northeast Industrial, Presidio and Infill.

The City adopted its new General Plan on February 1, 2011. The new General Plan identifies existing and new areas of development within and around the existing City limits which will be annexed into the City. It includes areas east of the City up to Chrisman Road and to the west up to the Altamont Pass, south of I-205. The new General Plan also includes the Larch Clover area both north and south of I-205.

Due to increased development interest in the General Plan area, various property owners requested in 2009, that the City finalize the Infrastructure Master Plans to serve the new developments. The City acquired the services of various consultants to finalize the Infrastructure Master Plans and complete the environmental documents for a total cost of \$3.1 million. A majority of the cost of these services was funded by the property owners.

Since then, staff and the development community have been working together with the consultants to finalize the Infrastructure Master Plans. The Roadway and Transportation Master Plan is generally completed first and the other plans follow to take advantage of the roadway alignments to locate major infrastructure elements.

RBF Consulting is the City's consultant responsible for completion of the Citywide Roadway and Transportation Master Plan. The work to complete this Master Plan involved traffic and transportation studies for various land uses proposed in the General Plan. The Master Plan addresses a wide range of traffic and transportation issues varying from local impacts to regional impacts, traffic controls, bicycle and pedestrian

controls, Park and Ride facilities, truck traffic and routes, railroad, bridges, transit needs and smart growth requirements. The Draft Master Plan was reviewed by staff and the development community. The Draft Master Plan was also the subject of a Transportation Commission meeting on December 9, 2010, where Commission input was used to shape the initial document.

The Citywide Roadway and Transportation Master Plan is based on the year 2035 and buildout scenarios. The Master Plan addresses the impacts of areas that could develop until the year 2035, assuming the existing development constraints of Measure A. This Master Plan will be updated every five years to verify the development assumptions and their impacts.

2. Final Environmental Impact Report (EIR)

- 1) The Citywide Roadway and Transportation Master Plan was determined by staff to be a "project" under the California Environmental Quality Act (CEQA) requiring an Environmental Impact Report (EIR). CEQA requires California public agencies to consider the environmental effects of projects for which they have discretionary authority. From January 12 to February 13, 2012 an Initial Study and Notice of Preparation was circulated for public review and local, State, and federal agency review and comment.
- 2) A Draft EIR was circulated from March 30 to May 14, 2012 for public review. All interested persons and organizations had an opportunity during this time to submit their written comments to the City. Subsequent to publishing the EIR, significant new information was added to the Initial Study clarifying the purpose and intent of the Roadway and Transportation Master Plan and the scope and nature of its potential environmental impacts.
- 3) The Draft EIR was recirculated for additional public review from June 14 to July 30, 2012.
- 4) A Final EIR was prepared which includes errata to the Recirculated Draft EIR as well as responses to comments received on the Recirculated Draft EIR. The FEIR was made available to the public and commenting parties on November 15, 2012.

The significant and unavoidable impacts that were identified in the EIR process include impacts related to greenhouse gas emissions, increases in pollution as a result of vehicle travel, and conflicts with local air pollution control district management plans. Certification of the EIR involves making findings related to significant impacts, alternatives, a Statement of Overriding Considerations, and adopting a Mitigation Monitoring and Reporting Program (MMRP).

There is no impact to the General Fund from approval of the Citywide Roadway and Transportation Master Plan. The cost of completion of the Master Plan, its EIR and MMRP was funded from the development community. The City fronted \$820,855 as its fair share cost of certain areas such as the Larch Clover area, Chrisman property, gap properties, and east side developments. This cost will be reimbursed to the City by property owners as a condition of development of such areas in the future. The cost of construction of the physical infrastructure listed in the Master plan will be borne by the developers through development impact fees and there will be no impact to the City's General Fund.

Kul Sharma introduced Frederik Venter, Project Manager, and Laura Worthington-Forbes, Senior Vice President, RBF Consulting. Mr. Venter provided a presentation.

The goal of the Tracy Citywide Transportation Master Plan is to promote development and manage funding and implementation of the multimodal transportation infrastructure to support the City of Tracy's General Plan.

