

**Appendix G:
Transportation Assessment**

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Pleasanton Housing Element —Transportation Assessment

Prepared for:
City of Pleasanton

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WC21-3840

FEHR  PEERS

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1. Transportation Assessment

This section describes the environmental setting with regard to transportation and circulation conditions, including transit services and pedestrian and bicycle facilities in the City of Pleasanton; discusses the regulations and policies pertinent to transportation and circulation; assesses the potentially significant transportation impacts that could result from implementation of the proposed 2023-2031 (6th Cycle) Housing Element Update, rezoning, General Plan and Specific Plan Amendments (collectively referred to herein as the Housing Element Update); and provides, where appropriate, mitigation measures to address those impacts.

1.1 Environmental Setting

The existing transportation-related context in which the Housing Element Update would be implemented is described below, beginning with a description of the street network that serves Pleasanton. This section also describes existing transit, bicycle networks, and pedestrian facilities; current conditions for roadways; planned transportation changes; and applicable planning policies.

1.1.1 Roadway Network

The roadway network serving the City is shown in **Figure 1**. Key roadways are described below.

1.1.1.1 Freeways and State Routes

1.1.1.1.1 Freeways

Freeways are characterized by their limited access and grade separations and primarily serve long-distance trips.

Two interstate freeways and one state route serve Pleasanton.

- **Interstate 580 (I-580)** runs east-west from Interstate 5 in San Joaquin County and ends with a merge into United States Highway 101 in Marin County. It is a ten-lane freeway while passing through Pleasanton.
- **Interstate 680 (I-680)** runs north-south from I-80 near Fairfield to I-280 in San José. It is a six-lane freeway while passing through Pleasanton south of I-580 with additional High-Occupancy Vehicle (HOV) lanes north of I-580.

The interchange of I-580 and I-680 has an ultimate design of four separate flyovers, as specified by Caltrans.

1.1.1.1.2 State Routes

- **State Route 84 (SR 84)** is a four- to six-lane highway which runs from I-580 in Livermore to I-680 in Sunol and continues to Highway 1 near San Gregorio. State Route 84 has recently been

realigned, moving the northern section out of the center of the City of Livermore to Livermore's western city limit. Construction is underway to widen the southern section to four lanes and modify the interchange with I-680.

1.1.1.2 Arterials, Collectors, and Local Roadways

Arterials are major streets carrying the traffic of local and collector streets to and from freeways and other major streets, with controlled intersections and generally providing direct access to properties. Limited direct access to industrial, commercial, and high-density residential uses is permitted, as approved through the City's development review process.

Key arterials and major collectors in the City of Pleasanton, as described in City of Pleasanton's 2005 General Plan Update are described below:

1.1.1.2.1 Arterials

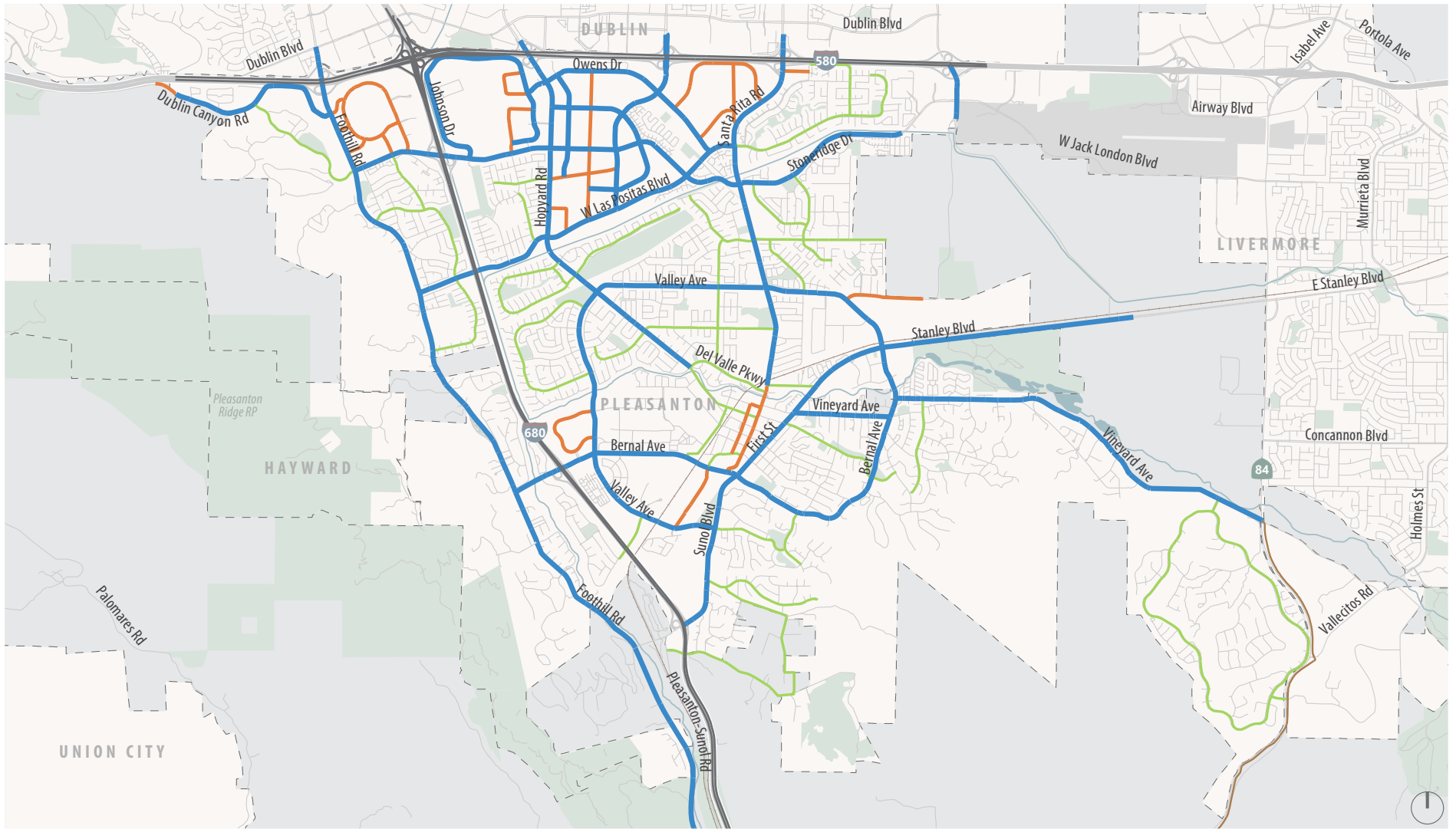
- **Foothill Road** is a north-south road. It has two lanes from its southern end until it intersects with Moller Ranch Drive. From there until Deodar Way, it has four lanes. From Deodar Way to I-580 it is six lanes. It provides access to Foothill High School. It connects SR 84 with I-580.
- **Hopyard Road** is a north-south road. It starts from the intersection of Division Street and Del Valle Parkway. Initially it has two lanes until it intersects with Secretariat Drive and widens to four lanes. From the intersection with Parkside Drive until I-580 it has six lanes.
- **Santa Rita Road** is a north-south road. It is an extension of Main Street. Initially on its southern end, it has four lanes until its intersection with Valley Avenue. From Valley Avenue until it meets I-580 it has six lanes.
- **Hacienda Drive** is a north-south road. It starts at West Las Positas Boulevard and continues to I-580. It is a six-lane road and intersects with Stoneridge Drive.
- **Stoneridge Drive** is an east-west road. It is an extension of West Jack London Boulevard and becomes Stoneridge Drive west of the intersection with El Charro Road. It intersects with Santa Rita Road, Hacienda Drive and Hopyard Road. Initially it is a four-lane road but widens to six lanes after its intersection with West Las Positas Boulevard. Stoneridge Drive intersects I-680.
- **Bernal Avenue** is an east-west road. It is an extension of Valley Avenue toward the south from the intersection with Stanley Boulevard. It has four lanes until it intersects East Angela where it becomes 2 lanes until it intersects with First Street/ Sunol Boulevard. From this location to Valley Avenue, it is a 4-lane roadway and becomes a six-lane road.
- **Sunol Boulevard** is a north-south road and an extension of First Street after the Bernal intersection. It is a four-lane road, until it intersects Sycamore Road where it becomes a six-lane road.
- **West Las Positas Boulevard** is an east-west road. It connects Foothill Road to Santa Rita Road. Starting with two lanes at Foothill Road, the road expands to four lanes after crossing over Interstate 680 and again to six lanes after crossing Hopyard Road. West Las Positas Boulevard is scheduled for a corridor improvement to be constructed in 2024—as described in the West Las Positas Bikeway Project (2019)—with the goal of improving bicycle and pedestrian facilities.

