

# Memorandum

To: Laura Prickett, Horizon Water and Environment

From: Gui Shearin, Senior Transportation Economist, Atkins; Indu Menon, Senior Project Manager, Parsons

CC: Parag Mehta, Kimley Horn

Date: January 3, 2018

Re: Santa Cruz Route 1 Tier I and Tier II HOV Lane/TSM Widening Project – Addendum to the Cumulative Growth Inducement Study (2008)

---

## 1.0 Purpose and Organization of the Cumulative Growth Inducement Study Addendum

The purpose of this Addendum to the 2008 Cumulative Growth Inducement Study (2008 Study)<sup>1</sup> for the Santa Cruz Route 1 Tier I and Tier II High-Occupancy Vehicle (HOV) Lane/Transportation Systems Management (TSM) Widening Project is to assess the changes in the data and assumptions underlying the 2008 Study and to determine if the conclusions of the 2008 Study are still valid. The 2008 Study conclusions were as follows:

- The growth inducement analysis indicates that the Highway 1 HOV Lane Widening Project, which would save commuters substantially more travel time in the corridor than would the Auxiliary Lanes Project, would not stimulate unplanned residential or related commercial growth but would support existing planned growth for the corridor.
- The proposed Highway 1 HOV Lane Widening Project includes the Highway 1 Auxiliary Lanes Project (from Soquel to Morrissey) as part of existing conditions. This cumulative growth study found that the travel time savings achieved with both projects in place would not outweigh the local factors tending to inhibit growth. Hence, neither the combined nor individual projects would stimulate unplanned residential or related commercial growth in the corridor; however, they would support existing planned growth for the corridor.
- The reasonably foreseeable growth and land use change with and without the project is defined by the population and employment forecast data prepared by the Association of Monterey Bay Area Governments (AMBAG) and adopted in 2008. The project is not expected to influence the overall amount, type, location, or timing of that growth, nor is project-related growth anticipated to put pressure on or cause impacts to environmental resources of concern. Major factors preventing unplanned growth in the corridor include the lack of developable land in cities and in related county areas, strict land use regulations, and public attitudes towards growth.

---

<sup>1</sup> *Cumulative Growth Inducement Study for the Highway 1 Corridor*, From San Andreas-Larkin Valley Roads to Morrissey Boulevard, 05-SCR-1, PM R733 (KP 11.79) 7.6 to PM 16.13 (KP 25.96), Santa Cruz County, California, EA: 05-0C7300, 05-0F6500. Prepared by the U.S. Department of Transportation, Federal Highway Administration and the State of California Department of Transportation, September 2008.  
[https://sccrtc.org/external/hwy1corridorEnvDocs/TechnicalStudies/13\\_Cumulative\\_Highway\\_1\\_Growth\\_Report.pdf](https://sccrtc.org/external/hwy1corridorEnvDocs/TechnicalStudies/13_Cumulative_Highway_1_Growth_Report.pdf)

To accomplish the Addendum purpose, the study team reviewed current traffic; regional population and employment projections; city and county plans; opinions of local planning and real estate experts; and resources of concern, and analyzed how any changes might affect previous study conclusions. Additional areas of Monterey County and San Benito County that were not analyzed in the 2008 Study were also reviewed qualitatively to determine growth pressures from the proposed project.

The Addendum includes the Project Description (Section 2.0); Review of Growth-Related Data and Analyses (Section 3.0); and Summary and Conclusions (Section 4.0).

## 2.0 Project Description

The California Department of Transportation (Caltrans), in cooperation with the Federal Highway Administration (FHWA) and the Santa Cruz County Regional Transportation Commission (RTC), proposes improvements to State Route 1 (Route 1) in Santa Cruz County. This project is divided into two components: (1) Tier I component from approximately 0.4 mile south of the San Andreas-Larkin Valley Road interchange to 0.3 mile north of the Morrissey Boulevard interchange, a distance of approximately 8.9 miles; and (2) Tier II component from 41<sup>st</sup> Avenue to Soquel Avenue/Drive. The 2008 Study and this Addendum evaluated these alternatives from a cumulative viewpoint, with the Tier II component included in the Tier I alternatives.

### **Tier I Project**

There are two build alternatives defined for the Tier I Project: (1) Tier I Corridor HOV Lane Alternative and (2) Tier I Corridor TSM Alternative. The complete project description is provided in Attachment 1.

#### ***Tier I Corridor HOV Lane Alternative***

The Tier I Corridor HOV Lane Alternative would expand the existing four-lane highway to a six-lane facility by adding one HOV lane in each direction next to the median and an auxiliary lane on the outside in each direction. Expanding the highway from four lanes to six lanes would be achieved by building the new lane in each direction in the existing freeway median and widening the freeway footprint in those locations where the median is not wide enough to fit the new lane. The Tier I Corridor HOV Lane Alternative would modify or reconstruct all nine interchanges within the project limits to improve merging operations and ramp geometry. The Bay Avenue/Porter Street and 41<sup>st</sup> Avenue interchanges would be modified to operate as one interchange, with a frontage road to connect the two halves of the interchange. Where feasible, design deficiencies on existing ramps would be corrected. Ramp metering and HOV bypass lanes and mixed-flow lanes would be added to Route 1 on-ramps within the project limits. The Tier I Corridor HOV Lane Alternative would include an auxiliary lane in each direction between Freedom Boulevard and Bay Avenue/Porter Street and between 41<sup>st</sup> Avenue and Soquel Avenue/Drive. Transportation Operations System infrastructure, such as changeable message signs, highway advisory radio, microwave detection systems, and vehicle detection systems, would also be provided under the Tier I Corridor TSM Alternative. The Tier I Corridor HOV Alternative would not construct a northbound auxiliary lane between State Park Drive and Park Avenue.

#### ***Tier I Corridor TSM Alternative***

The Tier I Corridor TSM Alternative proposes to add an auxiliary lane along the highway between major interchange pairs from Morrissey Boulevard to Freedom Boulevard; provide ramp metering; construct an

HOV bypass lane and mixed-flow lane on on-ramps; and improve nonstandard geometric elements at various ramps, in both directions. The Tier I Corridor TSM Alternative also would include Transportation Operations System electronic equipment as described for the Tier I Corridor HOV Lane Alternative. In addition, the Tier I Corridor TSM Alternative would reconstruct the north and south Aptos railroad bridges and lower Route 1 in Aptos to achieve standard vertical clearance; reconstruct the State Park Drive, Capitola Avenue, and 41<sup>st</sup> Avenue overcrossings; widen the Aptos Creek Bridge; and construct three new pedestrian/bicycle overcrossings over Route 1 at Mar Vista Drive, Chanticleer Avenue, and Trevethan Avenue. All of the aforementioned reconstructed bridges would include improvements to pedestrian and bicycle facilities. The Tier I Corridor TSM Alternative shares many features with the Tier I Corridor HOV Lane Alternative; the major exceptions are the absence of an HOV lane and a reconfiguration of only the Soquel Drive/Soquel Avenue interchange. The Tier I Corridor TSM Alternative would include a northbound auxiliary lane between State Park Drive and Park Avenue.

## **Tier II Project**

### ***Tier II Auxiliary Lane Alternative***

There is one build alternative defined for the Tier II Project: the Tier II Auxiliary Lane Alternative. This alternative would add an auxiliary lane to the northbound and southbound directions of Route 1 between the 41<sup>st</sup> Avenue and Soquel Avenue/Drive interchanges. In addition, an Americans with Disabilities Act-compliant pedestrian and bicycle overcrossing would be constructed at Chanticleer Avenue. The total roadway widening would be approximately 1.4 miles along Route 1. The new auxiliary lanes would be 12 feet wide. In the southbound direction, the width needed for the new lane would be added in the median, and the median barrier would be shifted approximately 5 feet toward the northbound side of the freeway to make room for the new lane and a standard 10-foot-wide shoulder. Where the new southbound lane meets the existing ramps, outside shoulder widening would occur to achieve standard 10-foot-wide shoulders. In the northbound direction, the project proposes paving a 10-foot-wide median shoulder and widening to the outside to add the 12-foot-wide auxiliary lane and a new 10-foot-wide shoulder.

The pedestrian/bicycle overcrossing constructed at Chanticleer Avenue would connect to a new 360-foot-long by 6-foot-wide sidewalk on Chanticleer Avenue on the south side of Route 1. The sidewalk, located along the south side of Soquel Drive, would be separated from the street by a 4-foot-wide park strip. Retaining walls would be constructed as part of the roadway widening along Route 1, with four separate walls: three on the north side of the roadway and one on the south side. One of the retaining walls would start after the 41<sup>st</sup> Avenue on-ramp and extend approximately 150 feet; two other retaining walls on the northbound side would be 375 feet and 408 feet long. On the southbound side, a 350-foot-long wall would be constructed along the highway mainline and Soquel Avenue, over the Rodeo Creek Gulch culvert.

### **No Build Alternative**

The No Build Alternative offers a basis for comparing the Tier I Corridor Alternatives and the Tier II Auxiliary Lane Alternative in the future analysis year of 2035. Although the Tier I Corridor Alternatives and the Tier II Auxiliary Lane Alternative are separate projects, the assumptions regarding the No Build Alternative conditions are the same. Both assume no major construction on Route 1 through the Tier I corridor project limits or Tier II project limits other than currently planned and programmed improvements and continued routine maintenance. Planned and programmed improvements that are assumed in the No Build Alternative are the following, as contained in the 2014 Regional Transportation Plan:

- Installation of median barrier on Route 1 from Freedom Boulevard to Rio Del Mar Boulevard.
- Installation of a Class I bicycle and pedestrian facility on Morrissey Boulevard over Highway 1.
- Implementation of single interchange improvements at 41<sup>st</sup> Avenue and Bay Avenue/Porter Avenue as detailed and expensed in the Highway 1 HOV Project (RTC 24) as a standalone project, if the RTC project does not proceed.

The No Build Alternative also includes planned improvements to roadways and roadsides on Rio Del Mar Boulevard from Esplanade to Route 1, which includes the addition of bike lanes, transit turnouts, left-turn pockets, merge lanes, and intersection improvements. Road work includes major rehabilitation and maintenance of road and roadsides.

### 3.0 Review of Growth-Related Data and Analyses

This Addendum addresses the two main issues from the 2008 Study. The primary issue is whether the improved or enhanced accessibility (accessibility reflects the attractiveness of potential destinations and ease of reaching them) provided by the project would increase residential growth beyond what is planned for the areas of Santa Cruz County or northern Monterey County or whether it would merely support planned growth. Additional areas in San Benito County and southern and central Monterey County are also considered in less detail. The second issue of concern is the sensitivity of environmental resources to unplanned growth. The 2008 Study addressed these issues by investigating the potential for unplanned growth due to the project. The Addendum reviews the 2008 Study's conclusions for these issues and its answers for the following three sets of questions, while considering changing data:

1. What is the reasonably foreseeable growth and land use change without the projects? What is it with the projects?
2. To what extent will the projects influence the overall amount, type, location, or timing of that growth?
3. Will project-related growth put pressure on or cause impacts to environmental resources of concern?

The following subsections discuss the reviewed data and the assessment of how any changes might affect previous study conclusions. Data include current traffic forecasts and commute time projections; regional population and employment projections; city and county plans; opinions of local planning and real estate experts; and resources of concern. Additionally, there is a qualitative consideration of San Benito County and remaining areas of Monterey County that were not addressed in the 2008 Study.

