4.15 TRANSPORTATION

This chapter of the Draft Environmental Impact Report (EIR) describes the potential transportation impacts associated with the adoption and implementation of the proposed project. This chapter describes the regulatory framework and existing conditions, identifies criteria used to determine impact significance, provides an analysis of the potential transportation impacts, and identifies proposed General Plan 2050 goals, policies, and actions, as well as feasible mitigation measures, that would minimize any potentially significant impacts.

4.15.1 ENVIRONMENTAL SETTING

4.15.1.1 TERMINOLOGY

Following are definitions for select terms used in this chapter.

- Vehicle Miles Traveled (VMT). A measure of circulation network use or efficiency that accounts for the number of daily vehicle trips generated, multiplied by the length or distance of those trips. VMT represents a number of daily miles driven and can be expressed in different ways including total VMT, which is an aggregate value measured in miles, and VMT per capita or VMT per employee, both of which are performance metrics measured in the number of miles driven per person.
- Greenhouse gases (GHG). Gases in the atmosphere that absorb infrared light, thereby retaining heat in the atmosphere and contributing to a greenhouse effect. As shown in Table 4.8-5, *Existing Greenhouse Gas Emissions Inventory in the EIR Study Area,* in Chapter 4.8, *Greenhouse Gas Emissions*, of this Draft EIR, the transportation sector is the largest emitter of GHG emissions.

4.15.1.2 REGULATORY FRAMEWORK

Federal Regulations

Applicable federal regulations pertaining to transportation are addressed in other chapters of this Draft EIR, including Chapter 4.3, *Air Quality*; Chapter 4.8, *Greenhouse Gas Emissions*; and Chapter 4.9, *Hazards and Hazardous Materials*. The federal Clean Air Act, the Fixing America's Surface Transportation Act, and the Americans with Disabilities Act may have some relevance or influence for individual projects or actions as part of potential future projects in the EIR Study Area. Additionally, the Federal Highway Administration is the agency of the United States Department of Transportation responsible for the federally funded roadway system, including the interstate highway network and portions of the primary state highway network.

State Regulations

Senate Bill 743

Senate Bill (SB) 743, signed into law in 2013, required California Environmental Quality Act (CEQA) lead agencies to shift away from using traditional level of service standards and automobile delay to determine significant traffic impacts. As a result of SB 743, the State Office of Planning and Research (OPR) updated

CEQA guidelines and criteria to use VMT as the metric for evaluating the significance of traffic impacts. Pursuant to Public Resources Code Section 21099(b)(2), "automobile delay, as described solely by level of service or similar measures of vehicular capacity or traffic congestion, shall not be considered a significant impact on the environment." OPR's *Technical Advisory on Evaluating Transportation Impacts in CEQA* (Technical Advisory), published in December 2018, provides guidance on VMT assessment, methodologies, and suggested metrics.[1] A key environmental aspect of VMT is its relationship to GHG emissions, and the recommended VMT significance thresholds included in the Technical Advisory are based on mandated GHG emissions reduction targets established by the State.

California Complete Streets Act of 2008

The Complete Streets Act (Assembly Bill [AB] 1358) requires city and county general plans to include policies that support the development of facilities for a multimodal transportation network. Complete Streets principles should be incorporated into street design to meet the needs of all users—drivers, bicyclists, pedestrians, and transit riders—regardless of age or physical ability. Jurisdictions that undertake updates of their general plan must plan for a balanced multimodal transportation network that meets the needs of all users, incorporating appropriate goals, policies, and actions into the mandatory circulation element.[2]

California Department of Transportation

The California Department of Transportation (Caltrans), as a responsible agency under CEQA, reviews topics in environmental documents pertaining to State highway facilities including State Route (SR) 12 and SR 116, and the associated interchanges for these facilities in the EIR Study Area. The following Caltrans procedures and directives are relevant to the proposed General Plan 2050, particularly to state roadway facilities:

- Vehicle Miles Traveled–Focused Transportation Impact Study Guide. The Caltrans *Vehicle Miles Traveled–Focused Transportation Impact Study Guide* (TISG), dated May 20, 2020, addresses Caltrans's review of VMT impact analysis for land use projects and land use plans. Caltrans seeks to reduce single-occupancy vehicle trips, provide a safe transportation system, reduce per capita VMT, increase accessibility to destinations via cycling, walking, carpooling, and transit, and reduce GHG emissions. The TISG reiterates that automobile delay is no longer considered a significant impact on the environment within CEQA transportation analysis and that Caltrans has shifted focus from level of service to VMT. With respect to VMT significance thresholds, Caltrans refers to guidance provided in the OPR Technical Advisory.
- Deputy Directive 64-R1: Complete Streets: Integrating the Transportation System. In 2001, Caltrans adopted Deputy Directive 64, a policy directive related to nonmotorized travel throughout the state, and in October 2008, Deputy Directive 64 was strengthened to reflect changing priorities and challenges. DD 64-R1 states, "The Department views all transportation improvements as opportunities to improve safety, access, and mobility for all travelers in California and recognizes bicycle, pedestrian, and transit modes as integral elements of the transportation system. Providing

[1] Governor's Office of Planning and Research, April 2018, *Technical Advisory on Evaluating Transportation Impacts in CEQA*.
[2] California Government Code Section 65302(b)(2).

safe mobility for all users, including motorists, bicyclists, pedestrians and transit riders, contributes to the Department's mission/vision: 'Improving Mobility across California.'"

- Director's Policy 22. Director's Policy 22, a policy regarding the use of "Context Sensitive Solutions" on all state highways, was adopted by Caltrans in November of 2001. The policy recognizes that "in towns and cities across California, the State highway may be the only through street or may function as a local street," that "these communities desire that their main street be an economic, social, and cultural asset as well as provide for the safe and efficient movement of people and goods," and that "communities want transportation projects to provide opportunities for enhanced nonmotorized travel and visual quality." The policy acknowledges that addressing these needs will ensure that transportation solutions meet more than just traffic and operational objectives.

Caltrans District 4 Bike Plan

Caltrans District 4, which covers the nine-county Bay Area, was the state's first Caltrans District to develop a bike plan. The plan's focus is on identifying and addressing the need for improved access and safety along and across the 1,400 miles of state highways in the region.

Caltrans recognizes four classifications of bicycle facilities.

- Class I. Commonly referred to as a bike path or bikeway, Class I facilities are separated from automobile traffic for the exclusive use of bicyclists.
- Class II. Commonly referred to as bike lanes, Class II facilities are dedicated for bicyclists immediately adjacent to automobile traffic.
- Class III. Commonly referred to as bike routes, Class III facilities are on-street routes where bicyclists and automobiles share the road.
- Class IV. Commonly referred to as cycle tracks or protected bike lanes, Class IV facilities combine elements of Class I and Class II facilities to offer an exclusive bicycle route immediately adjacent to a roadway, similar to a Class II facility, but include a physical separation from traffic with raised curbs, plastic delineators, or parked automobiles.

High priority projects identified in the plan include grade-separated crossings of highways, which are often barriers to pedestrian and bicycle mobility. Key projects in Santa Rosa include a pedestrian bicycle bridge over US Highway 101 near Santa Rosa Junior College and the reconstruction of the US Highway 101 interchange at Hearn Avenue.

Caltrans State Route 12 Concept Report

The Caltrans 2014 *State Route 12 (West) Transportation Concept Report* provides an evaluation of the existing and projected conditions along SR 12 and a vision for future development along the corridor. The Transportation Concept Report was developed with goals of increasing safety, improving mobility, providing stewardship, and meeting community and environmental needs along the corridor. The report adopted a multimodal perspective and considered the context of the land uses present along the corridor, which includes the segments of freeway and highway traversing Santa Rosa.

Regional Regulations

Metropolitan Transportation Commission / Association of Bay Area Governments

The Metropolitan Transportation Commission (MTC) is the transportation planning, coordinating, and financing agency for the nine-county Bay Area, including Sonoma County. It also functions as the federally mandated metropolitan planning organization (MPO) for the region. It is responsible for regularly updating the Regional Transportation Plan (RTP), a comprehensive blueprint for the development of mass transit, highway, airport, seaport, railroad, bicycle, and pedestrian facilities.

The passage of AB 32 and the associated State commitment to reducing statewide GHG emissions has placed a new emphasis on accommodating new housing production as a condition of securing transportation grant funding. Subsequent to adoption of AB 32, the State adopted the Sustainable Communities and Climate Protection Act (SB 375) as the means for achieving regional transportation-related GHG targets. Among the requirements of the Sustainable Communities and Climate Protection Act (SB 375) is the creation of a Sustainable Communities Strategy (SCS) that provides a plan for meeting regional targets. The SCS and the RTP must be consistent with one other, including action items and financing decisions. MPOs must use transportation and air emissions modeling techniques consistent with guidelines prepared by the California Transportation Commission.

As described in Chapter 4.0, *Environmental Analysis*, of this Draft EIR, MTC and ABAG adopted *Plan Bay Area* 2050 on October 21, 2021.[3] *Plan Bay Area* 2050 is the Bay Area's Regional Transportation Plan/Sustainable Community Strategy (RTP/SCS). *Plan Bay Area* provides transportation and environmental strategies to continue to meet the regional transportation-related GHG reduction goals of the Sustainable Communities and Climate Protection Act (SB 375). Strategies to reduce GHG emissions include focusing housing and commercial construction in walkable, transit-accessible places; investing in transit and active transportation; and shifting the location of jobs to encourage shorter commutes. To achieve *Plan Bay Area*'s sustainable vision for the Bay Area, the *Plan Bay Area* land use concept plan for the region concentrates the majority of new population and employment growth in the region in Priority Development Areas (PDA)[4] and Transit Priority Areas (TPA).[5] PDAs are areas along transportation corridors which are served by public transit that allow opportunities for development of transit-oriented, infill development within existing communities that are expected to host the majority of future development. TPAs are similar in that they are formed within 0.5 miles around a major transit stop such as a transit center or rail line. As shown on Figure 4-1, *Priority Development Areas and Transit Priority Areas*, in Chapter 4.0 of this Draft EIR, the EIR Study Area has six PDAs and three TPAs—the Mendocino Avenue/Santa Rosa Avenue Corridor PDA, North Santa Rosa Station PDA and TPA, Downtown Station Area PDA and TPA, Sebastopol Road Corridor PDA, Roseland PDA, Santa Rosa Avenue PDA, and Santa Rosa Transit Mall TPA. Development in PDAs and TPAs leverage existing infrastructure and therefore can minimize development in greenfield (undeveloped) areas and maximize growth in transit-rich communities to help lower VMT and consequently reduce GHG emissions.

[3] Association of Bay Area Governments and Metropolitan Transportation Commission, October 2021, *Plan Bay Area 2050*, accessed July 21, 2023, https://www.planbayarea.org/sites/default/files/documents/Plan_Bay_Area_2050_October_2021.pdf.

[4] PDAs are transit-oriented, infill development opportunity areas within existing communities.

[5] TPAs are half-mile buffers surrounding major transit stops or terminals.

The MTC has established its policy on Complete Streets in the Bay Area. The policy states that projects funded all, or in part, with regional funds (e.g., federal, State Transportation Improvement Program, and bridge tolls) must consider the accommodation of bicycle and pedestrian facilities, as described in Caltrans Deputy Directive 64. These recommendations do not replace locally adopted policies regarding transportation planning, design, and construction. Instead, these recommendations facilitate the accommodation of pedestrians, including wheelchair users, and bicyclists into all projects where bicycle and pedestrian travel is consistent with current adopted regional and local plans.

