

5. Environmental Analysis

5.14 TRANSPORTATION

This section of the Draft Environmental Impact Report (DEIR) evaluates the potential for implementation of the Villages at Cabrillo Specific Plan's (Specific Plan) to result in transportation and traffic impacts in the City of Long Beach. The analysis in this section is based in part on the following source:

- *Century Villages at Cabrillo Specific Plan Draft Transportation Impact Study*, Fehr & Peers, July 2020.

A complete copy of this technical report is included in Appendix J of this DEIR.

5.14.1 Environmental Setting

5.14.1.1 REGULATORY BACKGROUND

State, regional, and local laws, regulations, plans, or guidelines related to transportation that are applicable to the Specific Plan are summarized below.

State

Sustainable Communities and Climate Protection Act

The Sustainable Communities and Climate Protection Act (SB 375) was signed into law on September 30, 2008. The SB 375 regulation provides incentives for cities and developers to bring housing and jobs closer together and to improve public transit. The goal behind SB 375 is to reduce automobile commuting trips and length of automobile trips, thus helping to meet the statewide targets for reducing greenhouse gas emissions set by the California Global Warming Solutions Act of 2006 (AB 32). SB 375 requires each metropolitan planning organization to add a broader vision for growth, called a “sustainable communities strategy” (SCS), to its regional transportation plan. The SCS must lay out a plan to meet the region’s transportation, housing, economic, and environmental needs in a way that enables the area to lower greenhouse gas emissions. The SCS should integrate transportation, land use, and housing policies to plan for achievement of the regional emissions target.

Senate Bill 743

SB 743 was signed in 2013, with the intent to “more appropriately balance the needs of congestion management with statewide goals related to infill development, promotion of public health through active transportation, and reduction of greenhouse gas emissions.” When implemented, “traffic congestion shall not be considered a significant impact on the environment” within California Environmental Quality Act (CEQA) transportation analysis.

OPR was charged with developing new guidelines for evaluating transportation impacts under CEQA using methods that no longer focus on measuring automobile delay and level of service (LOS). This change at the state level recognizes the unintended consequences of using LOS as an impact metric, which results in understating potential transportation impacts in greenfield areas and discouraging more sustainable infill projects and active transportation projects. SB 743 directs agencies to develop new guidelines that use a

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transportation performance metric which will help promote: the reduction of greenhouse gas emissions, the development of multimodal networks, and a more sustainable diversity of land uses.

OPR issued proposed updates to the CEQA guidelines in support of these goals in November 2017 and a supporting Technical Advisory in December 2018. The updates establish vehicle miles travelled (VMT) as the primary metric for evaluating a project's environmental impacts on the transportation system. The changes to CEQA guidelines Section 15064.3 to implement SB 743 were certified by the State in December of 2018. In July 2020, the City of Long Beach adopted new Traffic Impact Analysis (TIA) Guidelines which identify VMT as the metric for CEQA transportation analysis.

Consistent with SB 743, the California Court of Appeal held that traffic impacts based on level of service (LOS) cannot be considered a significant impact on the environment under CEQA. In *Citizens for Positive Growth & Preservation v. City of Sacramento* (2019), the court stated that in enacting Public Resources Code section 21099, the legislature directed that traffic analyses prepared to comply with CEQA move away from LOS to encourage infill development and focus CEQA's traffic analysis on potential traffic-related environmental impacts, rather than inconvenience associated with traffic congestion. Section 21099(b)(2) says that automobile delay described solely by LOS is not "a significant impact on the environment pursuant to [CEQA] except in locations specifically identified in the guidelines." As described above, the Secretary of the Natural Resources Agency promulgated and certified CEQA Guidelines Section 15064.3 to implement Public Resources Code section 21099(b)(2) in 2018. Therefore, traffic impacts based on LOS cannot be considered a significant impact on the environment under CEQA.