#### 3.1 Traffic and Travel Time Data

##### Comparison of 2007 and 2012 Traffic Operations Reports

The 2008 Study was based on Highway 1 delay savings from the 2007 Traffic Operations Report<sup>2</sup>. A final version of this report was issued in 2012.<sup>3</sup> Comparison of the reported 2035 delay savings in the two reports found no change in delay reported between the two reports. Thus, the projected delay savings used in the 2008 Study were confirmed by this comparison.

---

<sup>2</sup> *Highway 1 HOV Lane Widening Project – Traffic Operations Report*, Wilbur Smith Associates, April 2007.

<sup>3</sup> *Santa Cruz SR-1 HOV Traffic Operations, Final Report*, Wilbur Smith Associates, April 2012, Table 9-1.

### Existing Conditions Validation

An updated existing traffic conditions report was issued in 2017 as an addendum to the 2012 Caltrans approved Traffic Operation Report (TOR).<sup>4</sup> Its purpose was to summarize the updated traffic analysis that was conducted using traffic data collected in 2016 and discuss the latest traffic conditions along the study corridor. It addressed some of the public comments received on the Draft Environmental Impact Report/Environmental Assessment (DEIR) that was circulated in November 2016, especially those suggesting that the traffic data used in the 2012 TOR were out of date and that the future forecasts were now too high because of the 2008 recession.

The addendum conducted new existing conditions analyses with current (2016) data and reached the conclusions summarized below:

- Overall, traffic conditions along the study corridor have generally deteriorated from 2005 to 2016 conditions. The analysis indicated that traffic conditions are expected to worsen further in the future and highlighted the need and importance of the proposed project in improving traffic conditions.<sup>4</sup> (p.13)
- The analysis demonstrated that contrary to the comments received on the traffic section of the DEIR, the future traffic forecasts for the Highway 1 projects in Santa Cruz were not overestimated and may in fact be slightly underestimated. Traffic operational analysis results reported in the 2012 TOR were low-end estimates, especially in the peak directions of travel; future traffic operations along the study corridor could be worse than those reported in the 2012 TOR in the peak directions of travel.<sup>4</sup> (p. 17)
- The traffic addendum also compared the 2004 and 2014 AMBAG travel demand models and their underlying 2004 and 2014 AMBAG population and employment projections. The addendum concluded that in looking at the recent, post-recession growth trend in traffic and employment levels in and around the study corridor (Silicon Valley and Santa Cruz County), the slow-growth assumptions of the 2014 AMBAG model may not accurately represent future traffic conditions along the study corridor. Therefore, use of the 2004 AMBAG model was considered the most suitable approach for this project.<sup>4</sup> (pp. 21 22)

### 3.2 Regional Population and Employment Projections

Sensitivity analyses were conducted to compare the results in the growth analysis when using AMBAG Projections 2014 and Association of Bay Area Governments (ABAG) Projections 2013 instead of AMBAG Projections 2004 and ABAG Projections 2005 that were used in the 2008 Study. Using the changes in future population and employment that result from comparing these two sets of projections, the pattern of the growth results and the resulting conclusions of the analytical growth model documented in the 2008 Study remained unchanged. This result is not surprising because the growth pressures addressed by the growth model calculations reflect accessibility to jobs in the AMBAG and ABAG regions; relatively small changes in the projected levels of those jobs do not change where the job opportunities are generally located with respect to the residential areas potentially affected by the proposed Highway 1 improvements.

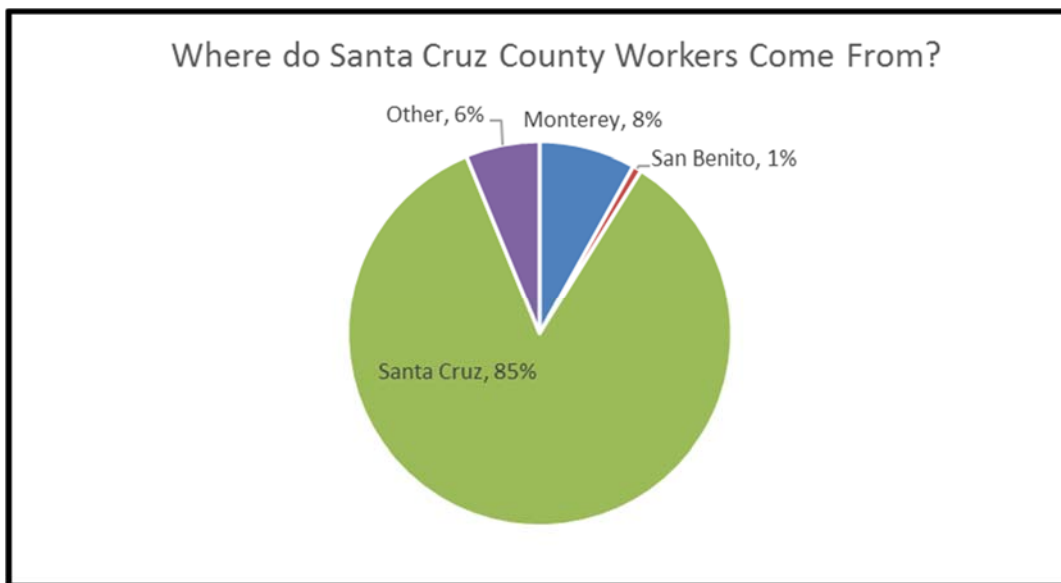
---

<sup>4</sup> *Santa Cruz Highway 1 Widening/HOV Lane Project – Final 2016/2017 Traffic Analysis Update: Memorandum*, from Bhanu Kala, CDM Smith to Sam Toh, Caltrans District 5, July 14, 2017, pp. 13, 17, 21-22.

### 3.3 San Benito County and Other Areas of Monterey County

The 2008 Study focused its analysis of residential areas potentially affected by the proposed project on the coast side because growth issues were considered more critical along the coast, commuting distances were shorter than for the more inland areas, and the inland areas were more oriented to employment in Silicon Valley or Monterey County rather than Santa Cruz. This Addendum qualitatively reviewed the areas not considered in the 2008 Study, specifically San Benito County and southern and central Monterey County, to determine the project's likely effect on growth inducement in those areas.

A review of commuting data from the U.S. Census shown in the chart below reveals that very few workers in Santa Cruz County come from San Benito County (1 percent), and relatively few come from Monterey County (8 percent).



Source: U.S. Census Bureau, 2009-2013 American Community Survey.  
<http://www.census.gov/hhes/commuting/> 2/9/17

Table 1 summarizes a review of current PM peak-hour commute times from downtown Santa Cruz to locations in Santa Cruz, Monterey, and San Benito counties. Table 1 compares new sample areas of the cities of Monterey, San Juan Bautista, and Hollister with the previous sample areas of Aptos, Watsonville, Castroville, and Fort Ord that were analyzed in the 2008 Study. The data show that the cities of Monterey and Salinas in Monterey County have commute times to Santa Cruz as great or greater than the Fort Ord zone/centroid analyzed in the 2008 Study. Thus, growth model results for central and southern Monterey County would have similar or lesser effects than predicted for the Fort Ord area in the 2008 Study. PM peak-hour commute time from downtown Santa Cruz to San Juan Bautista in San Benito County is currently in between that for the Castroville and Fort Ord zones/centroids analyzed in the 2008 Study. The commute time to Hollister in San Benito County is the same as for the city of Monterey. Because San Benito County commuters work primarily in Silicon Valley and Monterey County jobs, which do not require commuting on Highway 1 in Santa Cruz County, proposed Highway 1 improvements in Santa Cruz County would give San Benito County growth model results that show less effect than that predicted for the Fort Ord area in the 2008 Study.

<b>Table 1: Current Average Weekday PM Peak Hour Travel Time from Downtown Santa Cruz</b>				
<b>Minutes</b>				<b>Index*</b>
<b>Destination</b>	<b>Low</b>	<b>High</b>	<b>Average</b>	
Aptos	28	55	<b>41.5</b>	1.00
Watsonville	35	95	<b>65</b>	0.41
Castroville	55	90	<b>72.5</b>	0.33
Fort Ord	60	100	<b>80</b>	0.27
Salinas	60	100	<b>80</b>	0.27
Monterey	65	110	<b>87.5</b>	0.22
San Juan Bautista	55	100	<b>77.5</b>	0.29
Hollister	65	110	<b>87.5</b>	0.22

\*The index is a commute time inverse square relationship used in the growth model and is shown to illustrate the relative travel demand potential that could be expected based on commute time alone to downtown Santa Cruz. For example, Watsonville is only 41 percent as attractive as Aptos based on commute time alone. The actual growth model also considers the numbers of jobs that can be assessed throughout the region in determining growth pressures, so this index overstates the desirability (for Santa Cruz jobs) of the locations farther away from Santa Cruz that have other accessible job markets to which they are primarily oriented, such as the job markets in Monterey County and Silicon Valley for the cities of Salinas, San Juan Bautista, and Hollister

Source: Google Maps, Atkins, February 2017.

Considering these additional areas in Monterey and San Benito counties, the overall growth model results would be like those reported in the 2008 Study (i.e., the TSM and HOV Build Alternatives would increase relative growth pressures slightly in two of the seven selected residential areas, Aptos and Watsonville). Relative growth pressures would decrease in the more remote areas. However, given the land use controls and the existing high level of growth pressures that have nothing to do with the proposed Highway 1 improvements, slight increases in growth pressure within Santa Cruz County are unlikely to have an important effect on actual residential growth.

### 3.4 City and County Plans

City and county land use plans were reviewed for changes in growth-related land use policies compared with those included in the 2008 Study. Land use plans and/or housing elements from the following 13 jurisdictions were reviewed:

- County of Santa Cruz
- City of Santa Cruz
- City of Capitola
- Village of Aptos
- City of Watsonville
- County of Monterey
- Castroville
- City of Marina
- Fort Ord
- City of Salinas
- County of San Benito
- City of San Juan Bautista
- City of Hollister

Samples of the relevant policies and goals from these jurisdictions are included as Attachment 2 to this Addendum. Review of the policies and goals found little change since the 2008 Study, with no new policies or goals that would exacerbate growth inducement. Plans or housing elements that were updated since the 2008 Study generally place more emphasis on providing affordable housing than previously, which is a response to the Regional Housing Need Allocation (RHNA), the State-mandated process to identify the total number of housing units (by affordability level) that each jurisdiction must accommodate in its Housing Element. Housing elements for Santa Cruz and Monterey counties now have goals of removing unnecessary governmental constraints to housing, a goal also included in the City of Marina's housing element. On the coast side, the jurisdictions of Watsonville and Marina, which were found to be relatively pro-growth during the 2008 Study, remain so in principle, although Watsonville's plans have been curtailed by successful lawsuits on their general plan updates and Marina's plans have been at least temporarily slowed by the 2008 recession. The lack of availability of water continues to be a constraint on the provision of new housing on the coast side.

Within inland areas, the availability of water to support growth varies. The City of San Juan Bautista has limited and very expensive water. The City of Salinas has ample water for its planned residential growth. The residential growth plans for the City of Salinas were in place prior to the 2008 Study, but the 2008 recession has delayed their implementation. While housing growth on the coast side is supply limited, housing growth in Salinas has been more demand limited, given the City's plans and available land and water resources for housing. As discussed in the subsequent sections, however, the long commute time between Santa Cruz and Salinas results in a prediction of minimal effect of the proposed Highway 1 improvements on Salinas housing growth, like that shown for the Fort Ord zone/centroid in the 2008 Study. As discussed before, the communities in San Benito County are even further removed, and less impact is expected.