- **Valley Avenue** is an east-west road. It circles Downtown Pleasanton and merges into Bernal Avenue after the intersection with Stanley Boulevard. It begins as a two-lane road at Sunol Boulevard and then widens to four after the intersection with Bernal Avenue. Valley Avenue intersects Hopyard Road, Santa Rita Road, and Stanley Boulevard.
- **El Charro Road** is a north-south road that begins as a private roadway at Busch Road becoming public just south of the intersection with Stoneridge Drive and West Jack London Boulevard. It ends at I-580. It is a two-lane road for most of its length but widens into a six-lane road approaching the freeway after the intersection with Stoneridge Drive and West Jack London Boulevard. As stated in the General Plan, the City plans to have El Charro Road extended southward to connect to Stanley Boulevard.
- **First Street** is a north-south road that begins at Sunol Boulevard to the south and merges into Stanley Boulevard to the north. It provides access to downtown Pleasanton. It is a two-lane road.
- **Stanley Boulevard** is an east-west road that begins at Main Street in Pleasanton and ends at First Street in Livermore. It serves as a major roadway accessing central Pleasanton. It is primarily a four-lane road with the exception of a short two-lane section between Main Street and First Street intersections in Pleasanton.
- **Vineyard Avenue** is an east-west road. It begins off First Street to the west and ends at an intersection with SR 84. It is a two-lane road.

1.1.1.2.2 Collectors

Collectors provide access to adjacent land uses and feed local traffic to arterials. Residential collectors provide access to residential areas and feed traffic from local streets to arterials. By design, local streets serve only adjacent land uses in both commercial and residential areas and provide direct access to these land uses. The main collector streets that serve the plan area are:

- **Willow Road** is a collector, and it is a south-east road. It extends from West Las Positas Boulevard on its southern end until Owens Drive on its northern end. It is a four-lane road with bike lanes.
- **Inglewood Drive** is a collector, and it is an east-west road. It is a residential collector from its western end at Mason Street to the intersection with Hopyard Road where it becomes a collector until it reaches its eastern end at Hacienda Drive. It also intersects with Willow Road. It is a two-lane road.
- **Rosewood Drive** is a collector that is an east-west road. It extends from Owens Drive to Santa Rita Road. It is a four-lane road.



- Arterial Street
- Collector Street
- Residential Collector
- Residential Street
- Interstate
- State Route
- City Boundary



Figure 1
 Source: City of Pleasanton General Plan
Roadway Network

- **Old Santa Rita Road** is a collector. It is a north-south road with two lanes and extends from Santa Rita Road to Rosewood Drive.
- **Case Avenue** is a collector, and it is mostly a north-south oriented roadway. It is a two-lane road. It extends from Valley Avenue on its southern end until Bernal Avenue on its northern end. This road passes by Hearst Elementary School and Pleasanton Middle School.
- **Main Street** is a collector, and it is a north-south road. It is a two-lane road that extends from Bernal Avenue on its southern end to Stanley Boulevard on its northern end.
- **Stoneridge Mall Road** is a collector and is a north-south road. It is a four-lane road that provides service to the Stoneridge Shopping Center.

1.1.2 Bicycle and Pedestrian Facilities

1.1.2.1 Bicycle Facilities

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

- Class I Bikeways (Shared-Use Paths) provide a separate right-of-way and are designated for the exclusive use of bicycles and pedestrians, with vehicle and pedestrian crossflow minimized. In general, bike paths serve corridors where on-street facilities are not feasible or where sufficient right-of-way exists to allow them to be constructed.
- Class II Bikeways (Bicycle Lanes) are dedicated lanes for bicyclists generally adjacent to the outer vehicle travel lanes. These lanes have special lane markings, pavement legends, and signage. Bicycle lanes are typically at least five feet wide. Adjacent vehicle parking and vehicle/pedestrian crossflow are permitted. Class II buffered bike lanes provide greater separation from an adjacent traffic lane and/or between the bike lane and on-street parking. This separation is created with chevron or diagonal striping.
- Class III Bikeways (Bicycle Routes) are designated by signs or pavement markings for shared use with pedestrians or motor vehicles but have no separated bike right-of-way or lane striping. Bike routes serve either to a) provide a connection to other bicycle facilities where dedicated facilities are infeasible, or b) designate preferred routes through high-demand corridors.
- Class IV Bikeways (Cycle Tracks Or "Separated" Bikeways) provide a right-of-way designated exclusively for bicycle travel within a roadway and are protected from other vehicle traffic by physical barriers, including, but not limited to, grade separation, flexible posts, inflexible vertical barriers such as raised curbs, or parked cars.

Existing and planned bicycle facilities are shown on **Figure 2**, based on the *City of Pleasanton Bicycle and Pedestrian Master Plan* (2018). According to the Master Plan, there are approximately 13 miles of paved Class I paths, 40 miles of Class II lanes and 7 miles of Class III routes in the City of Pleasanton. Major existing bicycle facilities include:

- **Iron Horse Trail:** This is a 32-mile-long regional trail that connects the cities of Concord, Pleasant Hill, Walnut Creek, Alamo, Danville, San Ramon, Dublin, and Pleasanton.
- **Centennial Trail:** Centennial Trail is an 8-mile trail that runs north–south on the west side of Pleasanton parallel to I-680 between the southside of I-580 and Arroyo del Valle, where it changes its orientation to east–west and runs parallel to Arroyo del Valle until it ends at Calle Santa Ana roadway near Hopyard Road.
- **Arroyo Mocho Trail:** The Arroyo Mocho Trail begins at the Centennial Trail and that runs along the south side of the Arroyo Mocho which runs parallel to West Las Positas Boulevard.
- **Marilyn Murphy Kane Trail:** This is a 1.4-mile-long trail that follows the Arroyo de la Laguna from the trail staging area, southward to Bernal Canal, then northeast along the Bernal Canal to Valley Avenue.

The Master Plan identifies the following recommended bicycle facility improvements within or adjacent to the Housing Element sites.

1.1.2.1.1 City of Pleasanton Bicycle Facilities Projects from *Pleasanton Bicycle and Pedestrian Master Plan*:

- **Bernal Avenue:** Buffered bicycle lanes are proposed on Bernal Avenue in the near-term between Foothill Road and Stanley Boulevard. As a phased strategy, the buffered bicycle lanes can later become a physically separated bikeway to maximize protection for cyclists. This project also includes crosswalk enhancements where Bernal Avenue intersects the Kottinger Community Park paths. This project focuses on providing safe pedestrian and bike routes.
- **Centennial Trail to Iron Horse Trail:** The Centennial Trail to Iron Horse Trail project provides an east-west connection in the northern part of the city on Johnson Drive and Owens Drive. The project provides a low-stress bicycle connection between the Centennial Trail, East Dublin/Pleasanton BART Station, area employers, and the Iron Horse Trail. The project also focuses on improving pedestrian safety and connectivity through improved crossing opportunities near BART.
- **East Side:** The East Side project connects Amador Valley High School, Alisal Elementary School, Orloff Park, Iron Horse Trail, and Mohr Elementary School with a bicycle boulevard along residential streets in the neighborhoods east of Santa Rita Road. It also provides access from the east side neighborhoods to Downtown. The bicycle boulevard begins on School Street, continues on Kolln Street, and connects with the Mohr Avenue bicycle boulevard in order to provide a bike path alternative to Santa Rita Road.
- **Stanley Boulevard:** The Stanley Boulevard project consists of a separated bikeway between Valley Avenue and First Street with additional bicycle and pedestrian improvements at the intersection with Valley Avenue.
- **Stoneridge Drive:** The Stoneridge Drive project would convert existing bicycle lanes to buffered bicycle lanes along the whole corridor in the near-term, with installation of separated bikeways in the long-term from Foothill Road to Santa Rita Road.

- **Stoneridge Mall Road:** The Stoneridge Mall Road project identifies a mixed use path along the eastern side of the roadway connecting Stoneridge Drive to the West Dublin-Pleasanton BART station. Future plans also include completing a bicycle lane around the outer edge of this circular roadway.
- **Sunol Boulevard:** The Sunol Boulevard project provides a continuous buffered bicycle lane in the near-term and includes bicycle and pedestrian improvements at signalized intersections from Castlewood Drive to Bernal Avenue. In the long-term, separated bikeways are recommended for Sunol Boulevard.
- **West Las Positas Boulevard:** The West Las Positas Boulevard improvement project creates a separated bikeway in the near-term as well as a series of pedestrian safety improvements near Hart Middle School and Fairlands Elementary School. It would extend from Foothill Road to the Pimlico Drive intersection.