The approach to development of the Citywide Transportation Master Plan is:

- Determine the transportation infrastructure needs for 2035 (needed to use the base model that San Joaquin Council of Governments (SJCOG) uses, which is 2035)
- Develop traffic volumes and roadway plan lines for City Buildout
- Include Smart Growth principles in all transportation infrastructure elements
- Determine costs of the required transportation improvements
- Develop a Fee and Implementation Program

The General Plan map comes from the 2030 General Plan. It shows how the City will be built out, the Sphere of Influence boundaries, and associated land use designations. The Planning Area map shows where all future and some infill development will take place.

Scenario	Dwelling Units	Employment
Existing (2006)	26,789	24,104
2030 GP SOI	38,926	48,553
Horizon Year (2035)	40,506	64,182
Buildout	43,557	184,033

Mr. Venter stated the growth in the table incorporates the growth ordinance for dwelling units that can develop in the City and was based on historic and anticipated future growth. Input from that General Plan and from that growth forms the basis of the modeling and the transportation growth.

Mr. Venter explained the evolution of the Road Network and the difference between the grid and the cul-de-sac patterns. Mr. Venter added the grid network makes better and shorter connections between origins and destinations, whereas the cul-de-sac pattern requires going around the block to connect to arterials.

The 2035 Roadway Network includes an expressway system. The expressway system is intended to be high capacity facilities for four lanes to six lanes accommodating heavy through traffic. The function of the arterials is to move vehicles, but not at the same rate as the expressways. The collective streets compliment the grid system. The details of the roadways will be determined once a specific plan is submitted and evaluated by staff.

New improvements include connection of the Pavilion extension north to south across I-205. The connection runs parallel to Mountain House Parkway, Hansen and Lammers Roads. The connection does not have access to the freeway, but it alleviates the new interchange on the Lammers Road extension that will be built on I-205. Mr. Venter stated that if that connection does not occur within the next 20 years, there will be tremendous gridlock at the Lammers Road extension interchange at I-205.

City Buildout: The right of ways that would be required to establish some form of mobility within the City has been reviewed. Lammers Road would increase from a four lane to six lane facility. Mountain House Parkway would increase from a four lane and two lane to a six lane and four lane facility. Some of the other roadways would also increase. For a majority of the City Road Network buildout, many of the lanes, and right of ways assigned to them, would remain as is in the 2035 conditions.

Cross Sections: There will not be single 12 foot lanes built in the City if the Master Plan is followed. That is a step toward slowing down speed and having a more sustainable transportation network, but still accommodating trucks and traffic flow. There is various researches that supports 11 foot lanes as being acceptable.

The 1994 TMP included a right of way of 116 feet with no bicycle facilities. The current TMP added ten feet of bike lanes by reducing the right of way to 115 feet. Similarly for arterials, there was 110 feet previously but under the new TMP, there is 99 feet. For collector roads it was 76 feet, reduced to 66 feet. This provides developers with more land to build on, which means more taxes and jobs and less street maintenance for the City.

Approximately 64 intersections were studied. The study showed that the majority would operate at Level of Service D or better, which is City standard. Mr. Venter stated service levels decline closer to interchanges, but Level of Service D is acceptable in terms of the General Plan policies.

The Congestion Management Program (CMP) Road Network is identified by San Joaquin Council of Governments (SJCOG), who also helps fund these networks. Mr. Venter stated it is important to maintain a Level of Service D on the street network. Pavilion extension and Old Schulte were included as new roads that were not previously CMP roads in the TMP. Portions of Lammers Road and Corral Hollow Road will not stay as CMP roads because some of the intersections have a Level of Service lower than D. SJCOG will not fund those roads in the future.

Mr. Venter stated it is important to make sure bicycle mobility is highlighted significantly in the new TMP. Every arterial, collector, parkway or expressway will have wide plans which include a Class I bike lane on the side or a trail, or a Class II bike lane, which is striped. That is significant because it provides the connection between the origin and destinations for cyclists.