### 3.5 Opinions of Local Planners and Officials

For this Addendum, the following local property developer and planners and planning officials from several jurisdictions were interviewed to update the results of the expert panel that was part of the 2008 Study:

- LOMAK Property Group – Doug Kaplan, Principal
- County of Santa Cruz – Paia Levine, Assistant Director
- City of Santa Cruz – Bonnie Lipscomb, Economic Development Director
- City of Watsonville – Justin Meek, AICP, Principal Planner
- Association of Monterey Bay Area Governments – Bhupendra Patel, Director of Modeling
- County of Monterey – Todd Muck, Deputy Executive Director (Transportation Agency for Monterey County)
- City of Salinas – Megan Hunter, Community Development Director
- City of San Juan Bautista – Matt Orbach, Community Development Director

The list above is a sample subset of the jurisdictions from the expert panel of the 2008 Study but has representatives from the cities of Salinas and San Juan Bautista who were not included at that time. Conversations with the representatives generally confirmed the following conclusions of the previous expert panel:



- The consensus was that the project would not stimulate unplanned residential or related commercial growth, and it would serve existing growth already planned and projected for the corridor. The lack of developable land in cities, land use plans in the corridor, and public attitudes towards growth are the major factors preventing unplanned growth. The expert panel agreed that the expansion of Highway 1 would be insignificant with respect to land use due to supply driven growth, created by the constraints of land use policy and zoning.<sup>5</sup>

Additional comments by the representatives (in order of their appearance above) follow below. These additional comments are summaries except where quotation marks indicate direct quotes.<sup>6</sup>

- The proposed Highway 1 improvements are not growth inducing because the housing growth is supply driven and not related to the highway. This is the same opinion that was given 10 years ago in the previous growth study. The overall trend is that the area is one of the most desirable places to live and work in the country. Demand to live and work in county is huge and will exist regardless of traffic or utility issues.
- “The 2015 Santa Cruz County Housing Element is consistent with 2014 AMBAG projections. The proposed Housing Element was published in 2015 and adopted in February 2016. Public comments on the DEIR/Environmental Assessment (EA) to the contrary may have been made prior to the release of the updated housing element.”
- “The City of Santa Cruz has seen relatively little development over the last 2 decades. Santa Cruz, however, continues to be a highly desirable community in which to live. Housing pressure, as a result, is high and prices have risen while supply is limited. Housing affordable to our community and workforce has become a priority.”
- “The region continues to experience a high demand for housing, and the City of Watsonville continues to be a community not averse to growth. An improved Highway 1 would increase growth pressures in Watsonville, but would not likely change the political environment. The City would like to add both new housing and more jobs for a better job-housing balance, and is focusing its planning efforts on infill development in downtown and elsewhere within the urban limit line established by Measure U, such as the commercial corridors along Freedom Boulevard and East Lake Avenue.”
- From AMBAG’s perspective, Highway 1 improvements would have no material impact on the slow growth communities along the coast due to constraints such as the lack of water and the built-out nature of the coast side. Inland, Salinas is trying to grow, but its growth plans are independent of Highway 1 improvements. Marina was also identified as a community that would like to grow.
- The opinion of the Monterey County representative, that the project would not have any substantial impact in Monterey County, is unchanged from 10 years ago in the previous growth study. Although the Salinas growth area is moving again,<sup>7</sup> it is not thought that this project would

---

<sup>5</sup> *Cumulative Growth Inducement Study for the Highway 1 Corridor*, From San Andreas-Larkin Valley Roads to Morrissey Boulevard, 05-SCR-1, PM R733 (KP 11.79) 7.6 to PM 16.13 (KP 25.96), Santa Cruz County, California, EA: 05-0C7300, 05-0F6500. Prepared by the U.S. Department of Transportation, Federal Highway Administration and the State of California Department of Transportation, September 2008, pp. 35-36.

<sup>6</sup> [https://sccrtc.org/external/hwy1corridorEnvDocs/TechnicalStudies/13\\_Cumulative\\_Highway\\_1\\_Growth\\_Report.pdf](https://sccrtc.org/external/hwy1corridorEnvDocs/TechnicalStudies/13_Cumulative_Highway_1_Growth_Report.pdf)

<sup>6</sup> The eight planners and officials were afforded the opportunity to approve or edit their paraphrased comments in a series of three e-mails between November 15 and 22, 2017. Five of the eight either edited or approved the comments attributed to them, while three did not respond. The three comments shown in quotes above indicate direct quotes, the other five comment bullets should be considered comment summaries.

<sup>7</sup> The 2002 General Plan for the City of Salinas identified an area for growth on the northeast side of the existing City limits that was annexed into the City in 2008. The 2008 recession slowed City development plans, but a

have any effect there because there are too many choke points on the highways in between. There are no capacity improvements planned for the two-lane segment of Highway 1 south of Santa Cruz County<sup>8</sup>.

- From the view point of the City of Salinas, planned residential developments in Salinas might sell out faster if commuting to Santa Cruz becomes easier, but would not change the amount of growth.
- No effect of the proposed Highway 1 improvements is foreseen for San Juan Bautista because very few residents work in Santa Cruz because of the difficult commute. Because San Juan Bautista is the gateway to Hollister, a similar statement could be made about Hollister. Water has also become very expensive in San Juan Bautista.

With respect to the comment on Salinas housing buildout, note that the HOV Lane Alternative is projected to improve travel time by only 12 minutes in 2035 compared with the current 2017 average PM peak-hour travel time of 80 minutes shown in Table 1. This travel time may increase substantially by 2035 on the Monterey County portion of the commute route. For these lengthy commute times, the growth model does not project an increase in growth pressures with highway improvement, as discussed in the 2008 Study and summarized above in Section 3.3.

### 3.6 Resources of Concern

Because the proposed project would serve existing growth already planned and projected for the corridor and is not likely to stimulate unplanned residential or commercial growth, no substantial impacts are expected to resources of concern from induced growth. These resources of concern include potable water; threatened and endangered species, such as tidewater goby, central California coast steelhead, California red-legged frog, California tiger salamander, Santa Cruz long-toed salamander, least Bell's vireo, marsh sandwort, Monterey spineflower, and other plants; and other environmental resources documented in the Draft Environmental Document (summarized in Tables S-1 and S-2) and in the technical study addenda prepared since circulation of the Draft Environmental Document, which will be described in the Final Environmental Document.

## 4.0 Summary and Conclusions

Growth inducement potential should be considered in the context of the whole region to determine if a project has potential to accelerate beyond planned development or induce growth to shift from elsewhere in the region. The main factors that affect the population growth pressures in residential locations like those considered for this study are the amenities; housing prices; cost and availability of infrastructure, such as water and garbage; local land use plans; and the commute time to major employment centers. Both the 2008 Study and this Addendum used a comprehensive growth-inducement methodology, which includes a peer-reviewed analytical growth model, review of local planning policies, and input from local planning and real estate experts. Because housing prices have tended to climb (barring a temporary setback by the 2008 recession) and local amenities and housing-related infrastructure are slow changing, this Addendum has reviewed the factors that could be expected to change the most over 10 years from the 2008 Study, including traffic and commute time forecasts; regional employment and population

---

programmatic EIR for the City's economic development element was circulated on September 1, 2017, that addresses that area.

<sup>8</sup> There are no highway capacity improvements planned between Santa Cruz and Salinas beyond the proposed project.

projections; city and county plans; and opinions of local planning and real estate experts. As discussed above, the changes in these items have not had a material effect on the conclusions of the 2008 Study. The Addendum concludes that:

- The growth inducement analysis indicates that the Tier I Corridor HOV Lane Alternative, which would save commuters substantially more travel time in the corridor than would the Tier 1 Corridor TSM Alternative, would not stimulate unplanned residential or related commercial growth but would support existing planned growth for the corridor. The Tier 1 Corridor TSM Alternative would have even lesser impact than the Tier 1 Corridor HOV Lane Alternative.
- Analysis of the proposed project includes the Tier II Auxiliary Lane Alternative (41<sup>st</sup> Avenue to Soquel Avenue/Drive) within the Tier 1 Corridor TSM Alternative. This cumulative growth study found that the travel time savings achieved with both projects in place would not outweigh the local factors tending to inhibit growth. Hence, neither the combined nor individual projects would stimulate unplanned residential or related commercial growth in the corridor; however, they would support existing planned growth for the corridor.
- The reasonably foreseeable growth and land use change with and without the project is defined by the population and employment forecast data prepared by AMBAG and adopted in 2014. The project is not expected to influence the overall amount, type, location, or timing of that growth, nor is project-related growth anticipated to put pressure on or cause impacts to environmental resources of concern. Major factors preventing unplanned growth in the corridor include the lack of developable land in cities and in related county areas, strict land use regulations, and public attitudes towards growth. Areas that have more resources for growth, such as the former Fort Ord area (now included in Marina and Seaside) and Salinas, are too far from the jobs in Santa Cruz for the proposed Highway 1 improvements to be an important factor in their growth.

# ATTACHMENT 1

## **Project Description**

## **Common Design Features of the Tier I Corridor HOV Lane and TSM Alternatives**

The Tier I HOV Lane and TSM Alternatives share many features, such as: the addition of auxiliary lanes, new pedestrian/bicycle overcrossings over Route 1, and Transportation Operations System elements. These common design features are described below.

### ***Auxiliary Lanes***

Auxiliary lanes are designed to reduce conflicts between traffic entering and exiting the highway by connecting the on-ramp of one interchange to the off-ramp of the next; they are not designed to serve through traffic. Auxiliary lanes would be constructed to improve merging operations at the locations listed below:

- Freedom Boulevard and Rio Del Mar Boulevard – northbound and southbound
- Rio Del Mar Boulevard and State Park Drive – northbound and southbound
- State Park Drive and Park Avenue – both directions in the TSM Alternative; southbound only in the HOV Lane Alternative
- Park Avenue and Bay Avenue/Porter Street – northbound and southbound
- 41st Avenue and Soquel Avenue/Drive – northbound and southbound

### ***New Pedestrian/Bicycle Overcrossings***

Both Tier I alternatives would construct new pedestrian/bicycle overcrossings of Route 1 at the following locations:

- Mar Vista Drive – A crossing of Route 1 is proposed at Mar Vista Drive in the unincorporated community of Aptos. A potential design approach is included in the Draft Environmental Document, in Appendices G, Tier I Corridor HOV Lane Alternative Plan Drawings and H, Tier I Corridor TSM Alternative Plan Drawings, which would include ramps with switchbacks on both sides of Route 1. Multiple configurations are possible, and the final design would be determined as part of the Tier II design/environmental analysis of this facility.
- Chanticleer Avenue – The crossing would start at the Chanticleer Avenue cul-de-sac on the north side of Route 1 and run parallel the highway for approximately 400 feet to the west and then cross Route 1 and Soquel Avenue (frontage road) on a curved alignment, terminating just west of Chanticleer Avenue on the south side of the highway and Soquel Avenue (frontage road).
- Trevethan Avenue – The crossing would start on the north side of Route 1 at Trevethan Avenue and parallel the highway approximately 600 feet before crossing on an angle and continuing along the banks of the western tributary to Arana Gulch to terminate close to Harbor High School; multiple configurations are possible, with the final design to be determined as part of the subsequent design/environmental analysis of this facility.