In 2021, the MTC the Blue Ribbon Task Force established 27 specific near-term actions to re-shape the region's transit system into a more connected, more efficient, and more user-focused mobility network across the entire Bay Area. This set of actions forms the cornerstone of a formal *Bay Area Transit Transformation Action Plan*, adopted by the Commission in fall 2021.

Sonoma County Transportation Authority

The Sonoma County Transportation Authority (SCTA), created in 1990, is governed by a 12-member Board of Directors representing the nine Sonoma County cities and the County. The SCTA serves as the entity responsible for coordinating planning and prioritization of transportation improvement projects at a county-wide level. SCTA is also responsible for managing the voter-approved Measure M, which is a quarter cent sales tax used to maintain local streets for all modes of transportation. In 2020, voters approved Go Sonoma which extends the Measure M sales tax through March of 2045 to continue to provide funding for local transportation projects. Measure M (soon to be Go Sonoma funding) is used in Santa Rosa for projects such as the Hearn Avenue Regional Multimodal Interchange, the Santa Rosa Avenue Corridor Improvement project, the Fulton Road Widening project, transit service expansion, free/reduced transit fare programs, first/last mile connection to transit, among others.

As the regional transportation authority, the SCTA prepares the Comprehensive Transportation Plan (CTP) for Sonoma County. *Moving Forward 2050*, September 2021, is the most recent CTP approved by the SCTA, and establishes goals and objectives for improving mobility on Sonoma County's streets, highways, transit systems and bicycle/pedestrian facilities. Projects in the CTP are included in the RTP adopted by MTC. SCTA also maintains the Sonoma County Travel Model (SCTM) that is used to forecast future travel patterns and demand based on changes to the transportation system, land use, and demographics, using and updating the model during development of the CTP.

SCTA has a role in coordinating and planning alongside local transit agencies and elevated its work on transit integration with the development of the Transit Integration and Efficiency Study (TIES) in 2019. The Future of Transit Ad Hoc, established in fall 2020, continued to lead implementation of TIES for the three local bus operators—Santa Rosa CityBus, Sonoma County Transit, and Petaluma Transit—and became a venue to coordinate locally on regional work led by MTC's Blue Ribbon Transit Recovery Task Force. Building off the 2019 TIES study, SCTA led a Service Planning Study with the overarching goal to increase the efficiency of delivering high-quality transit service.

Local Regulations

Santa Rosa City Code

The Santa Rosa City Code (SRCC) includes various directives pertaining to transportation. The SRCC is organized by title, chapter, and section, and in some cases, articles. Most provisions related to transportation impacts are in Title 11, *Vehicles and Traffic,* Title 18, *Buildings and Construction,* and Title 20, *Zoning*, as follows:

- Title 11, *Vehicles and Traffic*. This title sets forth the laws and policies governing the regulation and enforcement of specific vehicles and traffic-related matters within the city.
  - Chapter 11-20, *Stopping, Standing and Parking*. This chapter outlines what is prohibited in terms of stopping, standing, or parking.
  - Chapter 11-24, *Parking: Metered and Unmetered Locations*. This chapter sets forth laws about different parking facilities and describes the City's powers in regard to parking meters.
  - Chapter 11-28, *Commercial Vehicles and Truck Routes*. This chapter outlines laws regarding commercial vehicles and trucks including weight limits, parking restrictions, and truck routes.
  - Chapter 11-44, *Residential Parking Permits.* This chapter was enacted to create parking regulations restricting unlimited parking by non-residents and to provide the opportunity for residents to park near their homes and the increased use of public mass transit facilities available now and in the future.
- Chapter 18-44, *California Fire Code*. This chapter adopts prescriptions regulating governing conditions hazardous to life and property from fire or explosion. This includes the 2019 Fire Code, which consists of portions of the 2018 International Fire Code as amended by the California Building Standards Commission. This title includes building regulations related to the fire resistance of buildings with amendments to the 2019 Fire Code, enforcing greater restrictions than those required by the State. This chapter requires roads be maintained to provide adequate space for emergency vehicle access. Future development in designated Wildland Urban Interface areas is subject to additional requirements and review.
- Title 20, *Zoning*. Section 20-10.020, *Purposes of Zoning Code*, describes that zoning code implements the goals and policies of the Santa Rosa General Plan by classifying and regulating the uses of land and structures within the City of Santa Rosa. As such, the zoning code includes several zoning districts that support the reduction of VMT and therefore the reduction of GHG emissions by locating commercial and residential land uses in close proximity to one another and high-quality transit and other non-automobile forms of transportation. These zoning districts are listed in Section 20-22.020, *Purposes of the Residential Zoning Districts,* and Section 20-23.020, *Purposes of Commercial Zoning Districts*, as follows:
  - TV-R (Transit Village-Residential) District. The TV-R zoning district is applied to areas within approximately one-half mile of a transit facility that is appropriate for mixed use development. Development should transition from less intense uses at the outlying edges to higher intensity uses near the transit facility. Residential uses are required, and ground floor neighborhood serving retail and live-work uses are encouraged. The maximum allowable density ranges from 25 to 40

dwellings per acre. The TV-R zoning district is consistent with and implements the Transit Village Medium land use classification of the General Plan.

- CMU (Core Mixed Use) District. The CMU zoning district is applied to areas within downtown Santa Rosa to foster a mix of residential and nonresidential uses to activate the greater Old Courthouse Square area and key transit corridors. The principal objectives of the CMU designation are to strengthen the role of this area as a business, governmental, retail, tourism, entertainment, and cultural hub for the region, and to accommodate significant new residential development. New residential development will serve as a catalyst for increased activity and create a built-in market for retail, service, and entertainment uses. High-rise development in all residential or mixed-use buildings is envisioned in a walkable, bikeable environment with public gathering places such as plazas, courtyards, or parks and easy access to public transit. The CMU zoning district implements and is consistent with the Core Mixed Use land use classification of the General Plan.
- TV-M (Transit Village-Mixed) District. The TV-M zoning district is applied to areas within approximately one-quarter mile of a transit facility outside of the Downtown Station Area that are appropriate for a mix of higher density residential, office and commercial uses. Development is designed and oriented to create a central node of activity at or near the transit facility. The minimum allowable density is 40 dwellings per acre; there is no maximum density. The TV-M zoning district is consistent with and implements the Transit Village Mixed Use land use classification of the General Plan.

Chapter 20-31, *Density Bonus and other Development Incentives*, outlines the eligibility requirements for Supplemental Density Bonuses in excess of the State Density Bonus (i.e., California Government Code Section 65915). An eligible project may qualify for a Supplemental Density Bonus of up to, but not greater than, 100 percent above the maximum residential density permitted in the applicable Land Use Designation pursuant to the provisions in this section. Some Density Bonus' are awarded based on proximity to a major transit stop. As defined in Section 20-31.020, *Definitions*, "located within one-half mile of a Major Transit Stop" means that any point on a proposed development, for which an applicant seeks a Density Bonus, other incentives or concessions, waivers or reductions of development standards, or a vehicular parking ratio pursuant to this chapter, is within one-half mile of any point on the property on which a major transit stop is located, including any parking lot owned by the transit authority or other local agency operating a major transit stop. A different definition of "located within one-half mile of a major transit stop," found in SRCC Section 20-70.020, *Definitions of Specialized Terms and Phrase*, may apply if the project falls under certain provisions of Government Code Section 65915, subdivision (p), paragraph (2) pertaining to moderate income projects. In addition, a Major Transit Stop, also defined in SRCC Section 20-70.020, however, for the purposes of this chapter, a major transit stop also includes major transit stops that are included in the applicable regional transportation plan.

Santa Rosa CityBus Short Range Transit Plan 2016-2025

The *Santa Rosa CityBus Short Range Transit Plan 2016-2025* includes near-term goals, objectives, and standards for the transit system. Key performance standards include ensuring that 90 percent of transit-supportive areas are within one-quarter mile of a bus stop and providing weekday service headways of 15 to 30 minutes on trunk routes and 30 to 60 minutes on local routes. In 2017, CityBus implemented a 15-

minute service on high-ridership corridor, more direct routes, more two-way service to help reduce travel time and a bus system more convenient and useful for riders following the Phase I recommendations contained in *Reimagining CityBus*, September 2016. Phase I established 15-minute frequencies from Downtown Santa Rosa for Route 1 and 2/2B along Mendocino Ave and Sebastopol Road including segments of Bicentennial Way, Range Avenue, West Third Street, and Santa Rosa Avenue. Phase II focuses on increasing service levels, including improving Mendocino Avenue to 10-minute frequency and potentially upgrading infrastructure on this route to implement a Rapid Bus corridor. Phase II details either service expansion or increased frequencies to Santa Rosa Avenue south, the Roseland area, Cleveland Avenue to Coddingtown Mall, Sonoma Avenue, and Rincon Valley. Phase II also includes transit signal priority corridors, improved late night and weekend service.

Bicycle and Pedestrian Master Plan Update 2018

The policies included in the 2018 *Bicycle and Pedestrian Master Plan* (BPMP) focus on improving access, user comfort, and safety for bicycling and walking. Goals of the plan include increasing the share of people walking and bicycling to work to five percent and reducing the number of severe injury and fatal collisions to zero by 2030. The BPMP's recommendations would more than double the number of miles of bikeways in the city, including over 40 miles of multi-use paths which offer users greater levels of protection from vehicle traffic. Other key themes in the BPMP include using the plan as a tool to promote public health and ensuring that the benefits of the BPMP are distributed equitably to target all of Santa Rosa's neighborhoods. The BPMP is updated approximately every 5 to 8 years. The City of Santa Rosa began an update, to be renamed the Active Transportation Plan, in 2023. Anticipated adoption is March 2025.