Every new road in the City will have sidewalks. Many existing streets do not have sidewalks. With the sidewalks, trails and the Bike Master Plan, there will be connectivity to allow people to get where they need to go.

ITS Infrastructure is where signals are coordinated and CCTV cameras are used. Mr. Venter explained ITS Infrastructure is a modern way of managing traffic without widening roads. Hubs allow developments to develop separately. It is set up to accommodate in any manner in which future development occurs. Mr. Venter added the ITS Infrastructure has tremendous advantage because capacity is increased relatively cheaply without providing additional right of way, requiring widening of roads or increasing capacity in a manner that would be more expensive.

Truck Routes are important for the City. Because of the high truck activity and the industrial uses accommodated in the General Plan, several routes have been identified as star routes. The truck routes are planned to use Mountain House Parkway, keeping them off Lammers Road. This will protect the neighborhoods while making sure trucks can get to their destinations depending on the land uses and origins either within the City or from the City to Interstates I-205, I-580 and I-5.

New locations have been identified for Park and Ride facilities closer to the freeways for carpooling.

Mr. Venter stated the City has the advantage with the future high speed rail plan showing some alignment through the City to alternatives. There is a whole connection of very important transit facilities within the City that will distribute people to and from Tracy. The original components and the local components have been incorporated into the Master Plan. Every arterial, parkway, and expressway can be a transit route, which will include bus stops.

Transportation Demand Management is a program that provides new tools used to reduce trips and the demand for people to travel in cars. Transit, carpooling, bicycle routes are typical aspects that SJCOG will look to fund future roads.

The Sustainability Action Plan, Goals and Policies and Smart Growth Principles result in a reduction in vehicle trips (6%), vehicle miles traveled (137,267 per day in 2020), and Greenhouse Gas Emissions (104 tons of CO₂).

The Sustainability Action Plan, Goals and Policies and Smart Growth Principles promote Road Network Connectivity, Bicycle and Pedestrian Connections, Park and Ride Facilities Transit Infrastructure, Land Use Integration, Mixed Use Development, Roundabouts, ITS.

The estimate of the Transportation Infrastructure improvements that are required including bridges, bike lanes, roads, railway crossings, ITS systems and the full cost to provide this infrastructure plan by 2035, is approximately \$861 million. New development will help pay for those costs of improving the roadway network. A principle for how the Traffic Impact Fee will be funded has been established. The developers will pay for the outside lane and the work lane from the shoulder. The inside lane and the medium is included in the Traffic Impact Fee program. On some of the major expressways, the full curb to curb cost is included in the cost estimates.

The 2020 Sphere of Influence Road Network at 34.78 vehicle miles per person goes down to 34.02 with the Sustainability Action Plan implementation. The 2035 Master Plan projection is 33.83 in 2035, and if extrapolated back to 2020, it would be 30.86 vehicle miles per person per day. That is a significant reduction of 57% in Vehicle Miles Traveled (VMT) Growth. It is also approximately a 10% reduction in air quality and gas consumption.

Laura Worthington-Forbes, Senior Vice President RBF Consulting, outlined the EIR process that was followed to environmentally clear the recirculation draft for the TMP.

The project purpose was to perform a comprehensive update of the 1994 Roadway Master Plan. TMP builds upon the goals/objectives in the Circulation Element of the General Plan and Sustainability Action Plan.

Objective CIR-1.1, Action A1 of the Circulation Element of the City of Tracy General Plan, which states, "Update the Roadway Master Plan upon adoption of the General Plan". Importantly, it is a tool to implement the objectives of the circulation element that has a directive that indicates you must update the Roadway Master Plan upon adoption of the General Plan.