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Existing Bicycle Network

- Bicycle Path (Class I)
- Bicycle Lane (Class II)
- Bicycle Route (Class III)
- Separated Bikeway (Class IV)

Near-Term Low-Stress Bicycle Projects

- - - Shared Use Path (Class I)
- - - Bicycle Lane (Class II)
- - - Buffered Bicycle Lane (Class II)

Bicycle Route (Class III)

- - - Bicycle Boulevard (Class III)
- - - Separated Bikeway (Class IV)
- - - Feasibility Study

Schools

Parks

City Boundary



Figure 2

Existing and Planned Bicycle Facilities

1.1.3 Pedestrian Facilities

Pedestrian facilities are available throughout most urbanized areas of Pleasanton, including sidewalks, wheelchair ramps, and crosswalks. There are still some outlying areas that remain underdeveloped, and do not have sidewalks. The *City of Pleasanton Bicycle and Pedestrian Master Plan* (2018), identifies several streets within or adjacent to the project area for pedestrian improvements. Improvements are categorized as proposed walkways, trails and intersection improvements designed to improve recreational, utilitarian, and school access. The *City of Pleasanton Bicycle and Pedestrian Master Plan* (2018) identifies the following recommended pedestrian facility improvements within or adjacent to the Housing Element sites.

1.1.3.1.1 City of Pleasanton Pedestrian Facilities Projects from *Pleasanton Bicycle and Pedestrian Master Plan*:

- **Downtown:** The Downtown project would enhance walking and biking routes to and within Downtown through bicycle boulevards, sidewalk gap closures, and pedestrian crossing enhancements. This project also includes a study to repurpose the old Southern Pacific Railroad right-of-way into a shared-use path through and to the south of Downtown. Details for the improvements involve restriping sidewalks, installing curb extensions, enhancing slip lanes, checking curb radii, and adding a signalized crosswalk.
- **Foothill Road:** The Foothill Road project consists of safe routes to school projects and a complete streets study of the entire length of Foothill Road. The near-term improvements include walking and biking access for students at Lydiksen Elementary School and Foothill High School. The project would add or repair sidewalks and enhance pedestrian and bicycle crossing by installing Pedestrian Hybrid Beacons (PHB).
- **Valley Avenue:** This project would improve bicycle and pedestrian access to Pleasanton Middle School located on Case Avenue, Harvest Park Middle School, Alisal Elementary School, and Amador Valley High School with crosswalk improvements and traffic calming. Improvement details include adding a shared-use path, restriping crosswalks and enhancing crosswalks with Rectangular Rapid-Flashing Beacons (RRFB).
- **Stoneridge Mall Road:** This project would improve pedestrian access to the Stoneridge Shopping Center, as the Stoneridge Shopping Center has a large parking lot surrounding the main shopping attractions but few pedestrian amenities. Safety would be improved by installing/repairing sidewalks, improving walkways, restriping crosswalks, and adding shared-use paths. Additionally, access to the West Dublin-Pleasanton BART station would be improved.
- **Owens Drive:** This project looks to improve the Owens Drive/Hopyard Road/Willow Road intersection area. Improvements would include adding shared-use paths, walkway improvements, enhanced crosswalks with PHB, restriping the crosswalks and reducing the size and pedestrian crossing distances of the signalized intersections, which would provide better pedestrian access to the Dublin-Pleasanton BART station (east).

1.1.4 Public Transportation

Pleasanton is served by numerous public transportation services that help residents and employees get to their work or home destination, whether it is in Pleasanton or another local destination.

1.1.4.1.1 Pleasanton Paratransit

Pleasanton Paratransit Service provides local Door-to-Door and fixed route bus service for seniors. Eligible riders may use the service Monday, Wednesday, and Friday, between the hours of 8 AM and 5 PM.

1.1.4.1.2 Wheels – Livermore Amador Valley Transit Authority

Wheels offers a variety of local transit services to meet the transportation needs of those who live, work, and visit the Tri-Valley. There are currently seven routes that serve Pleasanton.

Route 3: Route 3 provides all day service in Pleasanton between the East Dublin/Pleasanton BART and the Stoneridge Mall. Route 3 provides service in Hacienda, as well as to the residential and medical buildings in the Stoneridge Mall area. During weekdays its operation starts at 6:23 AM and ends 10:58 PM. During AM and PM peak hours that headway is 30 minutes, while during off-peak hours the headway is 1 hour. On weekends it operates from 8:15 AM until 11:00 PM with a headway of 40 to 60 minutes.

Route 8: Route 8 operates as a bi-directional route between the East Dublin/Pleasanton BART Station and South Pleasanton along Hopyard and Valley, providing a connection to Downtown Pleasanton. Route 8 provides service to the Pleasanton Senior Center, Downtown Pleasanton, Kottinger Park, and Vineyard. Route 8 operates every 30 minutes during peak periods, and every 60 minutes midday and on weekends. On weekdays the operation starts at 6:08 AM and ends 8:57 PM. During weekends it starts at 8:00 AM and ends 9:00 PM.

Route 14: Route 14 operates seven days a week, providing connections between Livermore, Pleasanton and East Dublin/Pleasanton BART via Jack London and Stoneridge. Route 14 provides service to the Livermore Transit Center, the Livermore Civic Center complex, central Livermore/Olivina, Jack London, San Francisco Premium Outlets, Stoneridge Creek senior living community, Hacienda, and the East Dublin/Pleasanton BART station. The headway ranges between 30 to 60 minutes. During weekdays the operation starts at 6:30 AM and ends at 9:45 PM. On Saturdays it operates from 6:30 AM to 9:30 PM. On Sundays it starts at 8:15 AM and runs until 10:00 PM.

Route 53: Route 53 operates only weekdays during the morning and afternoon and connects the ACE station with the Stoneridge Mall. The operation starts at 5:30 AM and ends 9:00 AM in the morning, and in the afternoon, it starts at 4:00 PM and ends 7:15 PM.

Route 54: Route 54 operates only weekdays during the morning and afternoon and connects the ACE Station with the East Dublin/Pleasanton BART station. Operation starts at 6:45 AM and ends 8:15 AM in the morning. In the afternoon it starts at 3:45 PM and ends at 6:15 PM.

Route 10R: Route 10R connects East Dublin/Pleasanton BART with Livermore Transit Center. Weekdays operation starts at 4:30 AM and ends 11:15 PM and maintains a headway of 30 minutes most of the day. During Saturdays the operation starts at 5:00 AM and ends at 11:15 PM. The headway ranges between 30 to 60 minutes. On Sundays, operation starts at 5:45 AM and ends at 11:15 PM, with a headway that ranges from 30 to 60 minutes.

1.1.4.1.3 BART

Pleasanton has two BART stations along Interstate 580, the West Dublin/Pleasanton BART station, located next to the Stoneridge Shopping Center and the East Dublin/Pleasanton BART station, an end-station located on Owens Drive. BART operates from 5 AM until 1 AM on weekdays. On Saturdays it runs from 6 AM until 1 AM, and on Sundays from 7 AM until 1 AM