Street Design Standards

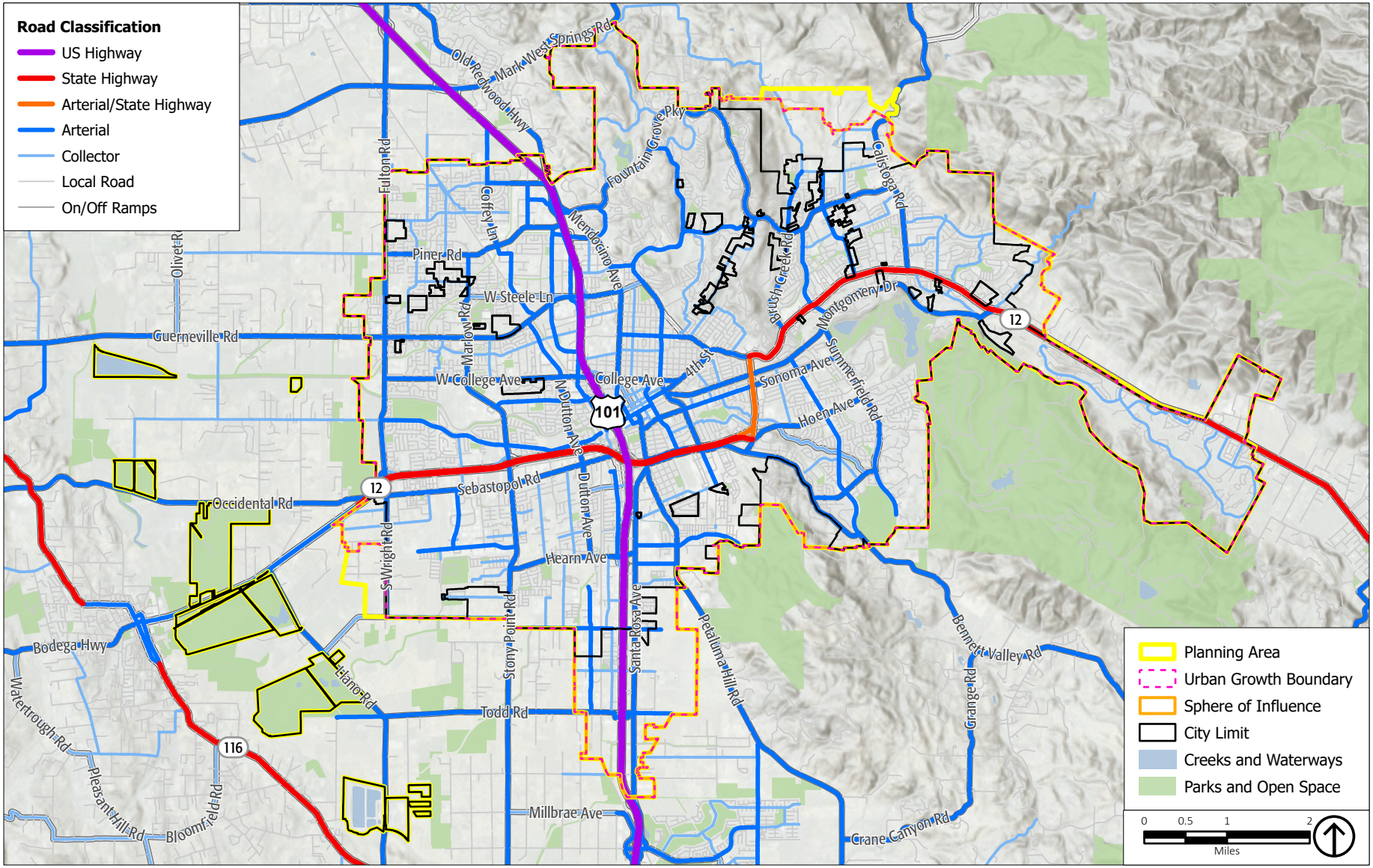
Adopted in January 2004, the *Street Design and Construction Standards* establishes standards to be used for the design and construction of all private and public streets and for flat-land streets and hillside streets.[6] Standards and requirements are provided for street design, alignment, grades, intersections, pavement design, transit infrastructure and emergency access during construction. These standards are considered minimum and deviations from these standards may be granted by approval of the City Engineer.

4.15.1.3 EXISTING CONDITIONS

Roadway Network

The city's roadway network serves as the primary channel for all modes of travel. Roadways are organized using a hierarchical system, whereby individual roadways are classified by their intended function within the overall roadway network. These classifications—freeways, highways, arterials, collectors, and local streets—define the desired functional and operational characteristics of a roadway, such as traffic volume capacity and level of service. Figure 4.15-1, *Roadway Network,* depicts the roadway network in Santa Rosa.

[6] City of Santa Rosa, January 13, 2004, Street Design and Construction Standards, https://www.srcity.org/DocumentCenter/View/9812/Street-Design-and-Construction-Standards, accessed April 7, 2023.



Source: ESRI, 2022; City of Santa Rosa, 2023; PlaceWorks, 2023.

Figure 4.15-1
Roadway Network

Highways

Highways supplement the local roadway system by carrying long-distance traffic to and through Santa Rosa. US Highway 101 is the primary transportation spine running through Sonoma County as well as Marin County to the south and Mendocino County to the north. It is access-controlled within Santa Rosa, with interchanges at Mendocino Avenue/Old Redwood Highway, Bicentennial Way, Hopper Avenue, Steele Lane/Guerneville Road, College Avenue, Downtown, SR 12, Baker Avenue/Colgan Avenue, and Hearn Avenue/Yolanda Avenue. SR 12 is a major east-west route through the city and has four travel lanes, except for the far eastern portion of Santa Rosa where the highway narrows to two lanes at Melita Road. It is access-controlled between Fulton Road and Farmer's Lane, with interchanges at Stony Point Road, Dutton Avenue, US Highway 101, and South E Street. A portion of SR 12 runs on Farmers Lane, and the segment between Farmers Lane and the eastern city limits is sometimes referred to as Sonoma Highway. US Highway 101 and SR 12 are the responsibility of Caltrans, not the City of Santa Rosa, though the City operates the traffic signals along Farmers Lane and at many of the US Highway 101 interchanges.

Arterials

Boulevards and parkways connect town centers to the greater region. Boulevards and parkways are essential for combining motorized and nonmotorized traffic in safe, efficient, welcoming environments. Since the success of commerce and traffic circulation depends on effective street design, attention must be paid to the balanced movement of all transportation modes on boulevards and parkways. On these streets passenger vehicles, delivery trucks, emergency responders, and transit must operate with high levels of efficiency. Pedestrians and bicyclists must also be welcomed and are in greater need of support, due to higher vehicle speeds and volumes of traffic. The Regional Streets category includes the following street types:

- Boulevards provide multi-lane access to commercial and mixed-use buildings and also carry regional traffic. Boulevards have medians, bike lanes, and may have sections with parking to support adjacent commerce, parks, schools, and other attractions.
- Parkways provide connections between outlying areas to more developed parts of the city or carry traffic through natural areas. Parkways are not designed to accommodate adjoining development. Roadway speeds may be higher, but when Parkways enter denser parts of the city, speeds are reduced. Bike lanes are typically included in Parkways although bike facilities may also be separated.

Collectors

Collector streets connect residential neighborhoods to commercial centers and service commercial districts. Avenues and main streets are collector roadways. In addition to providing access, they carry larger and more diverse types of traffic. Avenues and main streets host deliveries and facilitate efficient emergency responses. They anchor neighborhood commerce, serve bicyclists and pedestrians, and accommodate transit operations. Collector streets must operate at low to moderate speeds since many people live, work, shop, and play within these street environments. Parking is found on many, but not all avenues and main streets. The Collector Streets category includes the following street types:

- Avenues. Avenues connect neighborhoods to town centers, commercial centers, and other neighborhoods. A raised center median is preferred, allowing for a triple canopy of street trees. Avenues are richly landscaped since they are civic spaces that serve as gateways to town centers. Since avenues serve as the transitions between neighborhoods and commercial districts, speeds should be kept low. Avenues may also serve as major transit routes.
- Main Streets. Main streets provide access to neighborhood commercial and mixed-use buildings and districts. On-street parking is in demand and typically provided. Low speeds are desirable to protect pedestrians and enhance commercial activity.

Local Streets

Local streets, which form the heart of neighborhoods, function primarily to provide access to neighborhood destinations and make connections within neighborhoods. All local streets provide vehicle, pedestrian, and utility access. Traffic speeds of not more than 25 mph are appropriate for such streets. A measure of how successful a local street is performing its intended function is how well it adds to the quality of the neighborhood by offering access, parking, tranquility, and safety. Local streets should provide indirect connection between Collector or Arterial Streets, since long and straight local street connections may encourage "shortcut" traffic through neighborhoods. The Local Streets category includes the following street types:

- Neighborhood Streets. Neighborhood streets are the most common type of access road in healthy neighborhoods. This is the preferred street to service residential areas when the street does not exceed 100 homes or 1,000 average daily trips. Streets are short, terminating in two to six blocks.
- Lanes. These narrow roads (typically 16 to 20 feet wide) are useful in accessing small numbers of homes (up to approximately 12). Parking, when needed, can be on one side or in parking bays. One-way lanes can operate around parks or nature preserves. They also work well as two-way facilities in many other contexts. Landscaping and sidewalks fill the remainder of the available public right-of-way.

Vehicle Miles Traveled

Many factors affect VMT, including the average distance people commute to work, school, and shopping, as well as the proportion of trips that are made by nonautomobile modes. Areas that have a diverse land use mix and ample facilities for non-automobile modes of travel, including transit, tend to generate lower VMT than auto-oriented suburban areas. VMT is typically an output from travel demand models, such as the SCTM19 model maintained and operated by the SCTA.

For the Santa Rosa General Plan update transportation analysis, the following three VMT metrics were assessed:

- Household VMT per capita. VMT per capita is analyzed for residential uses and measures all home-based automobile VMT, including travel to work, school, or shopping, divided by the number of residents.
- Employment VMT per employee. VMT per employee is analyzed for employment-based uses such as offices and includes all home-based commute VMT made by motor vehicles between homes and workplaces, divided by the number of workers.

- **Total VMT per service population.** VMT per service population includes the total VMT generated by all uses (including uses other than residential and employment such as retail, hospitality, and recreation). This total VMT is divided by the sum of residents and workers that comprise the "service population." This performance metric is sometimes used in land use plan assessments since it broadly captures the total VMT effects created by all land uses and their interactions.

The SCTA's Travel Demand Model (SCTM19, revised December 2021) was used to estimate the VMT associated with the proposed General Plan update. Custom runs of the model were used to produce project-specific VMT data. The model estimates the VMT associated with the aggregate land uses in each of the model's traffic analysis zones (TAZ) in consideration of countywide land use patterns and transportation infrastructure, and accounts for travel occurring beyond the county's boundary. The area analyzed in "project" scenarios corresponds to the EIR Study Area and is encompassed by 319 different TAZs in the SCTA model. Table 4.15-1, *Existing VMT Performance Metrics*, presents a summary of the existing VMT characteristics in the City of Santa Rosa and County of Sonoma, as projected by the SCTM19 travel demand model.