Ms. Worthington-Forbes outlined the new information added to the environmental process/overview:

- Clarified the TMP does not propose any new growth
- Clarified that improvements and expansions identified in TMP are necessary to accommodate growth based on densities and intensities allowed by the General Plan up to Year 2035
- Clarified that TMP is a policy document; does not propose construction and operation of improvements
- Because specific project details are not currently available, additional future environmental review may be required on a project-by-project basis
- Future environmental review – analyze and disclose any site specific impacts triggered by construction of improvements and expansions identified by the TMP

Recirculated Draft EIR

- New information triggered City decision to recirculate a Revised Initial Study, CEQA Guidelines 15183 Analysis, and Draft EIR
- Section 15183 Analysis highlighted to emphasize TMP consistency with General Plan Development Density and validated the limited scope
- Recirculated Draft EIR made available for public review from June 13, 2012 to July 27, 2012
- Recirculated EIR and Recirculated IS/CEQA Guidelines Section 15183 Analysis fully replaced the January 2012 Initial Study and March 2012 EIR

Scope of Recirculated Draft EIR concentrated on the assessments of impacts on:

- Air Quality (AQ)
- Greenhouse Gas Emissions (GHG)
- Cumulative impacts of Air Quality and Greenhouse Gas Impacts
- Three Project Alternatives
 - No Project/No Updated TMP
 - TMP limited to General Plan 2030 Horizon Year
 - Increased residential component and reduced the commercial development near I-205 expansion area

Recirculated Draft EIR Conclusions - Significant and unavoidable Impacts

- Two Air Quality impacts and one Greenhouse Gas Emission impact

Air Quality

- Exceedances of established thresholds for Reactive Organic Gases (ROG), Nitrogen Oxides (NO_x), and particulate matter (PM)₁₀ as a result of long-term mobile source emissions (Project and cumulative level); and
- Conflicts with applicable air quality plans (Project and cumulative level).

Significant and Unavoidable Greenhouse Gas Emission Impacts

- Generation of Greenhouse Gas Emissions, either directly or indirectly, that may have a significant impact on the environment (Project and cumulative level)

Ms. Worthington-Forbes stated the City cannot approve a project with significant environment effects unless the written findings are made with respect to each impact. Those findings for Unavoidable Significant Impacts require a Statement of Overriding Considerations (SOC).

Mr. Sharma thanked Ms. Worthington-Forbes for her presentation.

Staff recommended that the City Council adopt two resolutions: 1) Certify the Final Environmental Impact Report and adopt Findings of Fact, a Statement of Overriding Considerations and a Mitigation Monitoring and Reporting Program for the Citywide Roadways and Transportation Master Plan 2) Approve the Citywide Roadway and Transportation Master Plan.

Council Member Abercrombie asked if the responses to the comment letters had been sent to the people who had submitted the comments. Council Member Abercrombie asked if there had been any further communication from the people who had received the City's response. Ms. Worthington-Forbes responded yes. Both comments and responses were sent to the people who submitted the comments.

Bill Dean, Assistant Development Services Director, stated that periodically staff will follow up directly with a phone call or send a letter. Mr. Dean indicated staff did meet with one person who had concerns after they had received comments.

Council Member Abercrombie asked if staff remembered exploring the possibility of a bikeway along the railroad tracks from the Bowtie to Corral Hollow Road. Andrew Malik, Development Services Director, responded that the Master Plan looks at new areas of Tracy for bikeways, and staff is also looking at other land along the railroad tracks.

Council Member Abercrombie stated with the expansion of Linne Road from two lanes to six lanes between Corral Hollow Road and Tracy Boulevard, there would be a need for negotiations with Union Pacific. Mr. Malik responded the Union Pacific may be difficult to work with, but staff will have to look at all options.

Mayor Ives asked for clarity regarding the existing Levels of Service for intersection 39 - Schulte/MacArthur. In one diagram it showed Intersection 39 as Level of Service F, and in another diagram it showed Intersection 39 as Level of Service B and C. Mr. Venter responded Level of Service F is correct.

Mayor Ives stated there had been previous discussion regarding whether Lammers Road could extend due to the railroad. Mayor Ives added that if the at-grade crossing at Grant Line Road was abandoned and Union Pacific would allow Lammers Road extension, Pavilion Parkway would be grade separated, which Union Pacific would allow. Mr. Sharma responded that is correct.