***Other Common Features of the Tier I Corridor Alternatives***

The Tier I Corridor Alternatives would include reconstruction of the Santa Cruz Branch Rail Line bridges over Route 1 and the State Park Drive, Capitola Avenue, 41st Avenue, and Soquel Avenue overcrossings. The Santa Cruz Branch Line railroad underpass structures are proposed to be modified or replaced to accommodate highway widening to match the ultimate six-through-lane concept, including shoulder and sidewalk facilities to accommodate pedestrians and bicycles. These modifications will lower the highway profile to provide standard clearances. In addition, the Aptos Creek Bridge would be widened.

Both build alternatives would include Transportation Operations System elements such as changeable message signs, closed-circuit television, microwave detection systems, and vehicle detection systems. In addition, ramp metering and HOV on-ramp bypass lanes with highway patrol enforcement areas would be constructed on the Route 1 ramps within the Tier I project limits; however, only the HOV Lane Alternative would include HOV lanes on the mainline.

Table 1-1 summarizes the major features of the Tier I Corridor Alternatives.

**Tier I Corridor HOV Lane Alternative**

The Tier I Corridor HOV Lane Alternative includes the following main components, which are discussed in detail below:

- Highway mainline to include northbound and southbound HOV lanes throughout the project limits;
- Auxiliary lanes;
- Highway interchange reconfigurations and improvements such as ramp metering, on-ramp HOV bypass lanes and California Highway Patrol enforcement areas, and stormwater drainage/treatment facilities;
- Construction of three pedestrian/bicycle overcrossings;
- Reconstruction of two Santa Cruz Branch Rail Line overcrossings in Aptos;
- Widening of the Aptos Creek Bridge;
- Replacement of the Capitola Avenue overcrossing;
- Retaining walls;
- Soundwalls; and
- Traffic signal coordination and other transportation operation system improvements.

**Table 1-1 Major Project Features Tier I Project Alternatives**

<b>Project Features</b>	<b>HOV Lane Alternative</b>	<b>TSM</b>	<b>No Build Alternative</b>
<b>Highway Mainline Changes</b>			
HOV lanes	X		
Lower highway profile at Santa Cruz Branch Line bridge crossings <sup>1</sup>	X	X	
<b>Auxiliary Lane Improvements</b>			
Northbound and southbound between Freedom Boulevard and Rio Del Mar Boulevard	X	X	
Northbound and southbound between Rio Del Mar Boulevard and State Park Drive	X	X	
Northbound between State Park Drive and Park Avenue		X	
Southbound between State Park Drive and Park Avenue	X	X	
Northbound and southbound between Park Avenue and Bay Avenue/Porter Street	X	X	
Northbound and southbound from 41st Avenue to Soquel Avenue/Drive	X	X	
<b>Highway Interchange Improvements</b>			
Reconfigure all nine interchanges within project limits	X		
Reconstruct State Park Drive, 41st Avenue, and Soquel overcrossings		X	
Ramp metering	X	X	
On-ramp HOV bypass lanes <sup>2</sup>	X	X	
On-ramp California Highway Patrol enforcement areas	X	X	
Stormwater drainage and treatment facilities	X	X	
<b>New Pedestrian/Bicycle Overcrossings</b>			
Mar Vista Drive Crossing	X	X	
Chanticleer Avenue Crossing	X	X	
Trevethan Avenue Crossing	X	X	
<b>Santa Cruz Branch Line Bridges Replacement</b>	X	X	
<b>Aptos Creek Bridge Widening</b>	X	X	
<b>Capitola Avenue Overcrossing Replacement</b>	X	X	
<b>Retaining Walls</b>	X	X	
<b>Soundwalls</b>	X	X	
<b>Traffic Signal Coordination</b>	X	X	X
<b>Transportation Operations System</b>	X	X	X
<b>Transit-Supportive Improvements</b>	X		
<sup>1</sup> Existing highway profile does not meet vertical clearance standards for railroad bridge crossings.  <sup>2</sup> At three interchanges (Rio Del Mar Boulevard, Freedom Boulevard and San Andreas Road) on-ramps and associated improvements such as local road improvements and retaining walls, will be included only if the proposed design fully avoids upland habitat for Santa Cruz long-toed salamander, as determined during environmental review of future Tier II projects.			

The Tier I Corridor HOV Lane Alternative would expand the existing four-lane highway to a six through-lane facility by adding HOV lanes in both the northbound and southbound directions. HOV lanes would be constructed entirely within the existing median where possible. In those areas where the median is not wide enough to accommodate additional lanes, widening would occur outside of the existing freeway footprint. In the southernmost 1.5 miles of the project limits, the HOV lane would be constructed inside the existing median. Extension of the median barrier south of its current terminus at Freedom Boulevard would be designed to provide for passage of Santa Cruz long-toed salamander individuals attempting to cross the highway. From approximately Freedom Boulevard to Soquel Drive, the existing median is not wide enough to accommodate an HOV lane, so the space needed for the additional lanes would be achieved through a combination of median conversion within existing right-of-way and acquisition of property adjacent to the freeway.

A mandatory standard median width (22 feet) set by Caltrans in its Highway Design Manual is proposed through most of the project corridor, north of Freedom Boulevard. The mandatory standard median width comprises of two 10-foot-wide inside shoulders and a 2-foot-wide barrier. Where meeting the mandatory median width standard would result in acquiring property on the non-highway side of existing frontage roads, inside shoulder widths of 5 feet are proposed to reduce property requirements and impacts. Five feet is a nonstandard inside shoulder width for a Caltrans facility. This exception to shoulder-width design standards has received conceptual review in meetings between Caltrans and the project sponsor. All design exceptions must ultimately be approved by Caltrans as part of the future Tier II projects.

The Tier I Corridor HOV Lane Alternative would modify or reconstruct all nine interchanges within the project corridor to improve merging operations and ramp geometry by increasing the length of lanes for acceleration and deceleration, adding HOV bypass lanes and mixed-flow lanes to on-ramps, and improving sight distances. The Bay Avenue/Porter Street and 41st Avenue interchanges would be modified to operate as one interchange with frontage roads connecting the two interchanges. Where feasible, design deficiencies on existing ramps would be corrected to meet current design standards. Ramp metering and HOV bypass lanes would generally be provided on all Route 1 on-ramps; however, the design of interchanges at Rio Del Mar Boulevard, Freedom Boulevard, and San Andreas Road may exclude HOV bypass lanes on some on-ramps and associated improvements, such as retaining walls and improvements to local roads, if during environmental review of future Tier II documents, the elimination of these features is necessary to avoid impact to Santa Cruz long-toed salamander (SCLTS) upland habitat. During the environmental review of future Tier II projects, more detailed information would be available to determine whether there may be design approaches that could include the HOV bypass lanes while achieving full avoidance of SCLTS upland habitat.

This alternative would include auxiliary lanes between all interchange ramps (with the exception of a northbound auxiliary lane between State Park Drive and Park Avenue) and Transportation Operations System elements, such as changeable message signs, microwave detection systems, and vehicle detection systems. Bridge structures and the Capitola Avenue overcrossing would be modified or replaced to accommodate the HOV lanes. New and widened highway crossing structures would include shoulder and sidewalk facilities to accommodate pedestrians and bicycles. The HOV Lane Alternative would include three new pedestrian/bicycle overcrossings of Route 1. The two existing Santa Cruz Branch Line structures over Route 1 in Aptos would be replaced with longer bridges at the same elevation, and the highway profile would be lowered to achieve standard vertical clearance under the bridges to make room for the HOV and auxiliary lanes. In addition, this design configuration would reduce



environmental impacts. The existing Route 1 bridge over Aptos Creek would be widened on the outside to accommodate the HOV lanes in each direction. The existing Capitola Avenue overcrossing would be replaced with a longer structure.

Retaining walls would be constructed to minimize property acquisitions and reduce environmental impacts. At locations where frontage roads are adjacent to Route 1, concrete barriers would be constructed to separate the highway and frontage road.

***Changes to Highway Mainline with the Tier I Corridor HOV Lane Alternative***

- Route 1 would be expanded to allow for two standard-width (12-foot) mixed-flow lanes, one standard-width (12-foot) HOV lane, and standard-width outside (10-foot) shoulders in each direction.
- The proposed lanes would be constructed within the existing 45-foot median. In locations where the existing median width is less than 45 feet, widening would occur both in the median and at the outside, generally within the existing Route 1 right-of-way.
- Where auxiliary lanes are proposed, widening by approximately 12 feet outside of the existing highway footprint would occur.
- A mandatory standard median width of 22 feet is proposed through most of the corridor.
- The highway centerline would be shifted northward in the vicinity of the Santa Cruz Branch Line crossings in Aptos to reduce impacts to wetlands. The bridge over Aptos Creek would be widened to allow for four new lanes: two HOV, two auxiliary, and pedestrian/bicycle facilities.
- Route 1 would be lowered to obtain vertical clearance at the Santa Cruz Branch Line crossings in Aptos. A mandatory standard median width of 22 feet is proposed to minimize impact to the railroad bridge.
- At three locations, median and inside shoulder widths would be nonstandard to reduce impacts to adjacent streets. The three locations are: McGregor Drive, Cabrillo College Drive, and Kennedy Drive. At these three constrained locations, the inside shoulder in the constrained direction would be a nonstandard 5 feet, and the median would be a nonstandard 17 feet.

***Auxiliary Lane Improvements with the Tier I Corridor HOV Lane Alternative***

The auxiliary lane improvements are discussed above in Section 1.5 Common Design Features of the Tier I Corridor HOV Lane and TSM Alternatives.

***Interchange Improvements with the Tier I Corridor HOV Lane Alternative***

All nine interchanges within the project corridor would be modified under the Tier I Corridor HOV Lane Alternative, including overcrossing and undercrossing widening or replacement. These modifications would improve merging operations and ramp geometrics, and accessibility and safety for pedestrians and bicyclists. Major interchange improvements would include the following:

- Reconfiguration of intersections, including replacement or widening of highway overcrossings and undercrossings.
- Intersections of freeway ramps with local roads would be modified to shorten the pedestrian and bike crossing distances. Additionally, free right turns would be eliminated where feasible and traffic signals installed to improve traffic flow and slow vehicle traffic speeds through the bike and pedestrian crossing areas.
- Local roadways would be widened at the interchanges to accommodate the anticipated travel demand.
- Drainage and stormwater runoff treatment facilities would be provided.

Interchange improvements and design reconfigurations proposed for each interchange are listed in Table 1-2.

**Table 1-2: Interchange Improvements and Reconfigurations  
Tier I Corridor HOV Lane Alternative**

<b>Route 1 Interchange Location</b>	<b>Project Plan Sheet No.</b>	<b>Tier I Corridor HOV Lane Alternative Features</b> (Features shown in <b>bold</b> would be included only if the design fully avoids upland habitat for Santa Cruz long-toed salamander, as determined during future Tier II environmental review)
San Andreas / Larkin Valley Roads Interchange <sup>1</sup>	HOV-20	<b>The existing northbound cloverleaf off-ramp free right-turn onto Larkin Valley Road would be eliminated in favor of a signalized 90-degree intersection</b>
		<b>A signalized intersection would be provided at the San Andreas Road ramps and the free right-turns would be eliminated</b>
		<b>The existing northbound and southbound on-ramps would be widened to accommodate HOV bypass lanes</b>
		<b>The southbound Route 1 bridge over San Andreas/Larkin Valley Road would be widened into the median to accommodate the HOV lanes.</b>
		<b>San Andreas/Larkin Valley Roads would be widened within the Tier I project limits to add turn lanes (including bridge widening).</b>
		<b>New sidewalks would be added along San Andreas/Larkin Valley Roads within the Tier I project limits.</b>
Freedom Boulevard Interchange <sup>1</sup>	HOV-18	<b>The existing ramp termini at Freedom Boulevard would be modified to provide less-skewed intersections with Freedom Boulevard. These intersections would be signalized, and free right-turns would be eliminated.</b>
		<b>The southbound off-ramp would be widened to two exit lanes.</b>

<sup>1</sup> HOV bypass lanes at three interchanges (Rio Del Mar Boulevard, Freedom Boulevard and San Andreas Road) and associated improvements, such as retaining walls and improvements to local roads, will be included only if the proposed design fully avoids upland habitat for Santa Cruz long-toed salamander, as determined during environmental review of future Tier II projects.