TABLE 4.15-1 EXISTING VMT PERFORMANCE METRICS

Jurisdictional Area	Residential VMT per Capita	Employment VMT per Employee	Total VMT per Service Population
City of Santa Rosa	13.4	9.2	23.9
County of Sonoma	16.4	12.3	29.9

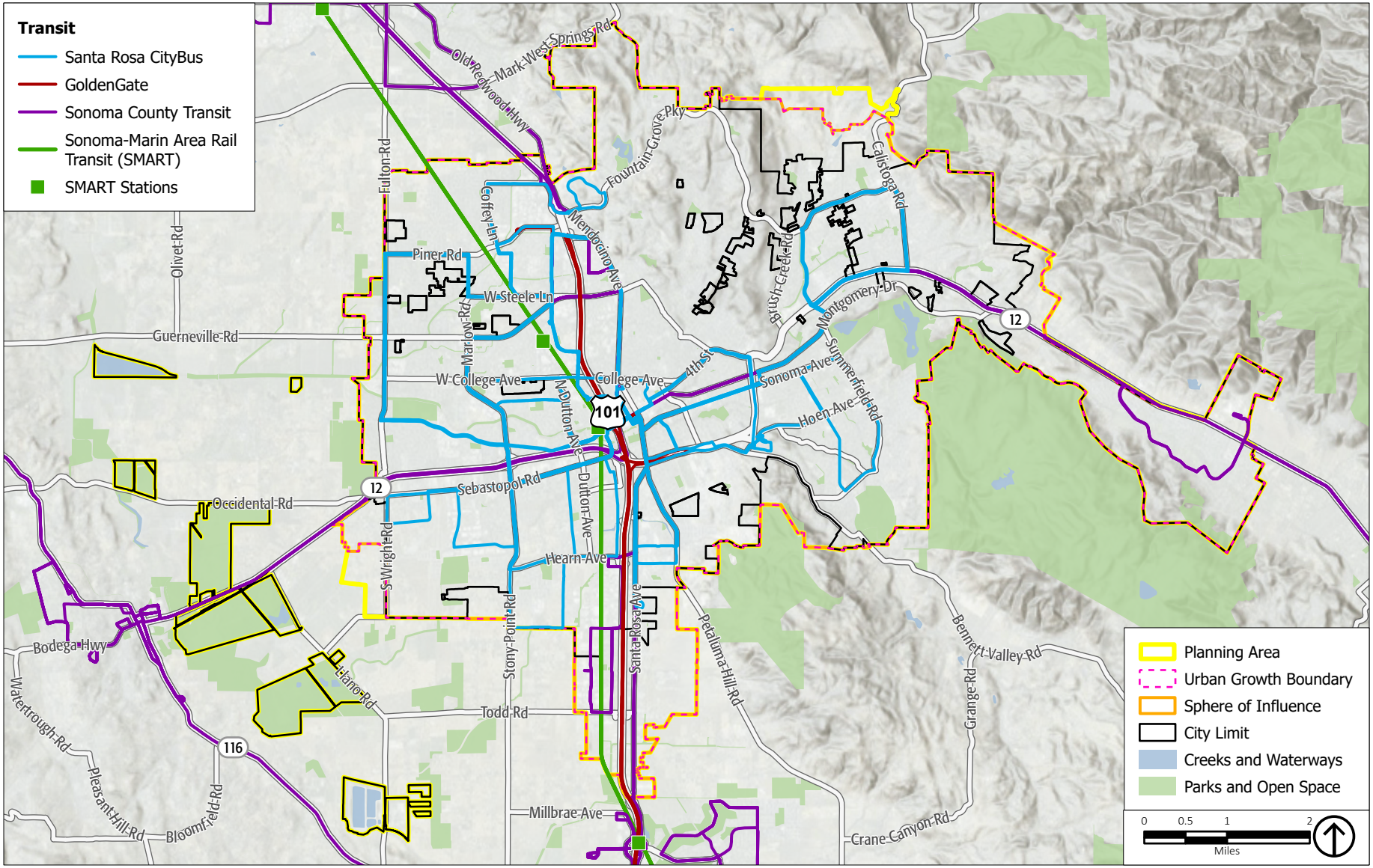
Source: SCTM19 Travel Demand Model, W-Trans, 2023.

Transit

Santa Rosa is served by several bus transit providers (Santa Rosa CityBus, Sonoma County Transit, Golden Gate Transit and Mendocino Transit, Amtrak) and Sonoma-Marin Area Rail Transit (SMART) offering local transportation within the city, as well as connections throughout Sonoma County and regional connections to other cities in Sonoma County, Marin County, Mendocino County, San Francisco and Contra Costa County. As the City has placed a growing emphasis on providing multimodal mobility options, the network continues to be refined through local and regional coordination efforts with an eye toward creating a network that serves the broadest possible range of users. The Santa Rosa Transit Mall is the busiest Transit Hub in the North Bay served by five operators and provides an affordable, accessible and sustainable connection to jobs, education, shopping and recreation for the region. A map showing existing transit routes and providers in Santa Rosa is shown in Figure 4.15-2, *Existing Transit Providers and Routes*.

Rail Service

Sonoma-Marin Area Rail Transit (SMART) operates seven days a week, with a weekday focus on peak hour commute service. There are two stations in Santa Rosa: Downtown and North Santa Rosa. Schedules generally favor commuters originating in Sonoma County and traveling southbound during the morning peak hour and northbound in the evening peak hour. San Rafael is a primary destination, along with Larkspur, which provides a connection via the Larkspur Ferry to San Francisco.



Source: ESRI, 2022; W-Trans, 2023; PlaceWorks, 2024.

Figure 4.15-2
Existing Transit Providers and Routes

Connectivity to the Amtrak national rail network is provided via a bus (Route 7) connection at the Coddingtown Transit Hub in Santa Rosa that travels between Arcata and the Martinez rail station in northern Contra Costa County.

Regional Bus Service

The following transit services provide regional bus service in the EIR Study Area.

- Golden Gate Transit (GGT) operates two routes in Santa Rosa. US Highway 101 connects Santa Rosa and other communities in Sonoma County to Marin County and San Francisco, operating seven days a week, with buses departing every 60 minutes from 4 a.m. to 10 p.m. Route 172 serves cities in Sonoma County along the US Highway 101 corridor, operating only during peak commute hours on weekdays. Golden Gate Transit provides paratransit service to people who are unable to use the fixed route transit system due to a disability or health-related condition. Service is available for locations within three-quarters of a mile of fixed route transit service.
- Sonoma County Transit (SCT) operates eleven local routes within and between towns in Sonoma County plus eight routes that serve Santa Rosa, with stops within the city limits as well as connections to cities, towns, and unincorporated areas throughout the County. SCT's local stops include major destinations such as the Transit Mall, SMART stations, and Santa Rosa Junior College. Routes along lower activity corridors generally operate hourly or less frequently. Routes 20 (to Sebastopol and west to Villa Grande) and 60 (to Cloverdale and Healdsburg) operate at greater frequencies during peak times. Most routes operate seven days a week. Sonoma County Transit provides paratransit service to people who are unable to use the fixed route transit system due to a disability or health-related condition. Service is available for locations within three-quarters of a mile of fixed route transit service.
- Mendocino County Transit (MTA) provides service along two routes between Santa Rosa and destinations in Mendocino County. Route 65 serves Ukiah, Hopland, Willits, and Fort Bragg, while Route 95 operates along Highway 1 to communities including Gualala and Point Arena.

Santa Rosa CityBus

Local bus service in Santa Rosa is provided by CityBus, which operates 16 routes throughout the city. Ridership on CityBus is within the top ten transit providers in the Bay Area. The system is oriented around five main transfer centers, with nearly all routes stopping at the downtown transit mall, radiating out to the city's neighborhoods and residential areas. This system provides affordable, accessible, and sustainable connections to jobs, education, shopping, and recreation for the region. While the majority of CityBus routes currently operate at 30- to 60-minute headways, two routes serving core areas provide high-frequency service, as follows:

- Route 1 operates along the Mendocino Avenue corridor at 15-minute intervals on weekdays and 30-minute headways on weekends, serving major stops at the downtown transit mall, Mendocino Avenue/ Pacific Avenue, Bicentennial Way/Ventura Avenue, and Coddingtown Mall.
- Route 2/2B operates along the Sebastopol Road corridor at 15-minute intervals on weekdays, 30-minute intervals on Saturdays, and 45-minute intervals on Sundays. The route includes major stops at the downtown transit mall, Sebastopol Road/West Avenue, Stony Point Road/Sebastopol Road, Corporate Center Parkway/Mercury Way, and Finley Road/Wright Road.

The City of Santa Rosa provides paratransit service to people who are unable to use the fixed route transit system due to a disability or health-related condition. Service is available for locations within three-quarters of a mile of fixed route transit service.

Bicycle Facilities

Santa Rosa has over 100 miles of designated bike lanes, including multi-use paths as well as on-street facilities where bicyclists mix with vehicle traffic. The network was designed with the intent of providing coverage citywide to enable residents to use bicycles throughout the city. As the City has placed a growing emphasis on providing multimodal mobility options, the network has expanded, and the 2018 *Bicycle and Pedestrian Master Plan* provides a framework to continue developing new facilities, with an eye toward creating a network that serves the broadest possible range of users. The existing bicycle facilities network is shown on Figure 4.15-3, *Existing Bicycle Facilities*.

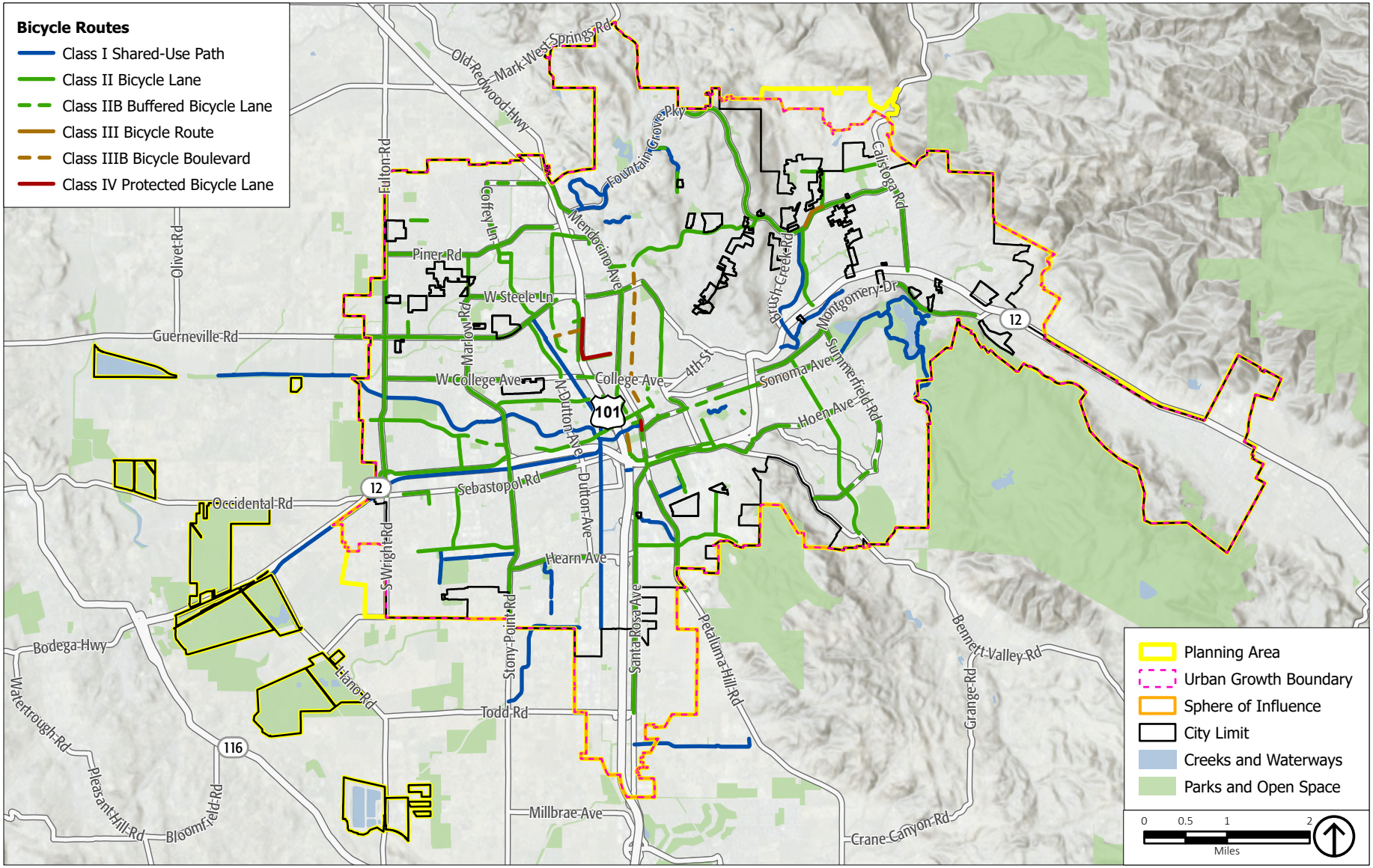
Bicycle Facilities Network

Santa Rosa expanded its bike lane mileage by over 40 percent between 2010 and 2018. This growth has been primarily through the increase in miles of trails and new bike lanes, some of which represented an upgrade of existing bike lanes to make them less stressful for riders. Since limited rights of-way are available for trails, most of the bicycle network is located along the City's street network as Class II facilities with Class IV lanes gaining in popularity.