Mayor Ives asked if the cost of the Transportation Infrastructure improvements included grade separations. Mr. Sharma responded yes. Mayor Ives asked if the cost included grade separations that would mitigate the Macoco line if it was activated at Lammers, Corral Hollow, Central Roads and Tracy Boulevard. Mr. Sharma responded only for new developments. The existing roads such as Corral Hollow Road will be using traffic from the new areas.

Mayor Ives invited public comment.

Gary Dobler stated he had met with Mr. Sharma to discuss the Lammers Road extension. Mr. Dobler stated they had agreed the extension of Lammers Road is program funded and will include a signal entry and exit at Byron Road. Mr. Dobler stated he had been informed by RBF Consulting that in the future the pumping plant he owns could be moved. Mr. Dobler stated it is not a shared burden so he would have to bear the full burden of the road. Mr. Dobler added there should be acknowledgement in written form for development of the Lammers Road extension.

Mayor Ives closed public comment.

Mr. Sharma confirmed he had met with Mr. Dobler and discussed the alignment issues and impacts to his property. The alignment on Mr. Dobler's property for the Lammers Road extension and Pavilion Parkway is at concept level. The alignments will be determined when the City gets closer to construction. Mr. Sharma stated there is plenty of time and staff will work with Mr. Dobler and family to make sure the impact to their site is minimal. Any issues will be resolved when maps are submitted for development.

Mayor Ives asked about the map for future truck routes. Mr. Venter responded the truck routes are assigned and applies through 2035 and buildout because the routes were not assigned to a specific year.

Mayor Ives stated the City's development community has spent a lot of money widening parts of Chrisman Road in preparation to meet future traffic needs. Mr. Sharma responded SJCOG has identified Chrisman Road as an expressway. Eventually it will jog to the east north of Grant Line Road and there will be an interchange at Paradise. We are expecting a majority of the funding sources from regional fees. This will become a regional project not only the responsibility of Tracy, but also from Lathrop and other areas. Once it becomes an expressway then trucks will be allowed on Chrisman.

Council Member Rickman asked if truck traffic from future unknown businesses such as warehouses is being addressed. Mr. Venter responded that the General Plan, Master Plan and the Traffic Impact Fee program need to be updated periodically. If a substantial new project comes to Tracy that is lot different than what is in the Master Plan, then the Master Plan can be updated to include new costs and impact fees.

Council Member Rickman asked as an example, if the high speed rail does eventuate, is there the possibility for change to that part of the Transportation Master Plan. Mr. Venter responded yes.

Council Member Rickman asked if future volumes were taken into account. Mr. Venter stated the model is based on 2006, for the General Plan. After looking at future projections of where land use, jobs and housing are going to occur, the volumes are

assigned to the roadway network. The future scenario will take into consideration transit, bicycle lanes and land use development.

It was moved by Council Member Abercrombie and seconded by Mayor Pro Tem Maciel to adopt Resolution 2012-239 certifying the Environmental Impact Report for the Citywide Roadway and Transportation Master Plan and approving the Mitigation Monitoring and Reporting Program. Voice Vote found all in favor; passed and so ordered.

Council Member Rickman stated with air quality having a significant impact, depending on the types of businesses and traffic volume, the impacts could be considerably less. Ms. Worthington-Forbes responded it could be considerably less in the future. It is based on vehicle mix and the fleet as well as vehicle miles traveled.

It was moved by Council Member Abercrombie and seconded by Mayor Pro Tem Maciel to adopt Resolution 2012-240 approving the Citywide Roadway and Transportation Master Plan. Voice vote found all in favor; passed and so ordered.

5. It was moved by Council Member Abercrombie and seconded by Council Member Rickman to adjourn. Voice vote found all in favor; passed and so ordered. Time: 4:57 p.m.

The above agenda was posted at the Tracy City Hall on November 23, 2012. The above are summary minutes. A recording is available at the office of the City Clerk.

Mayor

ATTEST:

City Clerk