**Table 1-2: Interchange Improvements and Reconfigurations  
Tier I Corridor HOV Lane Alternative**

Route 1 Interchange Location	Project Plan Sheet No.	Tier I Corridor HOV Lane Alternative Features (Features shown in <b>bold</b> would be included only if the design fully avoids upland habitat for Santa Cruz long-toed salamander, as determined during future Tier II environmental review)
		<p>The existing northbound on-ramp would be widened to accommodate an HOV bypass lane.</p> <p><b>The existing southbound on-ramp would be widened to accommodate HOV bypass lanes</b></p> <p><b>Freedom Boulevard would be widened within the Tier I project limits to add turn lanes.</b></p> <p><b>The Freedom Boulevard/Bonita Drive intersection would be enlarged to add turn lanes and achieve acceptable level of service.</b></p> <p><b>The Freedom Boulevard bridge would be replaced with a wider structure that would accommodate a new turn lane on Freedom Boulevard and the new HOV lanes on Route 1.</b></p> <p><b>New sidewalks would be added along Freedom Boulevard within the Tier I project limits.</b></p>
Rio Del Mar Boulevard Interchange <sup>1</sup>	HOV-16	<p>The northbound on-ramp would be realigned to form the north leg of a four-way intersection with Rio Del Mar Boulevard and the northbound off-ramp. This intersection would be signalized and free right turns would be eliminated</p> <p>The northbound off-ramp would be widened to two exit lanes.</p> <p><b>The southbound on-ramp would be widened to accommodate an HOV bypass lane.</b></p> <p>The southbound off-ramp would be widened, the intersection with Rio Del Mar Boulevard would be signalized, and free right-turns eliminated.</p> <p>The existing northbound on-ramp would be widened to accommodate an HOV bypass lane.</p> <p>Soquel Drive would be shifted northward to accommodate the roadway widening along the northbound off-ramp.</p> <p><b>Rio Del Mar Boulevard would be widened within the Tier I project limits to add turn lanes and a through lane in each direction.</b></p> <p>The Rio Del Mar Boulevard bridge over Route 1 would be replaced with a longer, wider bridge to accommodate a new turn lane and a through lane in each direction on Rio Del Mar Boulevard and the new HOV lanes on Route 1.</p> <p>Sidewalk would be added along eastbound Rio Del Mar Boulevard within the Tier I project limits; the sidewalk on westbound Rio Del Mar Boulevard would be retained.</p>
	HOV-13	<p>The existing northbound cloverleaf on-ramp free-right turn would be changed to a signalized right turn.</p>

**Table 1-2: Interchange Improvements and Reconfigurations  
Tier I Corridor HOV Lane Alternative**

<b>Route 1 Interchange Location</b>	<b>Project Plan Sheet No.</b>	<b>Tier I Corridor HOV Lane Alternative Features</b> (Features shown in <b>bold</b> would be included only if the design fully avoids upland habitat for Santa Cruz long-toed salamander, as determined during future Tier II environmental review)
State Park Drive Interchange		The existing northbound off-ramp terminus would be modified to form, together with the realigned northbound on-ramp terminus, the south leg of a signalized intersection with State Park Drive.
		The northbound and southbound off-ramps would be widened to two exit lanes.
		The existing on-ramps would be widened to accommodate HOV bypass lanes.
		State Park Drive would be widened within the Tier I project limits to add turn lanes and a through lane in each direction.
		The State Park Drive bridge over Route 1 would be replaced with a longer, wider bridge to accommodate a new through-lane in each direction on State Park Drive and the new HOV lanes on Route 1.
		Sidewalk would be added along eastbound State Park Drive within the Tier I project limits; the sidewalk along westbound State Park Drive would be retained.
Park Avenue Interchange	HOV-10	The existing diamond interchange ramp design would be retained and ramps would be widened.
		The northbound and southbound off-ramps would be widened to two exit lanes.
		The existing on-ramps would be widened to accommodate HOV bypass lanes.
		Park Avenue would be widened within the Tier I project limits to add turn lanes.
		The two Route 1 bridges over Park Avenue would be replaced with one, wider structure to accommodate the new HOV lanes on Route 1.
		Sidewalk would be added within the Tier I project limits along westbound Park Avenue; the sidewalk along eastbound Park Avenue would be retained.
Bay Avenue/ Porter Street and 41st Avenue Interchanges	HOV-7	Improvements at the Bay Avenue/Porter Street and 41st Avenue interchanges would be designed so that these two interchanges would work as a single interchange connected by a collector/frontage road running between the interchanges.
		The freeway ramps would be reconstructed to form less-skewed intersections with Bay Avenue/Porter Street.
		The existing southbound Route 1 off-ramp to Bay Avenue/Porter Street would be eliminated. Southbound traffic bound for Bay Avenue/Porter Street would exit at the 41st Avenue two-lane off-ramp and continue on a new southbound collector/frontage road to Bay Avenue/Porter Street.

**Table 1-2: Interchange Improvements and Reconfigurations  
Tier I Corridor HOV Lane Alternative**

Route 1 Interchange Location	Project Plan Sheet No.	Tier I Corridor HOV Lane Alternative Features (Features shown in <b>bold</b> would be included only if the design fully avoids upland habitat for Santa Cruz long-toed salamander, as determined during future Tier II environmental review)
		<p>The existing two-lane on-ramp from Porter Street to northbound Route 1 would be modified to become a northbound collector/frontage road serving traffic bound for 41st Avenue or northbound Route 1.</p> <p>Northbound traffic exiting Route 1 would either bear right to intersect with Porter Street and continue north, or stay left and continue on a new structure over Porter Street, join the northbound collector/frontage road, and end at a new signalized intersection at 41st Avenue.</p> <p>At 41st Avenue, southbound on- and off-ramps would be eliminated and replaced with a diagonal off-ramp and a collector/frontage road serving traffic bound for Bay Avenue/Porter Street or southbound Route 1. The new ramp and collector/frontage road would form a signalized intersection with 41st Avenue.</p> <p>At 41st Avenue, the northbound on-ramps would be realigned.</p> <p>New on-ramps would include HOV bypass lanes.</p> <p>41st Avenue would be widened within the Tier I project limits to add turn lanes and eastbound through lanes over Route 1.</p> <p>Bay Avenue/Porter Street would be widened to add right-turn lanes at the on- ramps.</p> <p>A new bridge over Soquel Creek and Soquel Wharf Road would be constructed for the new southbound collector/frontage road from 41st Avenue to Bay Avenue/Porter Street.</p>
Soquel Avenue/ Drive Interchange	HOV-3	<p>The northbound off-ramp would be realigned to a signalized 90-degree intersection with Soquel Drive. The existing access to Commercial Way would be eliminated.</p> <p>The westbound Soquel Drive on-ramp to northbound Route 1 would be modified to eliminate the free right-turn access.</p> <p>The existing northbound loop on-ramp from eastbound Soquel Avenue would be realigned and its free-right terminus would become a signalized 90-degree intersection.</p> <p>A new, wider southbound diagonal off-ramp that adds turn lanes at its terminus and a new loop on-ramp would form the north leg of a signalized intersection at Soquel Avenue.</p> <p>The existing southbound hook on-ramp would be widened to add an HOV bypass lane and realigned to be made standard.</p> <p>The northbound and southbound off-ramps would be widened to two exit lanes.</p> <p>All new on-ramps would include HOV bypass lanes.</p>

**Table 1-2: Interchange Improvements and Reconfigurations  
Tier I Corridor HOV Lane Alternative**

Route 1 Interchange Location	Project Plan Sheet No.	Tier I Corridor HOV Lane Alternative Features (Features shown in <b>bold</b> would be included only if the design fully avoids upland habitat for Santa Cruz long-toed salamander, as determined during future Tier II environmental review)
		<p>Soquel Avenue within the Tier I project limits would be widened to add an eastbound through lane and turn lanes.</p> <p>Salisbury Lane would be shifted eastward to form an intersection with the realigned northbound off-ramp and loop on-ramp.</p> <p>The Soquel Drive bridge over Route 1 would be replaced with a longer, wider bridge to add an eastbound through lane and a turn lane to Soquel Drive and accommodate the new HOV lanes on Route 1.</p> <p>The culvert at Arana Gulch would be extended underneath the widened Route 1 and new southbound off-ramp.</p> <p>Sidewalk would be added along eastbound Soquel Drive within the Tier I (and Tier) project limits; the sidewalk along westbound Soquel Drive would be retained.</p>
Morrissey Boulevard Interchange	HOV-1	<p>The southbound exit would be realigned to terminate at a new signalized intersection with Morrissey Boulevard.</p> <p>The existing southbound on-ramp would be eliminated and replaced with a new, wider diagonal ramp with a signalized terminus.</p> <p>The existing southbound off- and on-ramp at Elk Street would be eliminated.</p> <p>The existing northbound loop on-ramp would be eliminated, as would access to Rooney Street from this northbound loop.</p> <p>The northbound off-ramp would be widened to two exit lanes.</p> <p>New on-ramps would include HOV bypass lanes.</p> <p>Morrissey Boulevard is being replaced with a wider bridge to add an eastbound through lane and turn lanes, and realigned to form a straight line between its intersections with Fairmont Avenue and Rooney Street.</p> <p>The Morrissey Boulevard bridge is being replaced with a longer, wider bridge to accommodate a new eastbound through lane and turn lanes on Morrissey Boulevard and new HOV lanes on Route 1.</p> <p>Sidewalk would be added along eastbound Morrissey Boulevard within the Tier I project limits; the sidewalk along westbound Morrissey Boulevard would be retained.</p>
Transit-Related Facilities	N.A.	<p>Both on-ramps and both off-ramps at the reconfigured Park Avenue interchange include options for bus pads and bus shelters.</p> <p>Ramps and collectors at the Bay Avenue/Porter Street and 41 Avenue interchanges include options for bus pads and shelters.</p>

### ***Transit Supportive Planning and Design***

The Tier I Corridor HOV Lane Alternative would not preclude the development of the following features from being added in the future to facilitate freeway-oriented transit services and operations:

- The reconfigured Park Avenue and Bay Avenue/Porter Street/41st Avenue interchanges would allow for future bus pads and bus stop shelters to be constructed as part of a separate project.
- Future park-and-ride lots are under consideration by RTC at the Larkin Valley Road/San Andreas Road and 41st Avenue interchanges, to be coordinated with the bus facilities as part of a future project.

The aforementioned features are not part of the proposed project and would be subject to future environmental clearance. The proposed Tier I project is simply taking into consideration potential future transit projects as a collaborative planning effort.