Santa Rosa's Class I trails include routes that serve as major spines to the regional trail system. The SMART Trail, which is partially complete, is planned to ultimately extend from Larkspur to Cloverdale, a distance of 70 miles, of which over 54 miles is planned to be a Class I facility. The Joe Rodota Trail runs parallel to SR 12, connecting the SMART Trail to Sebastopol. Creek corridors also provide opportunities to develop trails, such as the existing Santa Rosa Creek Trail, which connects neighborhoods in west Santa Rosa to Downtown via the Prince Memorial Greenway.

Bike lanes are generally located along major transportation corridors with moderate to heavy traffic because these streets tend to provide access to desirable destinations such as commercial corridors. Bike routes are typically located along low-volume streets but provide connectivity within the network.

While designated bicycle facilities provide a framework for navigating the city, bicycles are also permitted on the rest of the City's streets, which include the majority of the street network. Based on street and traffic characteristics, the BPMP conducted a citywide "Level of Traffic Stress" analysis and determined that 74 percent of streets are considered comfortable for an average adult rider. Streets rated as low-stress tend to have low traffic volumes and slow speeds. Arterial streets, which are the major travel routes and provide access to most of the major destinations in the city, carry more traffic at higher speeds and can be intimidating for many bicyclists.



Source: ESRI, 2022; City of Santa Rosa, 2024; PlaceWorks, 2024.

Figure 4.15-3
Existing Bicycle Facilities

Pedestrian Facilities

Santa Rosa has a wide range of land uses, including a downtown business district, older residential neighborhoods, lower density suburbs, and rural areas. The infrastructure provided for pedestrians varies based on the proximity to transit, density, redevelopment projects, character of the neighborhood and the historical development of each area. The pedestrian network is critical to the local and regional transit and rail network, providing both the first mile/last mile pedestrian connection as well as the bus stop infrastructure. Pedestrian traffic is typically highest in and around areas that feature a dense concentration and mix of land use types – such as Downtown or neighborhood business districts – where people can live and meet basic needs such as employment, grocery shopping, and entertainment in proximity to one another. High volumes of pedestrians can also be found near large single-use locations such as schools, major employment sites, regional trails, and rail stations or major bus transfer points.

Downtown and in other centrally located neighborhoods the sidewalk network is generally complete on both sides of streets. There are also locations that are not required to provide sidewalks in more rural parts of the city, as well as areas including much of Roseland that have been annexed from unincorporated Sonoma County and currently have limited existing sidewalks. In many cases, discontinuities in the sidewalk network can be eliminated through redevelopment, as incoming projects are required to provide facilities to meet contemporary standards and provide access for pedestrians. These gaps in the sidewalk network can be especially challenging to navigate for people with disabilities. At a citywide scale, there are also several barriers that affect pedestrian circulation and mobility, including US Highway 101, SR 12, the SMART railroad tracks, and creeks.

The city's multiuse paths serve as spines for the local network for all nonmotorized users, particularly the Joe Rodota Trail, SMART Trail, and creek paths such as the Santa Rosa Creek Trail and Prince Memorial Greenway.

4.15.2 STANDARDS OF SIGNIFICANCE

Implementation of the proposed project would result in a significant impact related to transportation if it would:

1. Conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities.
2. Conflict or be inconsistent with CEQA Guidelines Section 15064.3, subdivision (b), relating to VMT. Further information on the application of VMT significance standards in Santa Rosa follows below.
3. Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment).
4. Result in inadequate emergency access.
5. In combination with past, present, and reasonably foreseeable projects, result in a cumulative impact with respect to transportation.

4.15.2.1 SANTA ROSA VMT STANDARDS OF SIGNIFICANCE

VMT standards of significance for this analysis were established based on guidance provided in the *Vehicle Miles Traveled (VMT) Guidelines Final Draft*, prepared by the City of Santa Rosa in June 2020.[7] These guidelines are generally consistent with those provided by the California Office of Planning and Research (OPR) in the publication *Technical Advisory on Evaluating Transportation Impacts in CEQA* and those used by Caltrans.[8] The City of Santa Rosa specifies that VMT performance criteria, including VMT per capita and VMT per employee, shall be compared to baseline levels corresponding to the County of Sonoma average.

In addition to applying standards of significance for residential VMT per capita and employment VMT per employee, the analysis also includes a standard based on total VMT per service population. This third performance metric was chosen to ensure that the VMT effects of all land use changes envisioned in the proposed General Plan 2050 (not just residential and employment) are considered. The applied VMT significance standards are as follows.

A significant VMT impact would occur if the proposed project would result in:

- Residential VMT per capita exceeding 13.9 miles, which corresponds to 15 percent below the existing Countywide average VMT per capita; or
- Employment VMT per employee exceeding 10.5 miles, which corresponds to 15 percent below the existing Countywide average VMT per employee; or
- Total VMT per service population exceeding 25.4 miles, which corresponds to 15 percent below the existing Countywide average VMT per service population.

4.15.2.2 TRAVEL DEMAND MODELING

Land Use Assumptions

The transportation demand modeling performed in the SCTM19 model reflects implementation of the proposed project, including land use growth consistent with the proposed General Plan land use designations as well as modifications to vehicular and multimodal transportation networks.

Circulation Network Assumptions

The proposed project also includes new and improved circulation infrastructure. Many of the circulation modifications reflected in the proposed General Plan 2050 are also identified in the recent *Moving Forward 2050 Sonoma County Comprehensive Transportation Plan*.[9] A summary of the improvements reflected in the modeling and analysis is shown in Table 3-4, *Major Planned Roadway Circulation Improvements*, and Table 3-5, *Major Planned Multimodal Circulation Improvements*, in Chapter 3, *Project Description*, of this Draft EIR.

[7] City of Santa Rosa, June 2020, *Vehicle Miles Traveled (VMT) Guidelines Final Draft.* See Appendix C, *2020 VMT Guidelines, of* this Draft EIR.

[8] California Office of Planning and Research, December 2018, *Technical Advisory on Evaluating Transportation Impacts in CEQA.*

[9] Sonoma County Transit Authority, 2021, *Moving Forward 2050 Sonoma County Comprehensive Transportation Plan.*

4.15.3 IMPACT DISCUSSION

As described in Chapter 4.0, *Environmental Analysis*, of this Draft EIR, some proposed General Plan 2050 policies and actions are required as a means to mitigate environmental impacts under CEQA. These policies and actions are fully enforceable at the discretion of the decision maker through permit conditions, agreements, or other legally binding instruments. These mitigating policies and actions use the imperative "shall," include performance criteria and are marked with an asterisk (*). Note that all actions are required to be implemented by the City and therefore the imperative "shall," if not explicitly stated, is implied.

TRAN-1 Implementation of the proposed project would not conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities.

Potential future development occurring in Santa Rosa over the buildout horizon of the proposed project would increase the number of persons walking, bicycling, and using transit on the citywide transportation network. The proposed General Plan 2050 calls for the City to implement the Santa Rosa 2018 *Bicycle and Pedestrian Master Plan* (currently being updated and renamed the Active Transportation Plan (ATP), *Reimagining CityBus,* and the *Short-Range Transit Plan* (as well as future updates to these plans), all of which identify prioritized lists of projects for the City to implement.

Chapter 3, *Circulation, Open Space, Conservation, and Greenhouse Gas Reduction*, of the proposed General Plan 2050, contains goals, policies, and actions intended to improve and expand upon facilities for non-auto users, providing safe and convenient options to driving and playing an important role in reducing regional VMT. The following goals, policies, and actions would directly and indirectly result in improving non-auto networks in Santa Rosa, consistent with adopted plans:

- Goal 3-1: Provide an integrated land use and transportation system with safe and efficient movement of people and goods for all modes of travel that prioritizes reduction of VMT and transportation-related GHG emissions.
  - Policy 3-1.1: Work with partner agencies to reduce VMT using existing techniques and explore feasibility of new techniques as they arise.
    - Action 3-1.4: Coordinate transportation plans with those of Sonoma County, MTC, and the State of California, to support interregional travel improvements, particularly connections to public and active transportation modes.
  - Policy 3-1.2: Promote a citywide mode shift away from single-occupancy vehicles to support ambitious VMT and GHG reduction goals.

- Action 3-1.5: Develop a process that invests in and prioritizes non-automobile modes of transportation in capital improvement projects to reduce VMT and GHGs, prioritizing, in order:
  1. Active transportation modes, including walking, bicycling, and rolling.
  2. Public transportation, including inter-city and regional systems.
  3. Other shared vehicles such as carpool, vanpool, and rideshare/transportation network companies.
- Action 3-1.7: Prioritize transportation alternatives such as active and public transportation, that reduce demand on existing facilities in lieu of widening roadways and further impacting the natural environment.
- Action 3-1.8: Work with regional partners to develop mobility hubs as locations for multi-modal transportation, specifically accommodating active and public transportation modes.

- Policy 3-1.3: Promote land use, development, and transportation demand management (TDM) strategies that reduce VMT and dependence on single- occupancy vehicle trips.
  - Action 3-1.11: Update the Zoning Code to discourage cul-de-sac design and require any new developments with cul-de-sacs or other limited street connectivity layouts to provide enhanced connectivity for pedestrians and bicyclists to sites adjacent to or behind the new developments.
  - Action 3-1.12: Work with developers to ensure new development improves multimodal transportation infrastructure in front of, and adjacent to the development, with effective connections to existing infrastructure or the means to accommodate future connections.
  - Action 3-1.13: Work with developers in the beginning phases of project conception to install Class I and Class IV bicycle lanes, wherever feasible.
  - Action 3-1.14: Provide information on funding opportunities and other incentives designed to encourage developers of sites in Transit Priority Areas and Priority Development Areas to integrate transit-supportive components, such as unlimited pass programs, transit-serving pedestrian infrastructure, and/or transit subsidies, as appropriate.
  - Action 3-1.15: Continue to implement State guidelines to reduce or eliminate vehicle parking requirements, specifically in the downtown and in Transit Priority Areas.
  - Action 3-1.16: Periodically update City impact fees to require that development projects pay a fair share of costs for multimodal transportation systems improvements.

- Goal 3-2: Provide a safe and accessible active and public transportation network that emphasizes active transportation connections and service to Equity Priority Areas and Areas of Change.
  - Policy 3-2.1: Ensure that the active transportation network remains in good condition by maintaining facilities, tracking the state of infrastructure, and managing the network in a way that serves all users.
    - Action 3-2.2: Use mapping to identify gaps in the active transportation network, and complete those gaps, except where it may be infeasible due to lack of City right-of way.