Department of Transportation

Caltrans, the California Department of Transportation, is charged with planning and maintaining state routes, highways, and freeways. Caltrans is the owner/operator for SR-103 in the study area. Caltrans has developed transportation impact analysis guidelines for use when assessing state facilities, "Guide for the Preparation of Traffic Impact Studies" (2002).

Regional

SCAG RTP/SCS

The Southern California Association of Government's (SCAG) Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) provides a regional transportation plan for six counties in Southern California: Orange, San Bernardino, Riverside, Los Angeles, Ventura, and Imperial. The primary goal of the RTP is to increase mobility options and achieve a more sustainable growth pattern for the region.

On May 7, 2020, SCAG's Regional Council adopted Connect SoCal (2020-2045 RTP/SCS) for federal transportation conformity purposes only. The Regional Council will consider approval of Connect SoCal in its entirety and for all other purposes within 120 days from May 7, 2020. On September 4, 2020, the SCAG's Regional Council formally adopted the plan

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Los Angeles County Metropolitan Transportation Authority

Los Angeles County Metropolitan Transportation Authority (Metro) serves as transportation planner and coordinator, designer, builder, and operator for Los Angeles County. Metro funds improvements to all modes of transportation through several programs, including the Transportation Improvement Program (TIP), the Congestion Management Program (CMP), and Bicycle Transportation Strategic Plan. Metro operates rail and bus transit services throughout Los Angeles County, including the City of Long Beach.

Local

General Plan Mobility Element

The City of Long Beach Mobility Element outlines the vision, goals, policies, and implementation measures required to improve and enhance the City of Long Beach's local and regional transportation system. The vision for the future of City's transportation system includes:

- Flexible, convenient, affordable, and energy-efficient transportation options.
- Mobility practices that maintain and enhance safety while strengthening community, sense of place, urban design, and the natural environment.
- The most efficient and convenient mode of travel for any particular trip.
- Innovation and appropriate transportation technology.
- Professional standards in transportation planning and traffic engineering, with safety as the highest priority.
- Land use planning integrated with a multimodal mobility network, providing people with options to choose various forms of convenient transportation.
- Mobility systems that are planned, maintained, and operated consistent with the principles of complete streets, active living, and sustainable community design.

The mobility element proposes several “bold moves” to realize the City's vision, including those detailed here:

- **Balance the needs of all mobility users.** Goals, policies, and implementation measures would be designed to create a system of complete streets that support and encourage all mobility users, regardless of age or ability, including pedestrians, bicyclists, transit riders, motorists, and truckers. Some streets would be redesigned to create corridors that prioritize walking, bicycling, and/or transit services (that is, “street character change”). On street segments where automobile travel is not emphasized or where intersection or roadway widening is not practical, the City may accept a level of service below its standard of LOS “D” in exchange for pedestrian, bicycle, and/or transit improvements.
- **Implement a context-sensitive and multimodal approach to street planning and design.** In the past, the City of Long Beach has classified streets by their function rather than their context. A context-sensitive

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street classification system categorizes a jurisdiction's streets by both function and community context, taking into account all road users and the character of adjacent properties and buildings. This approach will help create a more balanced mobility system; give people more transportation choices; and help integrate mobility, land use, and urban design for better "placemaking."

- **Increase the efficiency of the roadway and highway system through innovative facilities and programs.** Long Beach is a nearly built-out city with a developed mobility network. As the population grows, there will be limited opportunities to acquire additional right-of-way for vehicular traffic. Instead, future improvements will be aimed at making the mobility network more efficient by encouraging other modes of transportation and by using innovation and technology to improve the flow of traffic along corridors.
- **Provide multimodal connectivity to create a seamless mobility system.** The City's goal is a seamless link between all modes of transportation so that trips are not disrupted by system delays, burdensome ticketing procedures, unreasonable waiting times, and extended loading and unloading periods.
- **Support active transportation and active living.** Active transportation uses the energy of the human body to get from place to place—such as walking, bicycling, roller skating, and skateboarding. By making active transportation a viable option for everyday travel, the City of Long Beach can help alleviate roadway congestion, reduce greenhouse gas emissions, improve physical health and wellness, and reduce obesity rates.