### ***New Pedestrian/Bicycle Overcrossings***

The proposed pedestrian/bicycle overcrossings are discussed above in Section 1.5 Common Design Features of the Tier I Corridor HOV Lane and TSM Alternatives.

### **Tier I Corridor TSM Alternative**

The Tier I Corridor TSM Alternative was formulated to provide Route 1 improvements that would partially address the purpose and need, and could be achieved at lower cost and with fewer impacts than the Tier I Corridor HOV Lane Alternative. TSM strategies typically consist of improvements that can benefit the operations of existing facilities without increasing the number of through lanes.

As discussed in Section 1.5 Common Design Features of the Tier I Corridor HOV Lane and TSM Alternatives, the Tier I Corridor TSM Alternative proposes to add auxiliary lanes, ramp metering and HOV on-ramp bypass lanes; improve existing nonstandard geometric elements at various ramps; and incorporate other TSM elements, such as changeable message signs, closed circuit television, microwave detection systems, and vehicle detection systems.) In short, the TSM Alternative shares many of the Tier I Corridor HOV Lane Alternative features, except HOV lanes would not be constructed along the mainline and the Soquel Drive interchange would be the only interchange reconfigured.

#### *Auxiliary Lanes*

The majority of auxiliary lane improvements are discussed above under the heading, Common Design Features of the Tier I Corridor HOV Lane and TSM Alternatives. In addition, the TSM Alternative would have both a southbound and northbound auxiliary lane between State Park Drive and Park Avenue — improvements that are not included in the HOV Lane Alternative.

#### *Interchange Improvements*

Improvements to interchanges proposed under the Tier I Corridor TSM Alternative include the following:

- The Soquel Avenue northbound off-ramp from Route 1 would be realigned and widened from one to two exit lanes for a distance of approximately 1,300 feet, widening to four lanes at its intersection with Soquel Drive. The northbound off-ramp/Commercial Way connection would be eliminated, and Commercial Way would become a cul-de-sac north of the realigned ramp. The intersection of the northbound off-ramp with Soquel Drive would be enlarged to achieve an acceptable level of service for the anticipated traffic volume.
- Improve existing nonstandard geometric elements at various ramps.
- Provide HOV bypass lanes on ramps other than the northbound Morrissey Boulevard on-ramps, and any ramps at the San Andreas/Larkin Boulevard, Freedom Boulevard, and Rio del Mar Boulevard interchanges for which, during environmental review of future Tier II projects, design approaches cannot be developed that fully avoid Santa Cruz long-toed salamander upland habitat.
- Add California Highway Patrol enforcement areas at on-ramps with HOV bypass lanes.

#### *New Pedestrian/Bicycle Overcrossings*

The proposed pedestrian/bicycle overcrossings are discussed above in Section 1.5 Common Design Features of the Tier I Corridor HOV Lane and TSM Alternatives.

#### *Other Improvements*

The details of the other improvements are included above, under the heading, Common Design Features of the Tier I Corridor HOV Lane and TSM Alternatives.



## ATTACHMENT 2

# **Samples of Relevant Policies and Goals**

**1. SANTA CRUZ COUNTY**

**a. From 2008 Growth Report - Santa Cruz County 1994 General Plan**

In 2005, the County of Santa Cruz's population was estimated at 267,544 and it is projected to increase to 304,847 by 2030<sup>1</sup>. The Santa Cruz County 1994 General Plan and Local Coastal Program recognizes the potential future loss of highly productive agricultural lands and scenic resources due to rapid urbanization. The general plan outlines a number of land uses, agricultural and circulation goals for the county which emphasizes infill development, affordable housing, preservation of agricultural land and environmental quality.

The county's land use goals, as they relate to growth, include the provision of functional and balanced urban, rural, and agricultural land uses that maintain environmental quality; enhances economic vitality; protects the public health, safety and welfare; and preserves the quality of life in the unincorporated areas of the County. The county is aiming to provide adequate industrial and commercial facilities to meet the shopping, service and employment needs of its residents and visitors. The county is also attempting to develop an efficient land use pattern which improves the area's jobs/housing balance and thereby reduces the total amount of vehicle miles traveled and reduces polluting emissions. These goals are challenged by the need to provide adequate services.

Specific land use policies that restrict growth include the county's policy to locate new residential, commercial, or industrial development within or in close proximity to existing developed areas with adequate public services that will not have substantial adverse effects on environmental and natural resources. The county also adopts a policy that emphasizes maintenance of urban and rural growth rates portions of the County by encouraging residential development to locate within existing urban areas where adequate levels of public services exist and discourage new development in urban and rural areas, where such public services are not available and environmental resource impacts cannot be mitigated. As continued growth is projected, local growth policies will have to balance the needs of both urban and rural (agricultural) uses to preserve the region's character and productivity.

**b. Santa Cruz County – 2015 Housing element (Draft: February 2, 2016)**

The policy framework sets forth six primary housing goals, organized around the State's required programs, as follows:

- **Goal 1:** Ensure land is available to accommodate an increased range of housing choices, particularly for multi-family units and smaller-sized units
- **Goal 2:** Encourage and Assist in the Development of Housing
- **Goal 3:** Remove Unnecessary Governmental Constraints to Housing
- **Goal 4:** Preserve and Improve Existing Housing Stock and Expand and Preserve the Continued Availability of the County's Existing Affordable Housing.

---

<sup>1</sup> 2004 AMBAG Forecast Summary, AMBAG Population, Housing Unit and Employment Forecasts – Santa Cruz County, Association of Monterey Bay Area Governments, (2004).

- **Goal 5:** Promote Equal Opportunity and Production of Special Needs Housing Units
- **Goal 6:** Promote energy efficiency in existing and new residential structures

**2. CITY OF SANTA CRUZ**

**a. From 2008 Growth Report - City of Santa Cruz**

The current population of the city is about 56,000 persons, which is projected to increase to 63, 987 in 2030.<sup>2</sup> The city's primary goals include economic development, environmental preservation and redevelopment. The city is advocating for slow and modest growth through strategies such as redevelopment of existing properties and infill development. The city's development is restricted by the amount of available land due to the fact that there are almost no agricultural lands and the city is approximately 98 percent built out.

Presently, there is limited vacant land and there is not enough affordable housing in the city due to cost of housing and shortage of units. The General Plan/Local Coastal Program for the City of Santa Cruz, currently under revision, includes policies and guidelines for land use for the city of Santa Cruz. The General Plan regulates further residential, commercial and industrial development to existing boundaries. The City reinforces this urban development policy through the preservation of the Pacific Ocean, agricultural/grazing lands, publicly-owned open space, and natural areas. Transportation goals also focus on containing urban development within the city by encouraging alternative modes of transportation, increasing the average number of persons per automobile and maximizing the efficiency of the existing road system without expanding it unnecessarily.

**b. City of Santa Cruz – 2030 GENERAL PLAN (Adopted June 2012)**

Future growth and change will be focused in the Downtown and along corridors where transit, bicycling, and walking can be strengthened as primary modes of travel.

**c. 2015-2023 Housing Element of the General Plan, City of Santa Cruz (Adopted March 22, 2016)**

The 2015-2023 Housing Element has been developed to be consistent with the accepted principles and goals of the Santa Cruz General Plan 2030.

AMBAG allocated 747 units to the City of Santa Cruz for the period from 2015-2023, as shown in Table 2-1.

---

<sup>2</sup> 2004 AMBAG Forecast Summary, AMBAG Population, Housing Unit and Employment Forecasts – Santa Cruz County, Association of Monterey Bay Area Governments, (2004).

<b>Table 2-1: Regional Housing Need Allocation (RHNA)</b>	
<b>Income Category</b>	<b>New Construction Need</b>
Very Low (0-50% of AMI)	180
Low (51-80% of AMI)	118
Moderate (81-120% of AMI)	136
Above Moderate (over 120% of AMI)	313
<b>TOTAL UNITS</b>	<b>747</b>
Source: 2015-2023 Housing Element of the General Plan, City of Santa Cruz, March 2016, Table 4-1 (based on RHNA Data)	

Details of remaining need based on units built, under construction or application submitted are presented in Section 4.2 of the document. Overall, the City can anticipate fully addressing its remaining housing needs. Taken together, units already construction or under construction, those with applications submitted since January 2014, potential lower income units on vacant land and in Corridor Opportunity Areas could produce up to 562 lower income units, more than meeting the City’s RHNA of 298 lower income units.

**3. CITY OF CAPITOLA**

**a. From 2008 Growth Report - City of Capitola**

The City of Capitola’s population in 2005 was approximately 10,869 persons, which is projected to increase to 11,136 in 2030.<sup>3</sup> The Housing Element of the City of Capitola’s General Plan, adopted in 2004, does not anticipate a substantial amount of population or household growth. It is expected that any population growth would be absorbed into existing households and housing units. There are very few vacant parcels and limited agricultural lands within the city limits, so future development would be confined to scattered infill development and intensification of existing uses. This is consistent with Capitola residents desire to maintain the city’s small town environment. One of the city’s goals is to allow higher density residential development to encourage more affordable housing and improve public transportation to support higher density developments. The city is in the process of developing new growth plans that will provide attractive incentives to developers and home owners in order to encourage higher density development.

**b. Capitola General Plan, Adopted June 26, 2014**

**Capitola General Plan Guiding Principles**

Neighborhoods and Housing - Protect and enhance the quality of life within residential neighborhoods. Strive for neighborhood improvements that foster identity and build stability, inclusiveness, and interaction. Minimize impacts to neighborhoods— such as noise, cut-through traffic, and overflow parking. Ensure that infill development and neighborhood improvements are designed with careful attention to scale, minimized impacts, and community benefits.

---

<sup>3</sup>2004 AMBAG Forecast Summary, AMBAG Population, Housing Unit and Employment Forecasts – Santa Cruz County, Association of Monterey Bay Area Governments, (2004).

**Policy LU-4.3 Existing Housing.** Encourage the maintenance, rehabilitation, and improvement of the existing housing stock in Capitola.

**Policy LU-5.4 Multi-Family Transitions.** Ensure that new multi-family housing located adjacent to single-family homes respects the size, scale, massing, and appearance of neighboring properties.

**Policy LU-5.6 Minimized Traffic.** Encourage new housing to be located and designed in a manner that minimizes increased vehicle traffic on local roads within residential neighborhoods.

**Policy LU-5.7 Transportation Alternatives.** Encourage new housing that supports increased walking, biking, and use of transit, and that minimizes increased vehicle trips in Capitola.

**Policy LU-6.5 Housing Types.** Maintain a diverse supply of housing types to support the Village as an area enjoyed by residents and visitors.

**Policy LU-6.6 Vertical Mixed-Use.** Encourage vertical mixed use (i.e. housing above ground floor commercial) as a way to increase the vitality and activity in the Village. (38th Avenue. Activate 38th Avenue with new multi-family housing, vertical mixed use, sidewalk-oriented commercial uses, and streetscape and infrastructure improvements.)

#### **4. APTOS**

##### **a. From 2008 Growth Report**

Not discussed separately in the 2008 Growth report.

##### **b. Aptos Village Plan (Adopted February 23, 2010 - Board of Supervisors. Revised: 9/25/2012)**

The initial stages of the associated community planning process developed a number of key goals for the Plan, including: (Page 69)

Building new housing developed as a transitional edge to the existing residential neighborhoods, with commercial and mixed commercial and residential uses in the interior of the Village.