- Action 3-2.3: Update the City Code to include sidewalk standards for all applicable zoning districts.
- Action 3-2.4: Improve connections in the active transportation network to ensure that all who choose to walk, roll, or ride have adequate access to public transportation amenities, especially in Equity Priority Areas and Areas of Change.
- Action 3-2.5: Provide street lighting that is energy-efficient, attractive, and appropriate to the character and scale of the neighborhood or district, and that contributes to pedestrian, bicycle, and vehicular safety.
- Action 3-2.6: Ensure that major arterials have active transportation infrastructure that accommodates all road users and does not present a barrier to regional travel for any mode.
- Action 3-2.7: Improve active transportation crossings of major transportation barriers, such as the SMART rail lines, Highway 101, and Highway 12.
- Action 3-2.8: Support efforts to acquire local, regional, State, and federal funding for transportation improvements.

- Policy 3-2.2: Continue to expand and improve the active transportation network toward completing a safe, continuous, convenient, and attractive network of designated routes that connect all neighborhoods and that is equitably accessible for all ages and abilities.
  - Action 3-2.9: Implement and update the City's Active Transportation Plan, as appropriate, recognizing that:
    - The Active Transportation Plan will create a blueprint for the City to construct a low-stress active transportation network for all ages and abilities.
    - The Active Transportation Plan will prioritize separating network users in time and space to increase user safety and comfort.
    - Each update of the Active Transportation Plan will result in a General Plan Amendment and will therefore become policy and action incorporated into the General Plan.
  - Action 3-2.10: Use the Urban Streets Design Guide and the Urban Bikeways Design Guide created by the National Association of City Transportation Officials (NACTO) as guides to update City Street Design and construction standards and implement a low-stress network for all ages and abilities, specifically through protected and separated bicycle lanes.
  - Action 3-2.11: Support pedestrians and bicyclists by incorporating their needs and interests into regular planning activities for all City projects, including, at a minimum, any project on the Capital Improvements Project list.
  - Action 3-2.12: Identify and analyze arterial corridors and improve them by preparing and implementing corridor plans to address all transportation modes, specifically active transportation, focusing on separated or protected facilities for all ages and abilities.

- Action 3-2.13: Ensure that there are no physical barriers to bicyclists or pedestrians as they cross high traffic roadways at intersections of Class I or Class IV facilities through improvements such as crosswalks and beacon lights.
- Action 3-2.14: Ensure that improvements to the active transportation network include amenities that enhance the user experience, such as lighting, trashcans, benches, and traffic-calming enhancements.
- Action 3-2.15: Ensure that the needs of seniors, children, people with disabilities, and those using strollers are addressed through sufficient and continuous sidewalks, crosswalks, and reasonable crossing distances.
- Action 3-2.16: Continue to upgrade curb ramps and other pedestrian infrastructure in compliance with the Americans with Disabilities Act.
- Action 3-2.17: Support Safe Routes to Schools programs to ensure all students can safely travel to and from school using any mode of transportation, with emphasis on active modes.
- Action 3-2.18: Prioritize addressing active transportation deficiencies in Equity Priority Areas.
- Action 3-2.19: Continue to look for opportunities to install High-Intensity Activated Crosswalks and Rectangular Rapid Flashing Beacons to increase pedestrian safety.

- Policy 3-2.3: Encourage local and interregional active transportation travel.
  - Action 3-2.21: Prioritize bicycle and pedestrian pathways in areas that connect to, or enhance, regional active transportation facilities such as the Joe Rodota Trail and Santa Rosa Creek Trail.
  - Action 3-2.22: Integrate shared use paths along creek corridors, railroad rights-of-way, and include them in park master planning and design.
  - Action 3-2.23: Work with the County of Sonoma and Caltrans on the development of the planned Class I shared use path along Highway 12 to provide a regional connection to the City of Sonoma.
  - Action 3-2.24: Work with the County of Sonoma, SMART, and other stakeholders to ensure all Class I shared use paths are regularly maintained and kept open for active transportation uses.

- Goal 3-3: Transition away from single-occupancy vehicles.
  - Policy 3-3.1: Continue to offer and improve TDM programs that incentivize a shift away from single-occupancy vehicles.

- Action 3-3.1: Work with local employers and existing residential and commercial development to expand TDM and related efforts to help meet employee transportation needs through modes that reduce VMT from single-occupancy automobile trips less than five miles, such as:
  - Unlimited free access to transit service (CityBus, Sonoma County Transit, and SMART).
  - Funding for increased transit frequency.
  - Paid incentives to active transportation and micromobility users, including a transportation allowance and secure on-site bicycle parking, lockers, showers, and other facilities that support bicycling commuting to and from work.
  - Programs and incentives to expand carpooling, vanpooling, and car sharing.
  - Staggered work shifts, flex time (e.g., 9/80 work schedule), and telecommuting.
  - Paid-parking disincentives for single-occupant vehicles and/or parking cash-out incentives.
- Action 3-3.2: Implement a TDM program for City employees—potentially in partnership with other local governments, public agencies, and transit providers—and promote the program as a model for larger local employers.
- Action 3-3.3: Provide or require additional bicycle parking at key destinations and in plain sight to support a car-free environment in high-density areas.
- Action 3-3.4: Work with developers to ensure bicycle-friendly design, such as visible and secure bicycle parking and shower and changing facilities.
- Action 3-3.5: Plan for e-bicycles, including publicly available charging and secure parking locations.

- Policy 3-3.2: Bolster outreach, marketing, and education about non-automobile modes of transportation, especially. Outreach should pay for Equity Priority Areas and Priority Development Areas.
  - Action 3-3.6: Provide educational materials to increase driver awareness and understanding of bicyclist and pedestrian needs.
  - Action 3-3.7: Continue to promote events, such as Bike to Work Day, and look for new opportunities to engage with the public.
  - Action 3-3.9: Encourage ridership on public transit systems through marketing and promotional efforts and incentives.
- Policy 3-3.3: Encourage transit ridership to reduce GHG emissions and provide convenient and efficient public transportation to workplaces, shopping, and other destinations.
  - Action 3-3.10: Identify first-/last-mile challenges citywide and work with transit and rideshare companies to provide solutions.
  - Action 3-3.11: Explore expanding paratransit to include on-demand services.
  - Action 3-3.12: Continue to require transit-supportive TDM measures for new development, including CityBus/Sonoma County Transit/SMART pass products.

- Policy 3-3.4: Provide convenient, efficient transit routes to major employment, education, recreation, community, and shopping centers throughout the city, SMART stations, and shopping centers.
  - Action 3-3.13: Continue to implement and periodically update Transit Master Plans, such as Reimagining CityBus and the Short-Range Transit Plan, and work with MTC and other agencies on regional transit-supporting initiatives.
  - Action 3-3.14: Require new development to provide transit improvements, including:
    - Direct, paved pedestrian access to transit stops.
    - Bus turnouts and weather-protected shelters.
    - Bus-ready travel lanes.
  - Action 3-3.15: Improve the reliability, efficiency, frequency, and travel time of transit service to meet or exceed performance standards of the most recent Santa Rosa CityBus Short Range Transit Plan and improve transit service along corridors where increased densities are planned.
  - Action 3-3.16: Work with local and regional transportation agencies to coordinate multimodal connections throughout the city, including timed transfers connecting different transit routes and future rail service, bicycle parking and lockers at transit centers, and transit stops at park-and-ride lots.
  - Action 3-3.17: Identify opportunities to improve pedestrian, bicycle, micromobility (such as bicycle or scooter share), and bus transit connections between existing transit stations, to SMART stations, and to future mobility hubs.
  - Action 3-3.18: Coordinate plans for transit system changes and expansions with local land use planning to ensure consistency.
  - Action 3-3.20: Expand the hours of transit service, including during nights and weekends.
- Policy 3-3.5: Work with SCTA and MTC to promote Safe Routes to Transit projects and programs and submit applications for funding of local Safe Routes to Transit projects and programs.
  - Action 3-3.21: Explore ways to ensure that transit hubs in the city, especially the Transit Mall, Downtown SMART Station, and North SMART Station, are active, safe, and efficiently accessed by local transit.
  - Action 3-3.22: Integrate the provision of passenger information, real-time arrival, fare structures, and service planning.
- Policy 3-3.6: Ensure that the transit system serves all members of the community equitably, especially in Equity Priority Areas.
  - Action 3-3.23: Evaluate local transit services to identify and address accessibility barriers.
  - Action 3-3.24: Reduce the cost of transit, especially for low-income individuals, by expanding the unlimited Pass Program that serves students through grade 12, Santa Rosa Junior College students, City employees, paratransit users, and veterans.

- Action 3-3.25: Develop an accumulator transit pass that reduces the cost burden for frequent riders.
- Action 3-3.26: Work with SCTA and local transit operators to explore financial incentives, reduced fares for public transportation, and a subregional or countywide universal basic mobility program.
- Action 3-3.27: Identify strategies to increase residents' access, especially in low-income areas, to transit hubs, jobs, and areas with goods and services, such as by enhancing existing transit hubs, constructing new transit hubs, and/or providing new first-/last-mile services.
- Action 3-3.28: Preserve options for future SMART rail stations by zoning land in proximity to the potential station sites for higher residential densities and/or mixed-use development.
- Action 3-3.29: Support efforts to promote SMART for commuting and tourism and to provide and maintain convenient and accessible routes to transit, including shared use paths.

- Goal 3-4: Mitigate the traffic-related impacts of new land uses.
  - Policy 3-4.1: Ensure that new development does not impede efficient, safe, and free-flowing circulation for all traffic modes.
    - Action 3-4.1: Require traffic studies for development projects that may have a substantial impact on the circulation system and use traffic study findings to define improvements that would also support active and public transportation.

The proposed General Plan 2050 integrates planned non-auto facilities identified in the City's 2018 *Bicycle and Pedestrian Master Plan* (currently being updated and renamed the Active Transportation Plan (ATP)), and transit plans and contains an extensive list of goals, policies, and actions intended to ensure that multimodal networks in Santa Rosa are improved and extended to support non-auto travel. The proposed General Plan 2050 therefore does not conflict with programs, policies, or plans addressing the transit, roadway, bicycle, and pedestrian facilities. Impacts would be *less than significant*.

Significance without Mitigation: Less than significant.

TRAN-2	**Implementation of the proposed project could conflict or be inconsistent with CEQA Guidelines Section 15064.3, subdivision (b).**

Land Use VMT

The VMT modeling results produced by the SCTM19 travel demand model indicate that residential uses in Santa Rosa would on average generate 13.6 VMT per capita under Existing plus Project conditions and 15.0 VMT per capita under Future plus Project conditions. While the Existing plus Project residential metric of 13.6 VMT per capita would be below the 13.9 standard of significance, the Future plus Project metric of 15.0 VMT per capita would exceed it.

Employment VMT modeling results indicate that employment-based uses in Santa Rosa would on average generate 8.6 home-based commute VMT per employee under Existing plus Project conditions and 8.0 VMT per employee under Future plus Project conditions. Both of these employment-based VMT performance metrics fall below the 10.5 home-based VMT per employee standard of significance.

The total VMT per service population performance metric captures both work and non-work-related trips, as well as visitor and non-home-based trips, including those associated with retail/commercial, community-serving, lodging, and recreational uses. The total VMT per service population in Santa Rosa is forecast to average 22.4 under Existing plus Project conditions and 23.5 under Future plus Project conditions. These levels are a decrease from the existing average of 23.9 VMT per service population and fall below the applied significance standard of 25.4 VMT per service population.