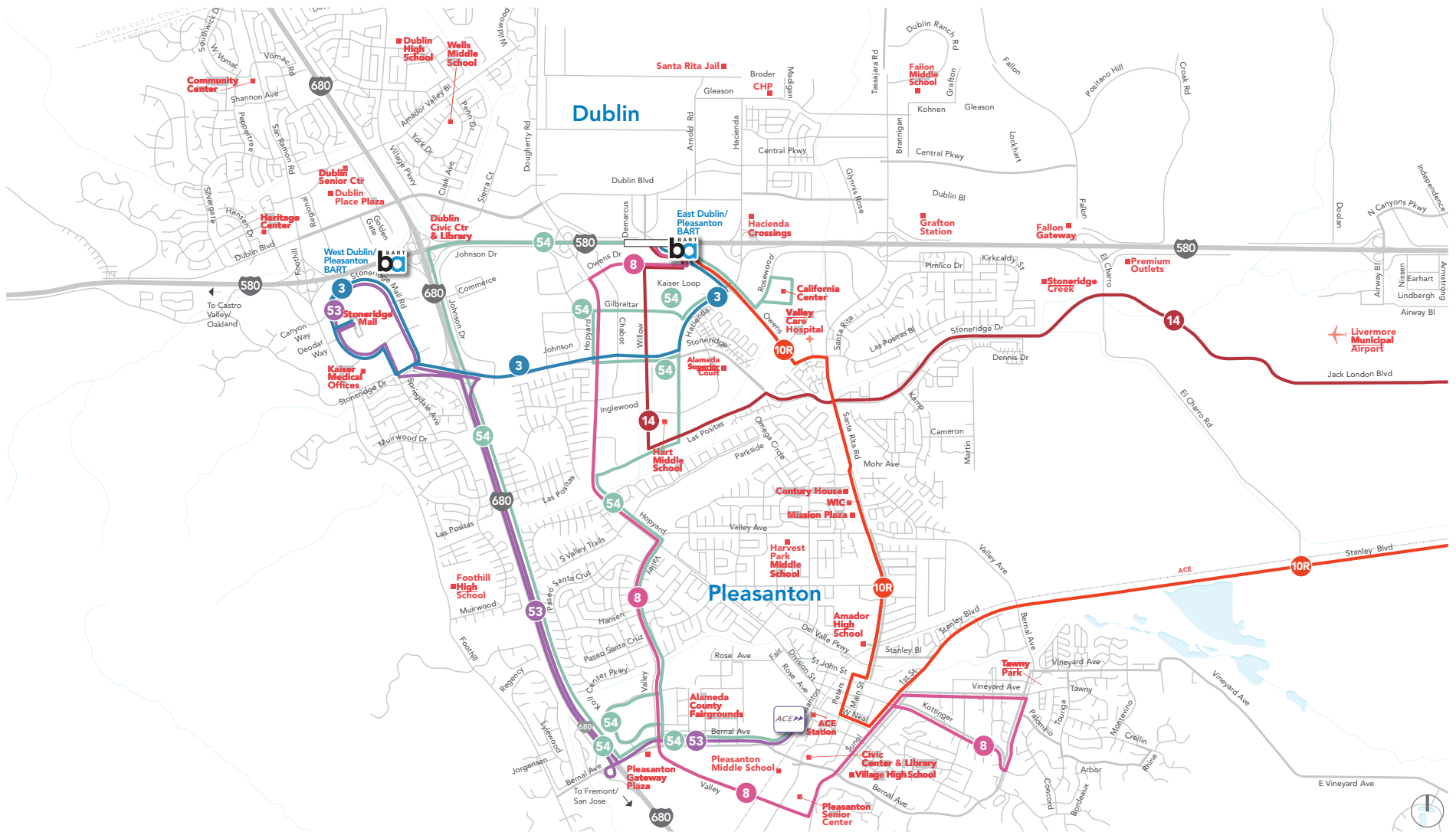
1.1.4.1.4 ACE Rail – Altamont Commuter Express

ACE Rail provides commuter service from Stockton to San Jose through Pleasanton in the AM and reverse direction in the PM hours. Four trains run on the weekdays only and for special events. During the morning, service starts at 4:10 AM, with the first train arriving at the Pleasanton station around 5:20 AM. Headways between trains during the AM service is 60-90 minutes. During the PM service, the first ACE train leaves the San Jose Station at 3:35 PM and arrives at Pleasanton at around 4:30 PM. Headways between trains are 60 minutes. The Pleasanton Station is located at 4950 Pleasanton Avenue across from the main entrance to the Alameda County Fairgrounds.

1.1.4.1.5 Valley Link

The Valley Link project is a transit service proposed that would construct a new 42-mile 7-station passenger rail project linking BART in the Tri-Valley with ACE in northern San Joaquin County. Specifically, the new service would connect BART at the existing Dublin/Pleasanton BART Station with the approved ACE North Lathrop Station. The new service would use existing transportation corridors, including the existing Interstate 580 corridor (11.7 miles) in the Tri-Valley; the Alameda County Transportation Corridor right-of-way (ROW) through the Altamont Pass (14.5 miles); and the existing Union Pacific Railroad (UPRR) Corridor (16.1 miles) in Northern San Joaquin County. Stations would be provided at the following locations: Dublin/Pleasanton (BART Intermodal), Isabel (Livermore), Southfront Road Station (Livermore), Mountain House, Downtown Tracy Station (Tracy), River Islands Station (Lathrop) and North Lathrop Station (ACE Intermodal). On May 12, 2021, the Valley Link Board certified the project's Final Environmental Impact Report and preliminary engineering on the project is currently underway.

Figure 3 shows the existing transit routes throughout the City of Pleasanton.



- Wheels Route 3
- Wheels Route 8
- Wheels Route 14
- Wheels Route 53
- Wheels Route 54
- Wheels Route 10R

Source: Tri-Valley Wheels System Map, August 2022



Figure X

Transit Network

1.1.5 Vehicle Miles Traveled

One performance measure used to quantify automobile travel is VMT, which refers to the amount of automobile travel attributable to a project as well as the distance traveled. In 2013, Governor Brown signed Senate Bill (SB) 743, which added Public Resources Code (PRC) Section 21099 to the California Environmental Quality Act (CEQA). PRC Section 21099 changes the way transportation impacts are analyzed and aligns local environmental review methodologies with statewide objectives to reduce greenhouse gas (GHG) emissions, encourage infill mixed-use development in designated priority development areas, reduce regional sprawl, and reduce VMT in California.

Increased VMT leads to various direct and indirect impacts on the environment and human health. Among other effects, increased VMT on the roadway network leads to increased emissions of air pollutants, including GHGs, and increased energy consumption. The transportation sector is associated with more GHG emissions than any other sector in California. As documented in the City’s 2022 Climate Action Plan 2.0, about 64% of Pleasanton’s GHG emissions are produced by local gas and diesel vehicles. Reducing VMT is one of the most effective means for reducing the City’s GHG emissions.

VMT is typically an output from travel demand models, calculated as the estimated number of vehicles multiplied by the distance traveled by each vehicle. This analysis uses household (also called home-based) VMT per resident and Total VMT per capita. The former measures all the trips by motor vehicles on a typical weekday associated with residential uses, such as trips to work, school, or shop, and divides that distance by the number of residents in the project area. While the latter includes all trips without distinction of their purpose and divides the distance of those trips by service population associated with the trips. Service population is the sum of the number of residents and employees in the project area.

This analysis uses the Alameda County Transportation Commission (CTC) Countywide Travel Demand Model (Alameda CTC Model) to estimate VMT. The Alameda CTC Model includes data from 2020, which represents pre-pandemic conditions; therefore, the model approximates existing conditions. The VMT estimate accounts for all the VMT generated by the City of Pleasanton within the nine-county Bay Area region. **Table 1** provides the VMT estimate for Alameda County from the Alameda CTC Model. **Table 1** shows the baseline (existing) home-based VMT per resident and total VMT per service population for Alameda County.

Table 1: Baseline VMT Summary

VMT Area	Baseline (2020) VMT	
	Home-Based VMT per Resident	Total VMT per Service Population
Alameda County	19.4	26.6

SOURCE: Alameda CTC Travel Demand Model; Fehr & Peers, October 2022.

1.1.6 Local Roadway Assessment

Under separate cover an assessment of the Housing Element Update's effect on local intersection Levels of Service (LOS) has been prepared. While not necessary for CEQA compliance, an assessment of intersection service levels is required for General Plan compliance and to help inform local decision makers.

1.2 Regulatory Setting

1.2.1 Federal

No federal plans, policies, regulations, or laws related to transportation and circulation are applicable to the project.

1.2.2 State

Interstate freeways and state routes are under the jurisdiction of the California Department of Transportation (Caltrans). Interstates 680 (I-680), I-580, and Stanley Boulevard (SR 84) are state facilities in the study area.

1.2.2.1 Assembly Bill 1358

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

In December 2012, the City of Pleasanton adopted the city's "Complete Streets Policy."

1.2.2.2 Senate Bill 375

Senate Bill (SB) 375 provides guidance regarding reducing emissions from cars and light trucks. There are four major components to SB 375. First, SB 375 requires regional greenhouse gas emission targets. These targets must be updated every eight years in conjunction with the revision schedule of the housing and transportation elements of local general plans. Second, Metropolitan Planning Organizations are required to create a Sustainable Communities Strategy (SCS) that provides a plan for meeting regional targets. Third, SB 375 requires housing elements and transportation plans to be synchronized on eight-year schedules. Finally, Metropolitan Planning Organizations must use transportation and air emissions modeling techniques that are consistent with the guidelines prepared by the California Transportation Commission. The applicable SCS for the nine-county Bay Area Region is Plan Bay Area 2050, which was adopted in 2021 by the Association of Bay Area Governments (ABAG)/Metropolitan Transportation Commission (ABAG/MTC).