Market Study – Housing opportunities (Page 12 of report)

However, the study did suggest that residential units could “consist of a mix of market-rate lofts, flats and townhomes. . .in the range of about 900 to 1,500 square feet” and “might total about 50 units.” Thus the residential square footage could be in a range of approximately 45,000 to 75,000 square feet, although there was nothing in the market study that specifically limited the number of units or the square footage.

#### **RESIDENTIAL USES**

Residential uses developed in conjunction with commercial uses enhance the economic viability of commercial uses. Having people living in the Village helps create a more vibrant and livable community. New housing is clearly indicated as a component of new development in the Village Core.

## **5. CITY OF WATSONVILLE**

### **c. From 2008 Growth Report - City of Watsonville**

In 2005, the estimated population for the City of Watsonville was 52,716 and it is projected to increase to approximately 70,418.<sup>4</sup> The City of Watsonville is largely built out and will rely and adding unincorporated land within its sphere of influence to grow. The city supports growth policies and has recently witnessed substantial residential and commercial growth.

One of the city's primary goals is to annex adjacent northern and eastern areas over the next 20 years to allow for residential and industrial development. The city is also focusing on infill development and redevelopment. The city has restricted development in riparian areas that are categorized as "sensitive lands" and coastal zones. Approximately 18 percent<sup>5</sup> of employment is related to agriculture, and the city plays an important role in providing affordable housing. The City of Watsonville 2005 General Plan emphasizes the goal of maintaining compact development to promote city unification and clear demarcation between rural and urban uses. The City has adopted a specific policy toward city-centered development/urban development that promotes infill within existing city limits. The city also requires that annexation of undeveloped and underdeveloped land must occur in phases to allow efficient expansion of urban infrastructure and promote development of lands within existing urban areas first. These policies assist the city in containing urban development within specific boundaries to achieve its goal of compact development and provision of affordable housing.

#### **a. Watsonville General Plan**

From Justin Meek, Principal Planner, City of Watsonville (on 08/3/2017) – *'Watsonville GP was challenged successfully twice (Sierra Club, etc). City is working under old GP, which is woefully out of date. June 2012 document was rescinded. Back to the GP from 10 years ago.'*

From City of Watsonville website – *'The Watsonville 2005 General Plan was adopted by City Council in 1990. The Draft Watsonville Vista 2030 General Plan is the subject of ongoing litigation and has not replaced this document.'*

---

<sup>4</sup>2004 AMBAG Forecast Summary, AMBAG Population, Housing Unit and Employment Forecasts – Santa Cruz County, Association of Monterey Bay Area Governments, (2004).

<sup>5</sup> U.S. Census Bureau, American Factfinder for Watsonville, California (2000) available at [http://www.centralcoastdata.org/public\\_html/census/index.htm](http://www.centralcoastdata.org/public_html/census/index.htm)

## **6. MONTEREY COUNTY**

### **a. From 2008 Growth Report - Monterey County**

The 2005 population for Monterey County was approximately 425,574 and it is expected to increase to 602,732 in 2030.<sup>6</sup> Monterey County's population is expected to increase by approximately 35% from 2000 to 2020.<sup>7</sup> The County will experience that largest growth of residential and commercial development in the Fort Ord Area and the cities of Marina and Salinas. A majority of the county's residents is opposed to growth. In addition, there are growth limitations due to the presence of visual resources, non-availability of water, and restrictions on farmland development. The public opposition to growth and the development restriction create a contraction for the county due to its desperate need for housing. Monterey County is also challenged by infrastructure deficiencies, specifically is surrounding highway including Highway 1 and Highway 156.

Monterey County's 2006 General Plan Update focuses on creating a general framework that encourages growth within or near developed/developing areas in order to reduce impacts to agricultural production, natural resources and public services. The general plan encourages development in incorporated cities and designated community areas where existing services, water, sewage and transportation facilities, are available. The general plan also implements policies to minimize the acquisition of land for roadway construction and encourages carpooling. The plan emphasizes the viability of public transportation to encourage higher density residential development.

### **b. 2010 Monterey County General Plan, October 26, 2010; (Chapter 8 – 2009 – 2014 Housing Element)**

The Housing Plan section of the Housing Element contains the goals, policies, and programs the County of Monterey intends to implement to meet its quantified objectives and address a number of important housing-related issues through the 2009-2014 planning period. The Housing Plan builds upon the identified County's housing needs, constraints on residential development, and resources available to address the housing needs.

- Conserve, Preserve, and Improve the Existing Supply of Housing
- Assist in the Development of Housing
- Provide Adequate Sites for a Variety of Housing Types
- Remove Government Constraints
- Promote Housing Opportunities for All Persons
- Summary of Quantified Objectives

---

<sup>6,7</sup> 2004 AMBAG Forecast Summary, AMBAG Population, Housing Unit and Employment Forecasts – Monterey County, Association of Monterey Bay Area Governments, (2004).

Table 2-2 summarizes the County's objectives in housing production, preservation, and assistance based on the level of funding anticipated. Program objectives are not cumulative as some overlap between programs can be expected given limited funding.

<b>Table 2-2: Qualified Objectives</b>								
	Extremely Low	Very Low	Low	Moderate	Above Moderate			Total
					Work Force I	Work Force II	Other Other	
<b>New Construction</b>								
RHNA (Less Constructed) <sup>1</sup>	332		246	274	212			1,064
Affordable Rental Housing	25	75	75	75	0	0	0	250
Special Needs Housing	25	0	0	0	0	0	0	25
Inclusionary Housing	0	10	10	10	10	10	0	50
<b>Rehabilitation</b>								
Owner	0	10	15	0	0	0	0	25
Rental	10	45	45	0	0	0	0	100
Preservation (At-Risk Units)	0	11	0	0	0	0	0	11
<b>Other Assistance:</b>								
Soft Landing	50	225	225	0	0	0	0	500
Relocation Housing	5	20	25	0	0	0	0	50
Homebuyer Assistance:	0	15	20	5	0	0	0	40
Foreclosure Assistance:	150	125	100	125	0	0	0	500
<i>Source: 2010 Monterey County General Plan, October 2010, Chapter 8, Table 49</i>								

Note 1: RHNA Objectives in this table represent RHNA for the planning period minus the units that have already been constructed, but include units that have been approved but not yet constructed, and remaining RHNA that needs to be addressed with sites inventory.

## 7. FORT ORD

### a. From 2008 Growth Report – Fort Ord

Fort Ord is expected to experience the largest increases in population, with an expected 187% increase from its 2000 population of 12,979 to an estimated 2020 population of 37,370 persons.<sup>8</sup> Fort Ord was a U.S. Army post on Monterey Bay but most of its land has been absorbed into the cities of Marina, Del Rey Oaks, Seaside, Salinas and Spreckels. Fort Ord has been a major focal point for residential and commercial development. The Fort Ord Master Plan, which is part of the Monterey County Master Plan, primary goal is to promote orderly, well-planned, and balanced development to ensure educational, housing and economic opportunities as well as environmental protection. The plan emphasizes the preservation of natural landscapes while encouraging mixed used development with village focal points.

<sup>8</sup> County of Monterey, *The Fort Ord Area Master Plan, located in 2006 Monterey County General Plan Update (October 2006)*. AMBAG TAZ data were used to define the Fort Ord growth area, which showed very few residents in the central Fort Ord area in 2000 and, resultantly, a much higher growth percentage to 2030.



**Fort Ord Master Plan Greater Monterey Peninsula Area Plan** (from 2010 Monterey County General Plan Adopted October 26, 2010)

The purpose of this plan is to designate land uses and incorporate objectives, programs, and policies to be consistent with the Fort Ord Reuse Plan (Reuse Plan) adopted by the Fort Ord Reuse Authority (FORA) in 1997.

**Residential Land Use Policies and Programs**

- Objective A: Establish a range of permissible housing densities, on an average gross basis, for the Fort Ord area to ensure that housing attainable to the residents and workers of Monterey County is provided.
- Objective B: Ensure compatibility between residential development and surrounding land uses.
- Objective C: Encourage the best use of residential land to enhance and maximize residential development attainable to the residents and workers of Monterey County and realize the economic opportunities associated with redevelopment at the former Fort Ord.
- Objective D: Provide public facilities and services that will support revitalization of existing army housing and new housing construction on the former Fort Ord.
- Objective E: Coordinate the location, intensity, and mix of land uses with alternative transportation goals and transportation infrastructure.
- Objective F: Balance economic development needs with the needs of the homeless population in the community.
- Objective G: Improve access for people with disabilities by creating a barrier-free environment.
- Objective H: Provide General Plan consistency between land use and housing elements.

**8. CASTROVILLE**

**a. From 2008 Growth Report - Castroville**

In 2000, the population was approximately 6,195 persons.<sup>9</sup> The community's population is expected to increase to approximately 8,265 in 2030, which may be an underestimate given the city's future development plans.

Monterey County adopted the Castroville Community Plan in 2007. The community plan serves as a comprehensive planning document to guide future growth and redevelopment activities for the next 20 years. The plan focuses on smart growth strategies, such as infill development, to provide the community with new housing opportunities, improved living conditions and new public facilities. The community plan proposes construction of 1,600 new dwelling units and approximately 130 acres of new industrial park.<sup>10</sup>

---

<sup>9</sup> Association of Monterey Bay Area Governments, 2004 Projections TAZ data.

<sup>10</sup> County of Monterey, *Castroville Community Plan* (December 2004) updated (March 2007), Page 134 and page 188.

**b. Castroville General Plan**

The plan was not updated from that used in the 2008 Growth Study.

**9. SALINAS**

**a. From 2008 Growth Report**

Salinas was not discussed separately in the 2008 Growth report, other than the discussion included in the subsections on Monterey County and Fort Ord, under Section 3.5, Area Land Use and Plans.

**b. City of Salinas, 2015 – 2023 Housing Element (Adopted December 15, 2016; Certified February 4, 2016)**

According to the U.S. Census, a little over 30 percent of Monterey County’s housing units were located within the City of Salinas in 2000 and in 2010 (see Table 2-3). Between 2000 and 2010, housing growth in Salinas outpaced the County and its surrounding jurisdictions. By 2010, the City had approximately 42,651 units, a 7.5-percent increase since 2000. However, housing growth in the region was severely impacted by the recession.

According to the State Department of Finance, the housing stock in Salinas was estimated at 43,001 units as of January 1, 2015, representing only a 0.8 percent increase between 2010 and 2015 and reflecting still a slow housing market.

City/County	# of Units 2000	# of Units 2010	% Change 2000-2010	# Units 2015	% Change 2010-2015
Salinas	39,659	42,651	7.5%	43,001	0.8%
Seaside	11,005	10,872	-1.2%	10,913	0.4%
Monterey	13,382	13,584	1.5%	13,637	0.4%
Pacific Grove	8,032	8,169	1.7%	8,184	0.2%
Monterey County	131,708	139,048	5.6%	139,177	0.1%

*Source: City of Salinas, 2015 – 2023 Housing Element, December 2016, Table 16 (based on Census Bureau 2000 and 2010 Census; State Department of Finance, Housing Estimates, May 2015)*

Note: Department of Finance estimates are corrected for demolition; therefore housing growth in this table presents net increases in the housing stock.