Table 4.15-2, *Daily VMT Performance Metrics for the EIR Study Area*, summarizes the VMT assessment discussed above, including comparison of the VMT efficiency metrics to countywide averages and standards of significance.

TABLE 4.15-2 DAILY VMT PERFORMANCE METRICS FOR THE EIR STUDY AREA

	Residential VMT per Capita	Employment VMT per Employee	Total VMT per Service Population
Geographic Averages and Standards of Significance			
City of Santa Rosa Existing Average	13.4	9.2	23.9
County of Sonoma Existing Average	16.4	12.3	29.9
Standard of Significance [a]	13.9	10.5	25.4
Proposed Project			
Existing plus Proposed General Plan 2050	13.6	8.6	22.4
Future with Proposed General Plan 2050	15.0	8.0	23.5
Significant Impact?	**Yes**	No	No

Source: SCTM19 Travel Demand Model, W-Trans, 2023.
Notes: a. Standard of Significance is set at 15 percent below the existing Sonoma countywide average; Bold values exceed standard of significance

With implementation of the proposed project, total VMT per service population would decrease from the City's current levels both under Existing plus Project and Future plus Project conditions and would be more than 20 percent below the current countywide average for Sonoma County. The reduction in citywide total VMT per service population below existing levels is a positive indicator that the land use and circulation changes associated with the proposed project will, overall, reduce the amount of VMT generated by each person living or working in Santa Rosa. A similar trend can be seen in the partial VMT performance metric associated with employment-based uses, with home-based commute VMT per employee in Santa Rosa decreasing from current levels with implementation of the proposed project.

The partial VMT performance metric of residential home-based VMT per capita is projected to increase over current levels with implementation of the proposed project. While residential VMT would remain below the Sonoma countywide average, it would not achieve the applicable standard of significance under Future plus Project conditions, resulting in a significant impact. While VMT is influenced by a highly complex set of interacting factors, one that may be particularly influential is that the proposed General Plan 2050 maintains current residential land use designations on the periphery of the City where trip

lengths and per capita VMT levels are high. Increased development in these outer areas causes the citywide average VMT per capita to increase. The land use changes contained in the proposed General Plan 2050 counter these effects by emphasizing residential growth in the downtown and core activity areas where trip lengths are lower and many trips can be made by non-auto modes; without this fundamental principal incorporated by the proposed General Plan 2050, residential VMT per capita would have been higher.

As required by CEQA and consistent with the City of Santa Rosa's VMT Guidelines (see Appendix C, *2020 VMT Guidelines*, of this Draft EIR), individual residential development projects that are subject to VMT analysis shall be required to achieve a standard of 15 percent below the countywide average residential VMT per capita. For individual residential development projects that do not achieve this standard, applicants shall be required to contribute to a VMT mitigation bank as referenced in proposed General Plan 2050 Action 3-1.2, or contribute to offsite improvements intended to reduce VMT, such as those referenced in proposed Action 3-3.12 and Action 3-3.14.

Residential project VMT reduction techniques would vary depending on the location and context of each development site, though utilization of TDM strategies would play an important role in most cases. Following are examples of TDM and other strategies that may be applied:

- Subsidize resident transit passes;
- Provide or participate in established ride-matching program(s);
- Provide information, educational, and marketing resources for residents and visitors managed by a TDM Coordinator;
- Complete bus stop improvements or implement on-site mobility hubs;
- Construct off-site pedestrian and/or bicycle network improvements, particularly those that fill gaps and/or connect the project and surrounding neighborhood to transit;
- Reduce parking supply at projects;
- Unbundle parking costs (sell or lease parking separately from the housing unit);
- Provide or participate in car-sharing, bike sharing, or scooter sharing program(s).

Chapter 3, *Circulation, Open Space, Conservation, and Greenhouse Gas Reduction*, of the proposed General Plan 2050 contains goals, policies, and actions that require local planning and development decisions to consider VMT impacts. In addition to the proposed General Plan 2050 goals, policies, and actions identified under impact discussion TRAN-1 to promote non-auto modes of transportation, the following goal, policy, and actions directly relate to VMT reduction strategies that would help to reduce potential VMT impacts:

- Goal 3-1: Provide an integrated land use and transportation system with safe and efficient movement of people and goods for all modes of travel that prioritizes reduction of VMT and transportation-related GHG emissions.
    - Policy 3-1.1: Work with partner agencies to reduce VMT using existing techniques and explore feasibility of new techniques as they arise.
        - *Action 3-1.1: Require an analysis of projected VMT and mitigation, as necessary, as part of the project review process for projects with the potential to increase VMT.

- Action 3-1.2: Work with SCTA and other local and regional partners to explore developing a VMT mitigation bank alternative for eligible projects to fund VMT reduction efforts.
- Action 3-1.3: Continue to participate in discussions addressing regional through-traffic with SCTA, the County of Sonoma, MTC, and other municipalities, prioritizing investments that will reduce VMT and GHG emissions.
- Action 3-1.4: Coordinate transportation plans with those of Sonoma County, MTC, and the State of California, to support interregional travel improvements, particularly connections to public and active transportation modes.

Implementation of these proposed General Plan 2050 goals, policies, and actions would reduce the VMT impacts associated with potential future development projects, as well as the overall VMT generated in Santa Rosa. However, because the Future plus Project residential metric of 15.0 VMT per capita would exceed the 13.9 standard of significance, impacts would be potentially *significant*.

Impact TRAN-2a: Implementation of the proposed project could result in a significant vehicle miles traveled (VMT) impact for residential VMT per capita.

Significance with Mitigation: Significant and unavoidable. Implementation of the proposed General Plan 2050 goals, policies, and actions would reduce the VMT generated by all development including residential uses. In support of proposed General Plan 2050 Policy 3-1.1 to reduce VMT, proposed *Action 3-1.1 requires an analysis of project VMT and mitigation as part of the project review process. Proposed Action 3-1.2 requires the City to work with other local and regional partners to explore developing a VMT mitigation bank. Proposed Action 3-1.3 and Action 3-1.5 supports prioritizing investments that will reduce VMT and GHG emissions.

If all individual development projects achieve the required residential VMT per capita through mitigation, use of a bank, or implementation of offsite measures, impacts would be reduced to a less-than-significant level. There are, however, two important aspects that introduce uncertainty as to whether these reductions can consistently be achieved. First, the proposed General Plan 2050 is a programmatic plan. Specific development plans defining the size, configuration, and characteristics of residential projects affect VMT projections, but site-specific information about future development projects is not available at this time. Because VMT performance is sensitive to these factors, it is not currently possible to conclusively determine VMT performance metrics and the effectiveness of VMT reduction strategies for individual sites. Second, there is uncertainty about the ability of all residential development projects to achieve the required VMT reductions—particularly projects in suburban locations in the outer areas of Santa Rosa where it may be infeasible to provide new or more frequent transit service and very few VMT reduction strategies are viable. Programs such as VMT mitigation exchanges or banks may provide a viable mitigation mechanism for developments, but the timing of when such programs may become available is unknown.

Given the programmatic nature of the proposed project, uncertainties as to whether individual development projects will be able to successfully meet VMT standards even with mitigation, and uncertainties as to the availability of other mitigation strategies such as VMT exchanges or banks, the impact is considered *significant and unavoidable*. Note that this impact conclusion does not preclude

the finding of less than significant at the project level for future projects over the 2050 buildout horizon.

Roadway Network VMT

The VMT associated with transportation projects must be considered in CEQA evaluations. Roadway projects that substantially increase vehicular capacity, particularly on arterial roadways, highways, and freeways, have been shown to increase VMT through induced demand and should be analyzed quantitatively pursuant to guidance contained in the OPR *Technical Advisory*. A transportation project that results in an increase in VMT is considered to have a significant impact. The OPR *Technical Advisory* provides a list of transportation project types that would not likely lead to a substantial or measurable increase in vehicle travel, indicating that such improvements would not require induced travel analyses and may be presumed to result in less-than-significant VMT impacts. The types of transportation projects that may result from implementation of the proposed project include (but are not limited to):

- Safety projects that do not add motor vehicle capacity;
- Installation, removal, or reconfiguration of traffic lanes that are not for through traffic;
- Addition of roadway capacity on local or collector streets;
- Conversion of existing general-purpose lanes to managed lanes or transit lanes;
- Installation, removal, or reconfiguration of traffic control devices;
- Timing of signals to optimize vehicle, bicycle, or pedestrian flow;
- Installation of roundabouts;
- Installation or reconfiguration of traffic calming devices;
- Initiation of new transit service;
- Removal or relocation of off-street or on-street parking spaces;
- Rehabilitation and maintenance projects that do not add motor vehicle capacity;
- Addition of new or enhanced bike or pedestrian facilities;
- Installation of publicly available alternative fuel/charging infrastructure.

The phenomenon of induced VMT is influenced by behavioral variables that are not typically addressed by travel demand models including SCTM19. For this reason, the induced VMT was calculated using a tool developed by the National Center for Sustainable Transportation,[10] which is based on substantial research that analyzed the elasticities of VMT in relation to vehicle lane miles.

The proposed General Plan 2050 identifies several arterial streets on which vehicle lanes would be added or removed. While reductions in vehicle lanes (typically associated with "road diet" projects) would have no adverse VMT impacts, roadway projects that add new lanes and capacity on arterial and highway streets may result in long-term induced vehicle travel. Accordingly, an induced demand assessment was completed. The net increase in vehicle lane miles associated with the proposed project was assessed considering the list of arterial segments on which vehicle lanes would be added or removed, as shown in Table 4.15-3, *Changes in Arterial Lane Miles*.

[10] National Center for Sustainable Transportation, California Induced Travel Calculator, University of California, Davis, https://travelcalculator.ncst.ucdavis.edu/, accessed March 28, 2022.

TABLE 4.15-3 CHANGES IN ARTERIAL LANE MILES

Arterial Roadway Segment	Change in Lane Miles
Segments with Increased Lane Miles	
Baker Avenue freeway overcrossing	0.4
Bellevue Avenue freeway overcrossing	0.4
College Avenue (west of Stony Point Rd)	0.2
Dutton Avenue Extension	0.8
Dutton Meadow Extension	0.6
Farmers Lane Extension	7.2
Fulton Road (Piner Rd to Guerneville Rd)	1.2
Hearn Avenue (east of Dutton Ave)	0.6
SR 12 (Melita Rd to Pythian Rd)	6.3
Mendocino Avenue overcrossing	0.4
Northpoint Parkway Extension	0.8
Piner Road (Marlow Rd to Fulton Rd)	1.5
Sebastopol Road (Lombard Ln to Fulton Rd)	1.1
Stony Point Road (Hearn Ave to Bellevue Ave)	1.4
Yolanda Avenue (Petaluma Hill Rd to Santa Rosa Ave)	0.5
Total Increased Arterial Lane Miles	*23.4*
Segments with Decreased Lane Miles	
B Street/Healdsburg Avenue (Tenth St to Seventh St)	-0.1
Cleveland Avenue (Piner Rd to Guerneville Rd)	-1.6
College Avenue (Fulton Rd to Halyard Dr)	-0.6
Dutton Avenue (College Ave to W Third St)	-1.4
Fourth Street (Brookwood Ave to Bryden Ln)	-1.2
Mendocino Avenue (College Ave to Fourth St)	-0.3
Santa Rosa Avenue (Third St to Maple Ave)	-0.9
Total Decreased Arterial Lane Miles	*-6.1*
Total Change in Arterial Lane Miles	**17.3**

Source: W-Trans, 2023.