1.2.2.3 Senate Bill 743

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

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

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

- VMT is the most appropriate metric to evaluate a project's transportation impact.
- OPR recommends tour- and trip-based travel models to estimate VMT, but ultimately defers to local agencies to determine the appropriate tools.
- OPR recommends measuring VMT for residential and office projects on a "per rate" basis.
- OPR recommends that a per resident or per employee VMT that is 15% below that of existing development may be a reasonable threshold. In other words, a residential or office project that generates VMT per resident or employee that is more than 85% of the regional VMT average could result in a significant impact. OPR notes that this threshold is supported by evidence that connects this level of reduction to the state's emissions goals.
- OPR recommends that where a project replaces existing VMT-generating land uses, if the replacement leads to a net overall decrease in VMT, the project would lead to a less-than-significant transportation impact. If the project leads to a net overall increase in VMT, then the thresholds described above should apply.
- Lead agencies have the discretion to set or apply their own significance thresholds.

1.2.2.4 Caltrans Construction and Safety Requirements

Caltrans issued the VMT-Focused Transportation Impact Study Guide (TISG) in May 2020, providing the process by which Caltrans will review and assess VMT impacts of land development projects. The TISG generally aligns with the guidance in the OPR *Technical Advisory*.

Caltrans also issued the Transportation Analysis Framework (TAF) in September 2020, which details methodology for calculating induced travel demand for capacity increasing transportation projects on the

State Highway System. Caltrans also issued the Transportation Analysis Under CEQA (TAC) guidance in September 2020 which describes significance determinations for capacity increasing projects on the State Highway System. It is noted that the Housing Element Update does not propose any changes to the Caltrans owned and operated network.

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

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

1.2.3 Regional

1.2.3.1 Plan Bay Area

Plan Bay Area 2050 is a long-range integrated transportation and land-use/housing strategy through 2050 for the San Francisco Bay Area. On October 21, 2021, the Association of Bay Area Governments (ABAG) Executive Board and the Metropolitan Transportation Commission (MTC) jointly approved the plan. *Plan Bay Area 2050* connects the elements of housing, the economy, transportation, and the environment through 35 strategies that will make the Bay Area more equitable for all residents and more resilient in the face of unexpected challenges. In the short-term, the plan's Implementation Plan identifies more than 80 specific actions for MTC, ABAG, and partner organizations to take over the next five years to make headway on each of the 35 strategies. *Plan Bay Area* is the nine-county region's long-range plan designed to meet the requirements of California's landmark 2008 Senate Bill 375.

1.2.3.2 Metropolitan Transportation Commission

The majority of federal, state, and local financing available for transportation projects is allocated at the regional level by MTC, the transportation planning, coordinating, and financing agency for the nine-county Bay Area.

1.2.3.3 Alameda County Transportation Commission (Alameda CTC)

The Alameda CTC is a joint powers authority governed by a 22-member commission that comprises elected offices from each of the 14 cities in Alameda County, the Alameda County Board of Supervisors, and elected representatives for AC Transit and BART. The Alameda CTC coordinates countywide transportation planning efforts and delivers projects and programs.

Alameda CTC also serves as the county's congestion management agency. The Alameda CTC administers a Land Use Analysis Program, which is one of the legislatively required elements of the Alameda CTC

Congestion Management Program. Alameda CTC reviews local land use plans and projects with the potential to cause countywide or regional impacts. The purpose of the Alameda CTC's review is to assess impacts of individual development actions on the regional transportation system and ensure that significant impacts are appropriately mitigated.

Alameda CTC guidelines state that impacts on all modes should be considered, as follows:

- **Transit**—Effects of vehicle traffic on mixed-flow transit operations, transit capacity, transit access/egress, the need for future transit service, consistency with adopted plans, and circulation element needs.
- **Bicycles**—Effects of vehicle traffic on bicyclist conditions, site development and roadway improvements, and consistency with adopted plans.
- **Pedestrians**—Effects of vehicle traffic on pedestrian conditions, site development and roadway improvements, and consistency with adopted plans.
- **Other Impacts and Opportunities**—Noise impacts for projects near state highway facilities and opportunities to clear access improvements environmentally for transit-oriented development projects.

1.2.3.4 Alameda CTC Countywide Transportation Plan

The Countywide Transportation Plan (CTP) establishes near-term priorities and guides long-term decision-making for the Alameda CTC. It establishes a vision for the county's complex transportation system that supports vibrant and livable communities. The CTP is updated every four years and serves as a key input into the region's transportation plan, Plan Bay Area. The 2020 CTP covers transportation projects, policies, and programs out to the year 2050 for Alameda County.

The 2020 CTP includes two companion documents:

- **Community-Based Transportation Plan** - An assessment of transportation needs in the county's low-income communities and communities of color with a focus on input collected via community engagement activities.
- **New Mobility Roadmap** - Document that provides a foundation for agency policy, advocacy, and funding decisions to advance new mobility technologies and services for the Alameda CTC and partner agencies, as well as the private sector. The outcome of the New Mobility Roadmap is a set of seven initiatives, each of which has a comprehensive list of potential actions that could be taken to address and implement new mobility technologies and services in Alameda County.

Priority projects and programs to be prioritized over the next 10 years are identified under the CTP. This list includes seven projects located in the City of Pleasanton:

- I-680 Express Lanes: SR-84 to Alcosta (Phase 1 - Southbound)
- I-580/I-680 Interchange (Phase 1)
- Dublin/Pleasanton BART Station Active Access Improvements

- I-580/Fallon/El Charro Interchange Modernization (Phase 2)
- Iron Horse Trail Improvements
- I-680 Sunol Interchange Modernization
- West Las Positas Bike Corridor Improvements

1.2.4 Local

1.2.4.1 City of Pleasanton General Plan

Streets in and around the plan area are generally under the City's authority, with the exception of SR-84, I-580, and I-680, which all fall under Caltrans jurisdiction. The General Plan contains the following policies and actions relevant to the Housing Element Update:

1.2.4.1.1 Land Use Element

Goal 2: Achieve and maintain a complete well-rounded community of desirable neighborhoods, a strong employment base, and a variety of community facilities.

Policy 4: Allow development consistent with the General Plan Land Use Map.

Policy 9: Develop new housing in infill and peripheral areas which are adjacent to existing residential development, near transportation hubs or local-serving commercial areas.

Goal 3: Develop in an efficient, logical, and orderly fashion.

Policy 23: Regulate the number of housing units approved each year to adequately plan for infrastructure and assure City residents of a predictable growth rate.

1.2.4.1.2 Circulation Element

Goal 1: Develop a safe, convenient, and uncongested circulation system.

Policy 1: Complete the City's street and highway system in accordance with the General Plan Map.

Policy 2: Phase development and roadway improvements so that levels of service at adjacent major intersections do not exceed LOS D at major intersections outside Downtown and gateway intersections.¹

Policy 3: Facilitate the free flow of vehicular traffic on major arterials.

¹ While not required by CEQA and not included as part of the Draft Program EIR, a LOS evaluation is required by this policy; a separate report including a LOS analysis identifying applicable improvements will be provided to the City, and LOS impacts would be evaluated by the City prior to adoption of the Housing Element Update.

Policy 4: In the Downtown, facilitate the flow of traffic and access to Downtown businesses and activities consistent with maintaining a pedestrian-friendly environment.

Goal 4: Provide a multi-modal transportation system which creates alternatives to the single-occupancy automobile.

Policy 13: Phase transit improvements to meet the demand for existing and future development.

Policy 14: Encourage coordination and integration of Tri-Valley transit to create a seamless transportation system.

Policy 22: Create and maintain a safe, convenient, and effective bicycle system which encourages increased bicycle use.

Policy 23: Create and maintain a safe and convenient pedestrian system which encourages walking as an alternative to driving.

1.2.4.2 Hacienda PUD Development Plan Design Guidelines

The Hacienda Planned Unit Development (PUD) area is generally located south of Interstate 580 (I-580), west of Tassajara Creek, north of W. Las Positas Boulevard, and east of Hopyard Road. The Hacienda PUD Development Plan Design Guidelines (Hacienda Design Guidelines) ensure that development within the Hacienda PUD area is within the best interests of the public's health, safety, and general welfare, is consistent with the General Plan, compatible with existing developed properties, presents a positive image for the city along the I-580 frontage, and development within the Hacienda PUD area conform to the purpose of the PUD.

Section 1.3 provides standards and guidelines with respect to Transit Oriented Development (TOD), which are meant to promote a building character, street scale, and street-level uses that will allow the incremental development of a TOD "village", encourage pedestrian activity, and promote easy access to the East Dublin-Pleasanton BART station. Section 2.3 includes circulation hierarchy which emphasis pedestrian access over vehicular access, while allowing for convenient secondary circulation for vehicles. Section 2.6 provides standards for internal circulation, which includes internal streets, alleys, and driveways. Chapter 3 provides guidelines for streets with the intent of creating a street hierarchy and providing continuity. Section 3.3 includes specific standards for the streetscape zone (public service easement).