**Housing Growth Need – 2014-2023**

The State of California determines the housing need for the three counties that make up the AMBAG region: Monterey, Santa Cruz and San Benito. AMBAG is responsible for allocating housing needs to each jurisdiction in its region. A local jurisdiction’s share of regional housing need is the number of additional housing units needed to accommodate the forecasted growth in the number of households, to replace expected demolitions and conversion of housing units to non-housing uses, and to achieve a future vacancy rate that allows for healthy functioning of the housing market. The allocation is divided into the four income categories: Very Low, Low, Moderate, and Above Moderate. The allocation is further

adjusted to avoid an over-concentration of lower income households in any one jurisdiction. Table 2-4, shows the Regional Housing Needs Allocation for the City of Salinas as determined by AMBAG.

<b>Table 2-4: Housing Needs Allocation (2014-2023)</b>						
	<b>Total Construction Need</b>	<b>Extremely Low Income<sup>1</sup></b>	<b>Very Low Income</b>	<b>Low Income</b>	<b>Moderate Income</b>	<b>Above- Moderate Income</b>
Number of Housing Units	2,229	269	269	350	406	935
<i>Source: City of Salinas, 2015 – 2023 Housing Element, December 2016, Table 29 (based on Regional Housing Needs Allocation, AMBAG 2014-2023)</i>						

Note: The City's RHNA allocation for very low income units is 538 units; this allocation is evenly split between extremely low and very low income groups.

## **10. CITY OF MARINA**

### **a. From 2008 Growth Report - City of Marina**

The City of Marina's population in 2005 totaled approximately 23,772 persons, which is projected to increase to 35,357.<sup>11</sup> Over the next 15 years, Marina is expected to experience substantial growth. The City of Marina General Plan incorporates plans for residential and commercial developments while restricting development on the 300 acres of land along the coast for the next 20 years. Most of the cities goals and policies are aimed at providing an adequate network of accessible and attractive parks, open space, greenbelts, trails and other recreational facilities to meet the needs of Marina's residents.

Many of the city's development efforts are focused on the development of the Fort Ord area for civilian use. The University Village project will be built in the Fort Ord area and it proposes 1,237 residential units.<sup>12</sup> This project is in addition to the Marina Heights project that proposes development of 1050 residential units. There is also a new suburban development on the 2,000 acre Armstrong Ranch, which is located along Highway 1 between the current city limits and the Salinas River. The size of this development has been the focus of debate and controversy. There is also development planned for the Marina station, which would include a mix of commercial, residential and industrial land uses with approximately 1,300 proposed residential units; new resorts and hotels.<sup>13</sup> The city plans to redevelop the Central Marina as part of a downtown revitalization. The California State University at Monterey Bay has plans to develop its north campus by constructing about 494 housing units<sup>14</sup>.

### **b. City of Marina - Interim Housing Element - 2015-2023 (May 2016)**

The follow housing goals are implemented through a number of housing policies:

- Ensure the provision of adequate sites for a range of housing types to ensure housing is available for a range of needs
- Assist in the development of adequate housing to meet the needs of extremely low, very low, low and moderate income households

<sup>12</sup> City of Marina, *City of Marina General Plan* (October 2000), Table South Marina Future Housing Potential, (University Villages Housing potential =837+400 =1,237)

<sup>13</sup> City of Marina, *City of Marina General Plan* (October 2000); also updated at <http://www.ci.marina.ca.us/index.aspx?NID=203>

<sup>14</sup> City of Marina, *City of Marina General Plan* (October 2000).

- Address governmental constraints to the construction and preservation of housing where feasible
- Conserve and improve the condition of the existing affordable housing stock
- Promote equal housing opportunities to address a range of community needs

**11. SAN BENITO COUNTY**

**a. From 2008 Growth Report**

San Benito County was not discussed in the 2008 Growth report.

**b. San Benito County Housing Element 2014 – 2023** (Adopted by San Benito County Council of Governments, April 12, 2016)

This Housing Element addresses the RHNA projection period of January 1, 2014, to December 31, 2023. The San Benito County Council of Governments adopted RHNA allocations for the jurisdictions in San Benito County, which are required to accommodate the allocations for the 2014–2023 program period. Unincorporated San Benito County was allocated 837 units (see Table 2-5). Of those, 38 percent, or 318 of the new households, must be made affordable to lower income (extremely low, very low and low) households.

Jurisdiction	Need Allocation	Income Group’s Share of Jurisdiction Total
<b>Hollister</b>	<b>1,316</b>	
Very low	312	23.7%
Low	189	14.4%
Moderate	258	19.6%
Above moderate	557	42.3%
<b>San Juan Bautista</b>	<b>41</b>	
Very low	10	24.4%
Low	6	14.6%
Moderate	8	19.5%
Above moderate	17	41.5%
<b>Unincorporated San Benito County</b>	<b>837</b>	
Very low	198	23.7%
Low	120	14.3%
Moderate	164	19.6%
Above moderate	355	42.4%
<b>Total</b>	<b>2,194</b>	

*Source: San Benito County Housing Element 2014 – 2023, April 2016, Table 18a (based on Council of San Benito County Governments, San Benito County Regional Housing Needs Allocation Plan, July 2014)*

The Council of San Benito County Governments Regional Housing Needs Allocation Plan was adopted in July 2014. Some of the need has been met from construction occurring between January 1, 2014, and July 31, 2015. Table 2-6 indicates that a new construction need remains of 766 dwelling units for the remainder of the program period, August 2015 through the end of 2023. 42 percent of the new construction need will be for extremely low, very low and low income housing—318 units.

<b>Table 2-6 Adjusted New Construction Need and Housing Need by Income Level in Unincorporated San Benito County January 1, 2014 to December 31, 2023 January 1, 2014 to December</b>			
<b>Income Level</b>	<b>Need Allocation</b>	<b>January 2014–July 2015 Units</b>	<b>Remaining 2015– 2023</b>
Extremely low (11.8%)	99	0	99
Very low (11.8%)	99	0	99
Low (14.3%)	120	0	120
Moderate (19.6%)	164	12	152
Above moderate (42.4%)	355	59	296
<b>Total</b>	<b>837</b>	<b>71</b>	<b>766</b>
<i>Source: San Benito County Housing Element 2014 – 2023, April 2016, Table 18b (based on Council of San Benito County Governments, San Benito County Regional Housing Needs Allocation Plan, July 2014; County building permit records). Extremely low and very low each represent half of the very-low-income figure for unincorporated San Benito County found in Table 2-5.</i>			

**12. SAN JUAN BATISTA**

**a. From 2008 Growth Report**

San Juan Batista was not discussed in the 2008 Growth report.

**b. City of San Juan Bautista, General Plan- Background Report , October 30, 2014**

As a mandatory requirement of State Housing Law, the Regional Housing Needs Allocation (RHNA) is a critical part of a jurisdiction’s periodic update of the Housing Element (Government Code Section 665580 et. Seq.). The California Department of Housing and Community Development makes determinations on the projected housing needs for the San Benito region, and the Council of San Benito Governments determines allocations of housing for each of its jurisdictions. The current cycle for the Regional Housing Needs Assessment is valid from 2007 through 2014.

The RHNA allocates a total of 49 additional housing units to San Juan Bautista. Prior Housing Elements for San Juan Bautista have not been certified because they have not made allocations for a population growth rate of at least three percent per year. Table 2-7 shows the number of units the City must allocate for each income category. The draft Housing Element for 2009 through 2014 takes steps to encourage the development of housing, including the allocation of affordable housing.

<b>Table 2-7: San Juan Bautista Housing Allocation</b>		
	<b>City/County Ordinance Limits</b>	<b>Percent of Total Units</b>
Very Low	11	22%
Low	8	16%
Moderate	10	20%
Above Moderate	20	41%
<b>Total</b>	<b>49</b>	<b>100%</b>
<i>Source: City of San Juan Bautista, General Plan- Background Report, October 2014, Table 6.9 (based on San Benito County Regional Housing Need, 2008)</i>		

The Housing Element must identify suitable sites for these 49 new housing units. There are three ways to satisfy the housing allocation: 1) actual production, 2) rehabilitation/preservation, and 3) available land for development.

The Draft 2009-2014 Housing Element has taken steps to allocate sufficient housing to satisfy the RHNA. The western end of Third Street has been explored as a potential site to allow for high-density housing. This would provide, at minimum, 60 new housing units and would be consistent with the State default density of 20 units per acre for San Benito County. According to the draft 2009 to 2014 Housing Element, the City will provide a combination of possible program and policy solutions for the development of housing. This consists of: an affordable housing ordinance, affordable housing incentives, planned unit developments, and cooperation with non-profits to facilitate the development of affordable housing. Vacant housing sites, mixed-use infill development, and underutilized sites will be used to provide new housing opportunities. A new Mixed-Use District has been established, which identifies potential sites for additional units in the central business district and the two gateways into the City. Development within the Mixed-Use District must incorporate a certain number of affordable units.

Of the 49 units allocated to the City in the 2008 RHNA, 11 have so far been constructed as shown in Table 2-8. No very-low, low, or moderate-income housing has been constructed.

<b>Table 2-8: Remaining Housing Need, Based on Units Approved/Under Construction</b>			
<b>Affordability Distribution</b>	<b>Credits Toward RHNA</b>		
	<b>RHNA</b>	<b>Units Approved since 2008</b>	<b>Remainder Allocation</b>
Very Low	11	0	11
Low	8	0	8
Moderate	10	0	10
Above Moderate	20	11	9
<b>Total Units</b>	<b>49</b>	<b>11</b>	<b>38</b>
<i>Source: City of San Juan Bautista, General Plan- Background Report, October 2014, Table 6.10 (based on City of San Juan Bautista, 2010)</i>			

**13. HOLLISTER**

**a. From 2008 Growth Report**

Hollister was not discussed in the 2008 Growth report.

**b. City Of Hollister - Housing Element Of The General Plan, Final Housing Element, November 2009**

**QUANTIFIED OBJECTIVES**

The quantified objectives of this Housing Element for new construction, rehabilitation and conservation are included in Table 2-9, below; anticipated affordable units as a result of the City’s Second Mortgage program (HSMP) are also included. The number of units rehabilitated by income category is based on the percentages of units rehabilitated in each income category during the prior housing element period. Current market conditions may limit the City’s ability to realize the level of construction shown below in the Quantified Objectives.

<b>Table 2-9: Quantified Objectives, 2009-2014</b>				
<b>Income Groups</b>	<b>New Construction</b>	<b>Rehabilitation</b>	<b>Conservation</b>	<b>First Time Homebuyer (HSBP)</b>
Extremely Low- Income	247	31	N/A	8
Very Low Income	365	45	34	9
Low-Income	490	42	82	8
Moderate- Income	493	37	N/A	15
Above- Moderate Income	724	0	N/A	N/A
<b>Total</b>	<b>2,319</b>	<b>155</b>	<b>116</b>	<b>40</b>
<i>Source: City of Hollister Housing Element of The General Plan, Final Housing Element, November 2009, Table 61</i>				

Note: N/A – Data not available in original table of source report.

State law requires the Housing Element to include quantified objectives for the maximum number of units that can be rehabilitated, conserved, or constructed. Policies and programs establish the strategies to achieve these objectives. The City’s quantified objectives are described under each program.

Assumptions are based on past program performance, infrastructure constraints, construction trends, land availability, and anticipated future program funding. A timeline and description of the City’s housing policies and implementing measures are included in the matrix and organized according to the following goals:

Goal H1 Work together to build a sense of community and achieve housing goals.

Goal H2 Maintain and enhance existing housing and blend well designed new housing into neighborhoods and communities.

Goal H3 Use land efficiently to encourage a diversity of housing types and to implement “smart” and sustainable development principles.

Goal H4 Develop affordable housing opportunities.

Goal H5 Provide housing for special needs populations.