The proposed project would increase arterial lane miles in Santa Rosa by 17.3 miles. Applying the criteria used in the National Center for Sustainable Transportation calculator, the associated induced VMT is estimated to be 57.9 million additional VMT per year, or approximately 158,630 daily VMT.

Caltrans' publication *Transportation Analysis under CEQA* addresses the topic of induced VMT associated with roadway capacity-increasing projects.[11] Caltrans acknowledges that the measures resulting in the largest VMT decreases are generally off-system (in other words, not directly tied to the roadway facility itself), including authority of land uses and TDM strategies. The proposed General Plan 2050 has

[11] California Department of Transportation, 2020, *Transportation Analysis Under CEQA,* first edition.

incorporated land use strategies by focusing development intensification in the downtown core area and in focused activity areas that have non-auto travel options and a diversity of land uses, as well as TDM strategies aimed at reducing VMT. Caltrans also acknowledges the need for cost-effective, feasible, and proportional VMT mitigation measures such as those possible with a VMT credit or banking and exchange system operated by Caltrans, an MPO, RTP agency, or another entity. The proposed project also emphasizes this approach, with proposed General Plan 2050 Action 3-1.2 calling for the City to work with SCTA and other partners to develop a VMT mitigation bank to fund VMT reduction efforts. The proposed General Plan 2050 includes additional goals, policies, and actions that have been structured to reduce VMT, as previously discussed above.

The largest capacity-increasing projects included in the proposed project would also incorporate facilities for non-auto travel or complement planned non-auto project improvements. These include the Farmers Lane extension, which includes new sidewalks, bike lanes, and accommodations for future transit service, as well as widening along SR 12, which is adjacent to the planned Sonoma Valley Trail running between Santa Rosa and the Springs communities in unincorporated Sonoma County. Also important to note is the approximately 6.1-mile *reduction* in lane miles associated with future roadway projects included in the proposed project; in all cases these lane reductions would entail reallocating roadway width in order to provide more robust non-auto facilities, including bike lanes, thereby facilitating reductions in VMT.

However, because the proposed project would induce approximately 158,630 daily VMT associated with the proposed increase in arterial lane miles, impacts would be potentially *significant.*

Impact TRAN-2b: Implementation of the proposed project could result in a significant roadway network vehicle miles traveled (VMT) impact associated with increasing the capacity of the arterial street network.

> Significance with Mitigation: Significant and unavoidable. Implementation of the proposed General Plan 2050 goals, policies, and actions listed under impact discussions TRAN-1 and TRAN-2 would improve the active transportation network, work with partner agencies to reduce VMT, encourage development in TPAs and PDA, amongst other to reduce VMT generated by all development. Specifically, proposed *Action 3-1.1 requires an analysis of project VMT and mitigation as part of the project review process. Even with implementation of the proposed General Plan 2050 goals, policies, and actions related to VMT reduction, the effectiveness of VMT-reduction strategies and availability of alternative mitigation strategies such as VMT exchanges or banks is not certain. As such, the impact on roadway network VMT is considered *significant and unavoidable*.

TRAN-3 Implementation of the proposed project would not substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment).

Any potential new transportation facilities built over the buildout horizon of the proposed project, whether constructed as part of private developments or by agencies, including the City of Santa Rosa, to improve circulation, would be designed and constructed to local, regional, and federal standards. These include, but are not limited to, the *California Manual on Uniform Traffic Control Devices*, the Caltrans *Highway Design Manual*, and the City of Santa Rosa's *Street Design and Construction Standards*, all of which have been developed to minimize the potential for safety conflicts and hazards. As such, construction of new transportation facilities in Santa Rosa would not be expected to introduce any hazardous design features.

While the designs of individual development projects that would be potentially built following adoption of the proposed project are not known at this time, for many projects vehicular access is anticipated to take place via the existing public street network. Where new roads or access points are required, specific access schemes would be determined during project design and would undergo review for compliance with safety and design standards by the City of Santa Rosa. During such reviews, routine assessments include consideration of the potential need for traffic control or turn lane improvements to maintain safety, the potential for queueing conditions that could lead to safety concerns, and safety related to site accessibility for non-auto modes.

Some potential development areas are located on or adjacent to SR 12, which is a Caltrans facility. The memorandum *Traffic Safety Bulleting 20-02-R1: Interim Local Development Intergovernmental Review Safety Review Practitioner's Guidance* provides guidance on how jurisdictions and practitioners may assess transportation safety topics associated with local development projects.[12] The memorandum states that the interim guidance is "intended to apply to proposed land use projects and plans affecting the State Highway System. Specific effects may include but are not limited to adding new automobile, bicycle, or pedestrian trips to state roadways; modifying access to state roadways; or affecting the safety of connections to or travel on state roadways." The memorandum further explains that the guidance "does not establish thresholds of significance for determining safety impacts," and reiterates that "Automobile congestion or delay itself does not constitute a significant environmental impact (Public Resources Code, Section 21099(b)(2)), and traffic safety should not be used as a proxy for road capacity." As noted above, development proposals would be reviewed by the City of Santa Rosa, which, as part of standard procedures, would also refer projects located on the State Highway System to Caltrans for review. Site-specific safety assessments and required improvement measures would be established during such reviews, ensuring that project design features do not create safety hazards.

[12] California Department of Transportation, 2020, *Traffic Safety Bulleting 20-02-R1: Interim Local Development Intergovernmental Review Safety Review Practitioner's Guidance.*

In summary, development projects in the City of Santa Rosa would be reviewed during standard entitlement processes for conformance with applicable design standards and regulations, ensuring that developments will not substantially increase transportation hazards. Similarly, new transportation facilities constructed by new development or by jurisdictions including the City of Santa Rosa would be designed to be compliant with applicable design standards. Accordingly, implementation of the proposed project would not substantially increase hazards due to a design feature or incompatible uses that may have a significant impact on the environment, and impacts would be *less than significant*.

Significance without Mitigation: Less than significant.

TRAN-4 Implementation of the proposed project would not result in inadequate emergency access.

As a programmatic plan, the proposed General Plan 2050 does not contain detailed information pertaining to how individual properties within the EIR Study Area would be developed over time (such as site and access configurations). Potential future development over the buildout horizon of the proposed project would be subject to the requirements contained in the City's *Design and Construction Standards*, which include requirements for emergency access, and would be reviewed by public safety officials as part of the City's entitlement process. In addition, SRCC Chapter 18-44 requires that roads be maintained to provide adequate space for emergency vehicle access. Future development in areas designated Wildland-Urban Interface Fire Area is subject to additional requirements and review. See impact discussion HAZ-6 in Chapter 4.9, *Hazards and Hazardous Materials*, and impact discussion WF-1 in Chapter 4.18, *Wildfire*, of this Draft EIR for further discussions related to emergency evacuation.

Chapter 3, *Circulation, Open Space, Conservation, and Greenhouse Gas Reduction*, of proposed General Plan 2050 contains goals, policies, and actions intended to balance the mobility needs of all users. The following goal, policy, and actions would serve to minimize impacts related to emergency access:

- Goal 3-2: Provide a safe and accessible active and public transportation network that emphasizes active transportation connections and service to Equity Priority Areas and Areas of Change.
  - Policy 3-2.5: Address traffic volumes and speeds in neighborhoods to reduce cut-through traffic and promote use of existing low-stress streets for active transportation travel.
    - Action 3-2.29: Reduce neighborhood traffic in all areas of the city by ensuring arterial and collector streets can accommodate all modes of transportation.
    - Action 3-2.30: Improve the safety and efficiency of arterial and collector streets by revising the Street Design and Construction Standards to:
      - Reduce the number of driveways and intersections to limit conflict points.
      - Avoid unnecessary residential access.
      - Install and facilitate timing of traffic signals.
      - Ensure continuous sidewalks and bicycle lanes where feasible.
      - Implement design best management practices from guidelines such as NACTO's Urban Streets Design Guide and the Urban Bikeway Design Guide, to ensure facilities are as low stress as possible.

- Action 3-2.31: Implement traffic-calming measures, where appropriate, to improve neighborhood livability and preserve low-stress active transportation routes, such as:
  - Narrowing street widths.
  - Adding curb extensions to reduce crossing distances for pedestrians.
  - Adding or removing on-street parking, depending on feasibility and right-of-way.
  - Adding chicanes, chokers, or diverters to slow traffic.
  - Creating rough-paved crosswalks to increase visibility and encourage slow vehicle movement.
  - Adding rumble strips or speed tables with bicycle cutouts to slow vehicles but allow for seamless bicycle passage.
  - Adding planted islands.
- Action 3-2.32: Include active transportation network improvements and traffic calming in regular paving and maintenance projects unless infeasible due to engineering or conflict with emergency access.
- Action 3-2.33: Construct or require roundabouts in lieu of stop/signal-controlled intersections, where appropriate, to improve safety, reduce delay and idling time, and lower vehicle emissions.

Additionally, the proposed General Plan 2050 circulation network includes strategic roadway widenings on key arterials and highways, including SR 12, Fulton Road, and Stony Point Road, that will facilitate access by emergency responders, providing additional space for drivers to slow or pull over to allow emergency vehicles to pass. The extension of Farmers Lane identified in the proposed General Plan 2050 will also improve emergency access by allowing responders to travel between the southern and eastern areas of Santa Rosa more quickly and efficiently. The proposed circulation network also includes modifications to existing roadways related to adding bicycle and pedestrian facilities and improving roadway safety. Roadway modifications will be designed consistent with applicable regulations to accommodate emergency vehicles, including turns at intersections. All modifications to roadways are subject to review by various City divisions, including the Santa Rosa Fire Department, who will ensure that improvements will effectively accommodate circulation and access by emergency responders. The proposed General Plan 2050 is a program-level plan that does not directly address project-level components that will be required to provide adequate emergency access. Considering the proposed project's accommodation of emergency vehicles in existing and future streets, and the established procedures for reviewing project-level emergency access needs and compliance with State and local law as part of the entitlement process, impacts would be *less than significant*.

Significance without Mitigation: Less than significant.

TRAN-5	**Implementation of the proposed project could, in combination with past, present, and reasonably foreseeable projects, result in a cumulative impact with respect to transportation.**

The context of the impact evaluation described under impact discussions TRAN-1 through TRAN-4 are described in the cumulative context of the region and no further discussion of cumulative impacts is required. As described, impacts related to bus transit, bicycle and pedestrian facilities, and roadways in the EIR Study Area would be less than significant, as would those associated with emergency access and roadway hazards. As described under impact discussion TRAN-2, potential development over the buildout horizon would have a residential VMT per capita that is above the significance standard, and roadway capacity projects identified in the proposed project would result in induced VMT. Therefore, the cumulative impact on VMT would be *significant and unavoidable*.

Impact TRAN-5: The proposed project, in combination with past, present, and reasonably foreseeable projects, could result in significant cumulative impact with respect to vehicle miles traveled (VMT).

Significance with Mitigation: Significant and unavoidable. Even with the proposed General Plan 2050 goals, policies, and actions described under impact discussion TRAN-2, including proposed *Action 3-1.1, the effectiveness of VMT-reduction strategies is not certain. As such, the cumulative impact on VMT is considered *significant and unavoidable.*

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