1.2.4.3 Vineyard Avenue Corridor Specific Plan

The Vineyard Avenue Corridor Specific Plan includes the 384-acre area along Vineyard Avenue in southeast Pleasanton. The Vineyard Avenue Corridor Specific Plan establishes a unique environment which includes a variety of agricultural, residential, open space, recreational, educational, and other uses. Section 5 includes objectives, policies, and guidelines regarding transportation, including street design standards and guidelines, transit service, quarry truck traffic, and pedestrian/bicycle, equestrian trails.

1.2.4.4 Climate Action Plan 2.0

The City of Pleasanton Climate Action Plan (CAP) 2.0 outlines local actions to reduce greenhouse gas (GHG) emissions, enhance environmental sustainability, and prepare for climate change. One of its objectives is to Create a qualified CAP under the California Environmental Quality Act (CEQA) that complies with current regulations which allows projects to streamline future analyses. The CAP 2.0 specifies the following strategies and actions which are applicable to the Housing Element Update:

Strategy TLU-3: Advance sustainable land use that supports not only responsible community development but reduce VMT and provide access to active and/or shared transportation. This strategy will prioritize housing near transit and job centers and encourage sustainable land development for new projects that get built.

Action E6: Housing Element implementation. The City will continue to support General Plan Housing Element implementation including aiming to achieve a balance between jobs and housing. This action includes working with regional partners to prevent displacement and increase affordable housing, and encouraging transit-oriented development near BART stations, along transportation corridors, and in business parks/near employment hubs

1.2.4.5 Complete Streets Plan

The City of Pleasanton's Complete Streets Policy was developed to provide guidance for its residents, decision makers, staff, and various partners to ensure that multimodal elements are incorporated into all transportation improvement projects. The following goals are identified in the Complete Streets Policy and are relevant to the Housing Element Update:

Goal 2: To incorporate the principles in this policy into all aspects of the transportation project development process, including project identification, scoping procedures, and design approvals, as well as design manuals and performance measures.

Goal 3: To create a comprehensive, integrated and connected transportation network that supports compact, sustainable development.

1.2.4.6 Fire Safety Ordinances

The Subdivision Ordinance, Chapter 19.36, of the Pleasanton Municipal Code (Municipal Code) establishes standards for roadway dimensions, subdivision layout, and public improvements needed to protect public safety. In addition, all new developments are reviewed by City departments for their potential effects on public safety, and conditions of approval are attached to minimize such effects and inspections are conducted to ensure proper installation. Developments located outside the 5-minute response time areas are required to provide additional fire mitigation measures, which include, at a minimum, automatic fire sprinkler systems (see Municipal Code Section 20.10.050 California Residential Code (CRC) Section R313 amended – Automatic Fire Sprinkler Systems).

1.3 Environmental Impacts and Mitigation Measures

This section describes the analysis techniques, assumptions, and results used to identify potential significant impacts of the Housing Element Update on the transportation system. Transportation/traffic impacts are described and assessed, and mitigation measures are recommended for impacts identified as significant or potentially significant.

1.3.1 Transportation Impact Assessment under CEQA

State law has changed with respect to how transportation-related impacts may be addressed under CEQA. Traditionally, lead agencies used level of service (LOS) to assess the significance of development impacts, with greater levels of congestion considered to be more significant than lesser levels. Mitigation measures typically took the form of capacity-increasing improvements, which often had their own environmental impacts (e.g., to biological and cultural resources). Depending on circumstances, and an agency's tolerance for congestion (e.g., as reflected in its General Plan), LOS D, E, or F often represented significant environmental effects. In 2013, however, the Legislature passed legislation with the intent of ultimately doing away with LOS in most instances as a basis for environmental analysis under CEQA. Enacted as part of Senate Bill 743 (2013), PRC section 21099, subdivision (b)(1), directed the Governor's Office of Policy and Research (OPR) to prepare, develop, and transmit to the Secretary of the Natural Resources Agency for certification and adoption proposed CEQA Guidelines addressing "criteria for determining the significance of transportation impacts of projects within transit priority areas. Those criteria shall promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses. In developing the criteria, [OPR] shall recommend potential metrics to measure transportation impacts that may include, but are not limited to, vehicle miles traveled, vehicle miles traveled per capita, automobile trip generation rates, or automobile trips generated. The office may also establish criteria for models used to analyze transportation impacts to ensure the models are accurate, reliable, and consistent with the intent of this section." As discussed in Section 1.1.6 above an assessment of the Housing Element Update's effects on area intersection Levels of Service has been prepared under separate cover for the purposes of providing decision makers with information regarding the project's compliance with General Plan policies.

CEQA Guidelines section 21099(b)(2) further provides that "[u]pon certification of the guidelines by the Secretary of the Natural Resources Agency pursuant to this section, 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* pursuant to [CEQA], except in locations specifically identified in the guidelines, if any." (Italics added.)

Pursuant to SB 743, the Natural Resources Agency promulgated CEQA Guidelines section 15064.3 in late 2018. It became effective in early 2019. Subdivision (a) of that section provides that "generally, vehicle miles traveled is the most appropriate measure of transportation impacts. For the purposes of this section, 'vehicle miles traveled' refers to the amount and distance of automobile travel attributable to a project. Other relevant considerations may include the effects of the project on transit and non-motorized travel.

Except as provided in subdivision (b)(2) [regarding roadway capacity], a project's effect on automobile delay shall not constitute a significant environmental impact."

This analysis evaluates the Housing Element Update based on OPR's guidance as detailed in the approach to analysis section.

1.3.2 Methodology and Significance Thresholds

The significance criteria used to evaluate the Housing Element Update impacts on transportation under CEQA are based on Appendix G of the State CEQA Guidelines, as well as VMT thresholds of significance consistent with OPR guidance.

The following describes the significance criteria used to identify impacts on transportation for development consistent with the Housing Element Update. A significant impact would occur if development consistent with the Housing Element Update resulted in:

- Conflict with an applicable program, plan, ordinance, or policy establishing measures of effectiveness for the performance of addressing the circulation system, including transit, bicycle, and pedestrian facilities.
- Conflict or be inconsistent with CEQA Guidelines section 15064.3, subdivision (b).
- Result in designs for on-site circulation, access, and parking areas that fail to meet city or industry standard design guidelines.
- Result in inadequate emergency access to development sites.

The following thresholds are used to determine if the Housing Element Update would have a significant impact on VMT (i.e., be inconsistent with CEQA Guidelines Section 15064.3, Subdivision (b)):

Residential Projects – For residential projects, a VMT impact will be considered less-than-significant if its Home-based VMT per resident² is at least 15% below the Alameda County average Home-based VMT per resident.

Land Use Plans – For land use plans (including the Comprehensive Plan, Precise Plans, and Specific Plans), a VMT impact will be considered less-than-significant if its Total VMT per service population is at least 15% below the Alameda County average Total VMT per service population³. Given their expected timeline, these types of plans only require a Cumulative year analysis.

Mixed Use -As the Housing Element Update is both a residential project and an overall land use plan, within this assessment, the Project's effects on both residential home-based VMT per resident and total VMT per service population are presented.

² Home-based VMT only includes VMT from trips that start or end at a residence.

³ Service population is the sum of the number of employees and residents.

As the Housing Element Update is both a residential project and an overall land use plan, under these criteria, the Housing Element Update's effects on both residential home-based VMT per resident and total VMT per service population are provided.

1.3.3 Impacts and Mitigation Measures

The VMT analysis methodology utilizes the procedures that are consistent with OPR guidance. These procedures are summarized below.

1.3.3.1 Project Screening

Screening thresholds can be used to identify individual projects expected to cause a less than significant impact without conducting a detailed evaluation. In the case of land use plans, such as a Housing Element, since they affect a larger area and serve as the basis for environmental analysis of future projects, they are not subject to screening and require specific VMT analysis. Hence, the screening criterion described below are only for informational purposes and are not applied to the Housing Element.

There are six screening criteria that can be applied to screen projects out of conducting project-level VMT analysis.