The Mobility Element's Mobility Plan outlines goals, strategies, and policies to achieve the Element's vision. The Mobility Plan is structured into three sections that focus on the mobility of people, goods, and resources.

Long Beach Bicycle Master Plan

The City's Bicycle Master Plan was adopted in February 2017 as a citywide planning document aimed at increasing ease, comfort, and safety of bicycling for all destinations as part of daily life, such as work, public transit, errands, school, travel, and recreation. The Bicycle Master Plan aims to make Long Beach the most bicycle-friendly city in the United States. The City aims to increase bicycle trips to:

- 10 percent of all trips in 10 years
- 20 percent of all trips in 20 years
- 30 percent of all trips in 30 years

The larger goal is to have fewer than 50 percent of trips made by solo drivers by 2040. The Bicycle Master Plan expands upon the City's General Plan Mobility Element by providing further details on bicycle planning and design.

CX3 Pedestrian Plan

The CX3 Pedestrian Plan is a technical appendix to the Mobility Element and provides a framework for encouraging physical activity by active transportation in 10 neighborhoods in Long Beach, including the Plan

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Area. The intention of the CX3 Pedestrian Plan is twofold: (1) Assess existing conditions of the CX3 areas and identify paths for improving the pedestrian environment, and (2) Lay out a framework of tools, project types, policies, and programs for improving the CX3 neighborhoods.

Long Beach Municipal Code

The City's municipal code includes regulations related to pedestrian, bicycle, and vehicular mobility:

- Chapter 10.08 (Traffic Control Devices)
- Chapter 10.58 (Pedestrians)
- Chapter 10.48 (Bicycles)

Terminal Island Freeway – Green TI Plan

The City developed and adopted the Green TI Plan in 2015, a plan for transforming the Terminal Island Freeway (or SR-103), which abuts the western Plan Area boundary (see Figure 3-3, *Aerial Photograph*), into a local-serving road with an associated greenbelt. The Green TI Plan calls for decommissioning the freeway to a local-serving road, which includes increasing open space and buffering the Plan Area and other developments along the freeway from air, noise, light, and visual pollution.

City of Long Beach Traffic Impact Analysis Guidelines

The City of Long Beach Traffic Impact Analysis (TIA) Guidelines establish procedures to ensure consistency of analysis and the adequacy of information presented regarding the proposed development project. The TIA guidelines were recently updated and approved by Planning Commission on June 4, 2020. The updated TIA includes the significance criteria, thresholds of significance, screening criteria, and methodologies related to VMT for analysis in CEQA transportation studies in the City. With implementation of the SB 743 guidelines, the LOS analysis requirements will not affect the CEQA transportation impacts analysis and will be fully separate from CEQA except where deemed necessary to determine whether a proposed project would result in hazards due to geometric design features or inadequate emergency access.

5.14.1.2 EXISTING CONDITIONS

Study Area

The Plan Area is within the Westside area of the City of Long Beach. The Plan Area is bound by SR-103 (Terminal Island (TI) Freeway) to the west, Cabrillo High School to the north and east, and warehousing industrial uses and 20th Street to the south. Further to the south is SR-1 (Pacific Coast Highway (PCH)), which provides primary access to the Plan Area from San Gabriel Avenue, Technology Place, and 20th Street. No vehicular access is provided to Cabrillo High School to the north or east, but students who live in Plan Area are allowed to walk directly into Cabrillo High School via a pedestrian gate without needing to walk down to PCH.

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Existing Street System

Major roadways serving the study area include PCH in the east/west direction and Santa Fe Avenue in the north/south direction. I-710 (the Long Beach Freeway) lies 0.75 mile to the east of the Plan Area. This freeway provides regional access to and from the study area and Downtown Long Beach to the south and the San Gabriel Valley to the north. I-405 (the San Diego Freeway) lies approximately 2.25 miles to the north of the Plan Area. This freeway also provides regional access to and from the study area and the South Bay region to the northwest and Orange County to the southeast. Lastly, SR-103 lies just west of the site. This short freeway provides local access to and from the study area and the Los Angeles/Long Beach port complex to the south and Willow Street to the north.