1. **CEQA Exemption.** Any project that is exempt from CEQA is not required to conduct a VMT analysis.
2. **Small Projects.** Small projects are presumed to cause a less than significant VMT impact. Small projects are defined as those that generate fewer than 110 vehicle trips per day.
3. **Local-Serving Retail Uses.** Retail projects of less than 50,000 square feet in size that consist of local-serving uses can generally be presumed to have a less than significant impact absent substantial evidence to the contrary, since these types of projects will primarily draw users and customers from a relatively small geographic area that will lead to short-distance trips and trips that are linked to other destinations.
4. **Proximity to Regional Transit Stop.** Projects located within a transit priority area, which includes areas within 0.5-mile of a regional transit stop (i.e., BART and/or Altamont Corridor Express station). This exemption does not apply to projects that:
 - Have a Floor Area Ratio (FAR) of less than 0.75
 - Include parking in excess of City requirements;
 - Are not consistent with applicable Sustainable Communities Strategies (SCS);⁴ or
 - Results in a net reduction of multi-family units
5. **Projects Located in Low VMT Areas.** Residential and employment-generating projects located within a low VMT-generating area are presumed to have a less than significant impact absent substantial evidence to the contrary. For residential projects, a low VMT area is defined as an area with baseline home-based VMT per resident that is 85% or less of the existing Alameda County

⁴ For the City of Pleasanton, the relevant SCS document is the Plan Bay Area 2050, Association of Bay Area Governments and Metropolitan Transportation Commission, May 2021.

average. For employment projects, a low VMT area is defined as an area with baseline employment home-based-work VMT per employee that is 85% or less of the baseline Alameda County average. For mixed-use projects, each component of it is considered separately; therefore, each of the project's individual land uses should be compared to the screening criteria.

6. **Transportation Projects.** Transit projects, bicycle and pedestrian projects that do not lead to an increase in VMT are considered to have a less-than-significant impact.

1.3.3.2 Projects Requiring VMT Analysis

A project not excluded from VMT analysis through the screening process described above is subject to a VMT analysis to determine if it has a significant VMT impact. The analysis scenarios and significance assessment are described below.

1.3.3.3 Analysis Scenarios

The following scenarios are addressed in the VMT analysis. Note that the OPR guidance recommends that area-wide plans such as Housing Elements are to be evaluated against cumulative conditions. For this analysis, home-based VMT per resident and total VMT per service population are evaluated under future (2040) conditions.

- *2040 No Project Conditions:* The most current version of the Year 2040 Alameda CTC model is run to determine the 2040 No Project home-based VMT per resident and total VMT per service population for Alameda County.⁵ This No Project condition establishes the future baseline threshold VMT.
- *2040 No Housing Element Update Conditions:* This model run provides the vehicle miles generated by the potential sites for housing without any of the changes included in the Housing Element Update.
- *2040 Plus Project Conditions:* The proposed additional residential units were added to the 2040 No Project model for the relevant Traffic Analysis Zones (TAZs) comprising the planning areas, and a full 2040 Plus Project model run was performed.

1.3.3.3.1 Dublin-Pleasanton Bay Area Rapid Transit Station Property

Although the Dublin-Pleasanton BART station property is not included as a potential site for rezoning and was analyzed in the Supplemental EIR for the City of Pleasanton Housing Element and Climate Action Plan General Plan Amendment and Rezonings (State Clearinghouse No. 2011052002), the model assumes the incremental increase in allowable residential units (306 units) over that previously analyzed.

1.3.3.3.2 Alameda CTC Countywide Transportation Plan

As described in more detail above, priority projects and programs to be prioritized over the next 10 years are identified under the CTP. This list includes seven projects located in the city:

⁵ Note that the travel demand model based on Plan Bay Area 2050 was not yet available for use in this analysis, the analysis is based on Plan Bay Area 2040.

- I-680 Express Lanes: SR-84 to Alcosta (Phase 1–Southbound)
- I-580/I-680 Interchange (Phase 1)
- Dublin-Pleasanton BART Station Active Access Improvements
- I-580/Fallon/El Charro Interchange Modernization (Phase 2)
- Iron Horse Trail Improvements
- I-680 Sunol Interchange Modernization
- West Las Positas Bike Corridor Improvements

The transportation analysis utilizes land use data from the Alameda CTC Model version released in May 2019 that assumes these transportation network improvements.

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1.4 Impacts and Mitigation Measures

Impact TRANS-1: The Housing Element Update would not conflict with an applicable program, plan, ordinance, or policy establishing measures of effectiveness for the performance of addressing the circulation system, including transit, bicycle, and pedestrian facilities. (*Less than Significant Impact*)

Future potential development consistent with the Housing Element Update would contribute to and increase use of transit, bicycle, and pedestrian facilities in the city. The Housing Element Update is not forecast to generate transit, bicycle, or pedestrian use that would exceed the capacity of area facilities to serve that demand. Development consistent with the Housing Element Update would be required to adhere to all applicable General Plan goals, policies, and programs, and applicable goals, policies, and programs included in the Hacienda Design Guidelines and Vineyard Avenue Corridor Specific Plan. Additionally, development projects consistent with the Housing Element Update would be subject to all applicable City guidelines, standards, and specifications related to the circulation systems, including transit, bicycle, or pedestrian facilities. Specifically, any modifications to or new transit, bicycle, and pedestrian facilities would be subject to and designed in accordance with all applicable federal, state, and local policies.

General Plan Policy 4 in the Land Use Element strictly states that all development must be consistent with the General Land Use Map: Policy 9 supports the development and infill of new housing in areas conveniently located near transportation hubs or local commercial areas. Both policies are listed under Goal 2 which encourages a well-rounded community to maintain desirable neighborhoods, support growing employment, and host a variety of community facilities. General Plan Goal 3 in the Land Use Element promotes development occurring in an efficient, logical, and orderly fashion. In more detail, Policy 23 emphasizes the importance of regulating the number of housing units approved each year with the goal of adequately planning infrastructure to ensure a predictable growth rate for the City's residents.

Goal 6 of the Housing Element Update specifically addresses the intent of the city to plan to ensure new housing is developed in a manner that reduces environmental impacts, keeps pace with available infrastructure and services, and improves the quality of life for existing and new residents. To accomplish this goal, Policy 6.5 encourages new housing to be located in areas well-served by public transit and the active transportation network. The new programs included in the Housing Element Update would further this goal. For example, Program 6.2 includes improvements to bicycle amenities and increases to transit ridership. Similarly new Program 6.4 promotes more frequent bus and rail services in the city.

Development consistent with the Housing Element Update would be required to accommodate the future implementation of improvements identified in the City's *Bicycle & Pedestrian Master Plan (2018)*. These include the following improvements within or adjacent to a Housing Element area:

- Class I shared use paths along the eastern and southern borders of Site 8 (Muslim Community Center).
- Class III bicycle boulevard on Muirwood Drive north of Site 22 (Merritt).

- Class II buffered bicycle lanes on Sunol Boulevard and Valley Avenue along the eastern and northern borders of Site 23 (Sunol Boulevard).
- Class II buffered bicycle lane on Sunol Boulevard along the western border of Site 24 (Sonoma Drive Area).
- Class II buffered bicycle lanes on Sunol Boulevard and Bernal Avenue along the western and southern borders of Site 25 (PUSD-District).
- Class II buffered bicycle lane on Bernal Avenue along the southeast border of Site 26 (St. Augustine).
- Class I shared use path along the western border of Site 27 (PUSD-Vineyard).
- Class IV separated bikeway along the southern border of Site 29 (Oracle).

The Housing Element Update is also consistent with Action E6 of the Climate Action Plan 2.0, which aims to achieve a balance between jobs and housing, increase affordable housing, and encourage new development with accessibility to transit options and employment hubs.

Because implementation of the Housing Element Update would be subject to all applicable City guidelines, standards, and specifications, the project would not conflict with adopted policies, plans, or programs. Therefore, impacts would be less-than-significant impact with respect to transit, bicycle, and pedestrian facilities and policies.

Mitigation Measure: None required.

Impact TRANS-2: The project would generate total VMT per service population that is greater than 85% of the Alameda County average total VMT per service population. (*Significant and Unavoidable Impact, with Mitigation*)

1.4.1 VMT Analysis

1.4.1.1 Modeling Procedure

This analysis uses the Alameda CTC Model to estimate the home based VMT per resident and the total VMT per service population generated by the Housing Element Update under cumulative (i.e., 2040) conditions. The Alameda CTC Model uses various socioeconomic variables, such as number of households and residents by household type and number of jobs by employment category at a TAZ level in addition to transportation system assumptions such as type of roadway, number of lanes, major bicycle, and pedestrian facilities, transit service capacity and frequency to forecast various travel characteristics.

The Alameda CTC Model uses a four-step modeling process that consists of trip generation, trip distribution, mode split, and trip assignment. This process accounts for changes in travel patterns due to future growth and expected changes in the transportation network. The Alameda CTC Model assigns all predicted trips within, across, to, or from the nine-county San Francisco Bay Area region to the roadway

network and transit system by mode (i.e., single-occupant or carpool vehicle, biking, walking, or transit) and transit carrier (i.e., bus or rail) for a given scenario. The VMT generated by each TAZ can be estimated by tracking the number of trips and the length of each trip generated by the TAZ; the VMT per resident can be estimated by dividing the total VMT generated by the residential uses by the number of residents in that TAZ.

The Alameda CTC Model version released in May 2019, which incorporates land use data and transportation network improvements consistent with *Plan Bay Area 2040* (i.e., the Sustainable Communities Strategy). The 2040 land use databases were modified to reflect the buildout under the Housing Element Update. Although MTC adopted *Plan Bay Area 2050* in October 2021, this Transportation Assessment relies on the version of the Model consistent with *Plan Bay Area 2040* because the Alameda CTC has not yet updated the Alameda CTC Model to be consistent with *Plan Bay Area 2050*.

1.4.1.2 VMT Results

This analysis uses the Alameda CTC Model to estimate VMT, and baseline VMT for Alameda County is provided in Table 1. As previously discussed, as the project is largely residential in nature, the City’s thresholds pertaining to residential uses are employed in the assessment of VMT impacts (daily home based VMT per resident). In addition, as the project is a land use plan, the project is also measured against the City’s thresholds pertaining to land use plans (cumulative VMT per service population).

The baseline provided by the Alameda CTC Model, provided in Table 1, was adjusted to reflect the relevant housing unit numbers for the 2040 No Project and 2040 Plus Project Conditions, and the resulting VMT metrics were reported. **Table 2** summarizes the weekday daily home-based VMT per resident for Alameda County, and the VMT produced by the Housing Element sites under no project and project conditions in 2040. The table also includes the threshold used to determine the significance of the VMT impact, defined as 15% below the Alameda County average. **Table 3** provides the home-based VMT per resident by site. **Table 4** shows the Total VMT per service population for the same geographies and scenarios as provided in Table 2.

Table 2: Home-Based VMT per Resident Summary (2040)

VMT Area	Home-Based VMT per Resident	
	2040 No Project	2040 Plus Project
Alameda County Average	17.6	17.8
Threshold of significance (85% of Alameda County’s 2040 Average)	15.0	15.0
Potential Sites for Housing	24.6	22.3

SOURCE: Alameda CTC Travel Demand Model; Fehr & Peers, October 2022.

Table 3: Home-Based VMT per Resident by Housing Element Project (2040)

Housing Element Sites		Home-Based VMT per Resident		Housing Element Update >85% of Alameda County Average?
Site Number/Name	Proposed Capacity (Units)	85% of 2040 No Project Alameda County Average	2040 Plus Project	
1 – Lester	31	15.0	33.6	Yes
2 – Stoneridge Shopping Center (Mall)	1,440	15.0	17.8	Yes
3 – PUSD – Donlon	28	15.0	23.7	Yes
4 – Owens (Motel 6 and Tommy T)	94	15.0	18.6	Yes
5 – Laborer Council	54	15.0	17.3	Yes
6 – Signature Center	440	15.0	19.6	Yes
7 – Hacienda Terrace	80	15.0	19.2	Yes
8 – Muslim Community Center	125	15.0	22.6	Yes
9 – Metro 580	375	15.0	20.2	Yes
11 – Old Santa Rita Area	1,311	15.0	14.9	No
12 – Pimlico Area (North side)	85	15.0	24.7	Yes
14 – St. Elizabeth Seton	51	15.0	22.3	Yes
15 – Rheem Drive Area (southwest side)	137	15.0	22.3	Yes
16 – Tri-Valley Inn	62	15.0	23.1	Yes
18 – Valley Plaza	220	15.0	23.1	Yes
19 – Black Avenue	65	15.0	24.0	Yes
20 – Boulder Court	378	15.0	25.1	Yes
21a – Kiewit	200	15.0	25.1	Yes
21b – Kiewit	560	15.0	25.1	Yes
22 – Merritt	91	15.0	31.6	Yes
23 – Sunol Boulevard	956	15.0	26.7	Yes
24 – Sonoma Drive Area	163	15.0	30.8	Yes
25 – PUSD – District	163	15.0	24.5	Yes
26 – St. Augustine	29	15.0	25.6	Yes
27 – PUSD – Vineyard	25	15.0	39.9	Yes
29 – Oracle	225	15.0	18.7	Yes

SOURCE: Alameda CTC Travel Demand Model; Fehr & Peers, October 2022.

Table 4: Total VMT per Service Population Summary (2040)

VMT Area	Total VMT per Service Population	
	2040 No Project	2040 Plus Project
Alameda County Average	25.9	26.0
Threshold of Significance (85% of 2040 No Project Alameda County Average)	22.0	22.0
Potential Sites for Housing	36.9	30.5

SOURCE: Alameda CTC Travel Demand Model; Fehr & Peers, October 2022.

As shown in **Table 2**, development consistent with the Housing Element Update is estimated to reduce the home-based VMT per resident in the Housing Element Planning Areas, with an average of 22.3 VMT per resident in 2040. This does not result in the project’s VMT being below the threshold of significance of 15.0 (i.e., 15% below the Alameda County 2040 No Project Average home-based VMT per capita). Although development consistent with the Housing Element Update as a whole would result in a home-based VMT per resident reduction, the average does not drop below the threshold of significance, as shown in **Table 3**, almost all of the sites for rezoning are located in areas which are expected to generate a home-based VMT per resident above the relevant threshold of significance.

As shown in **Table 4**, although development consistent with the Housing Element Update would reduce VMT per service population for the potential sites for housing VMT by about 17 percent, from 36.9 to 30.5. However the VMT of 30.5 for the potential sites for housing above the threshold of significance of 22.0, indicating a significant impact relating to VMT.

1.4.1.3 Mitigation Measures

Mitigation Measure TRANS-2: Implement VMT Reduction Measures. Individual housing project development proposals that do not screen out from VMT impact analysis shall provide a quantitative VMT analysis using the methods applied in this EIR, with modifications as necessary. Projects which result in a significant impact shall include travel demand management measures and physical measures to reduce VMT, as provided in the applicable VMT thresholds. The measures in the applicable VMT thresholds would not be additive and combining the reduction measures reduces their effectiveness resulting in a cap on the total VMT reduction these measures can provide.

Because the effectiveness of the above measures in reducing an individual project’s VMT impact to a less than significant level cannot be determined in this analysis, the impact for projects which do not screen out from VMT impact analysis would remain **significant and unavoidable with mitigation**.

Impact TRANS-3: The Housing Element Update would not result in designs for on-site circulation, access, and parking areas that fail to meet City or industry standard design guidelines. (Less than Significant Impact)

Subsequent projects under the Housing Element Update, including any new roadway, bicycle, pedestrian, and transit infrastructure improvements, would be subject to, and designed in accordance with City standards and specifications which address potential design hazards including sight distance, driveway placement, and signage and striping. Additionally, any new transportation facilities, or improvements to such facilities associated with subsequent projects would be constructed based on industry design standards and best practices consistent with the Municipal code and building design and inspection requirements. The City's evaluation of projects' access and circulation will incorporate analysis with respect to City standards for vehicular level of service and queueing, as well as for service to pedestrians, bicyclists, and transit users. Therefore, development consistent with the Housing Element Update would result in a **less-than-significant impact** to transportation hazards.

Mitigation Measure: None required.

Impact TRANS-4: The HEU would not result in inadequate emergency access to development sites. (Less than Significant Impact)

There are no specific development projects associated with the Housing Element Update; and thus, specific housing sites developed consistent with the Housing Element Update cannot be analyzed for adequacy of emergency access at this time. However, the City maintains the roadway network which would provide access to new development sites in accordance with industry design standards. Pursuant to the Subdivision Ordinance, Chapter 19.36, of the Municipal Code, emergency access to new development sites proposed under the Housing Element Update would be subject to review by the City of Pleasanton and responsible emergency service agencies, thus ensuring the projects would be designed to meet all emergency access and design standards. The city also requires the preparation of construction management plans that minimize temporary obstruction of traffic during site construction.

Additional vehicles associated with new development sites could increase delays for emergency response vehicles during peak commute hours. However, emergency responders maintain response plans which include use of alternate routes, sirens, and other methods to bypass congestion and minimize response times. In addition, California law requires drivers to yield the right-of-way to emergency vehicles and remain stopped until the emergency vehicle passes to ensure the safe and timely passage of emergency vehicles.

Based on the above considerations, adequate emergency access would be provided to new development sites, and the impact would be **less than significant**.

Mitigation Measure: None required.

1.5 References

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