The characteristics of the major roadways serving the study area are described below. The street descriptions include the designation of the roadway under the Mobility Element, An Element of the General Plan adopted by the Long Beach City Council in October 2013. The Mobility Element states the City's street standards to create a better balance between traffic flow and other important street functions including transit routes and stops, pedestrian environments, bicycle routes, building design and site access. The roadways in the study area are defined as follows in the Mobility Element.

- **Freeways** – High-volume, high-speed roadways with limited access provided by interchanges that carry regional traffic through and do not provide local access to adjacent land uses.
- **Regional Corridor** – Design for intraregional and intercommunity mobility, these corridors emphasize traffic movement and include signalized pedestrian crossings. The adjacent land uses should provide continuous mixed-use and commercial land uses with adequate off-street parking to minimize dependency on on-street parking.
- **Boulevard** – Characterized by a long-distance, medium-speed corridor that traverses an urbanized area, boulevards consist of four or fewer vehicle travel lanes, a balanced multimodal function, landscaped medians, on-street parking, narrower travel lanes, more intensive land use oriented to the street, and wide sidewalks. Buildings uniformly line the edges.
- **Major Avenue** – A major avenue serves as the major route for the movement of traffic within the City as well as a connector to neighboring cities. Most traffic using a major avenue will end the trip within the City (as opposed to through-traffic). As such, design treatment and traffic operation should give preference to this type of traffic. Long corridors with typically four or more lanes, avenues may be high-transit ridership corridors. Goods movement is typically limited to local routes and deliveries.
- **Minor Avenue** – A minor avenue provides for the movement of traffic to neighborhood activity centers and serves as a route between neighborhoods. Avenues serve as a primary bicycle route and may serve local transit routes as well.
- **Neighborhood Connector** – A neighborhood connector street serves trips generated in surrounding or adjacent neighborhoods and should discourage through-trips that do not end within the neighborhood. Goods movement is restricted to local deliveries only.

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- **Local Street** – Local streets primarily provide access to individual residential parcels. The streets are generally two lanes with on-street parking, tree planting strips, and sidewalks. Traffic on a local street should have a trip end on that street, or on a connecting local street, or to a connector.

Regional and Local Access

Listed below are the primary freeways and streets that provide regional and local access to the study area.

Freeways and Local Streets

- **I-710 (the Long Beach Freeway)** runs in the north/south direction, extending from Alhambra to Long Beach. At PCH, I-710 provides three lanes in each direction. I-710 is approximately 0.75 miles to the east of the Plan Area. Access to the Specific Plan's study area is provided by ramps at PCH.
- **I-405 (the San Diego Freeway)** runs in the northwest/southeast direction, extending from the Westside of Los Angeles County to Orange County. At Santa Fe Avenue, I-405 provides five lanes in each direction. I-405 is approximately 2.3 miles to the north of the Plan Area. Interchanges providing access to the Specific Plan's study area include Santa Fe Avenue and Alameda Street.
- **SR-103 (the Terminal Island (TI) Freeway)** is a short freeway stub that runs in the north/south direction, extending from the Ports of Los Angeles and Long Beach to Willow Street. At PCH, SR-103 provides two lanes in each direction. SR-103 is adjacent to the west of the Plan Area. North of PCH, SR-103 is under City of Long Beach jurisdiction and is designated as a Boulevard. Access to the Plan Area is provided by an interchange serving PCH and the Specific Plan driveway intersection at SR-103 northbound Ramps/20th Street and San Gabriel Avenue.
- **Pacific Coast Highway (PCH)** is designated as a Regional Corridor located south of the Plan Area and has two to three lanes in each direction. Parking is generally permitted on both sides of the street. Left-turn pockets are present at all intersections in the study area via a two-way left-turn lane (TWLTL).
- **20th Street** is designated as a private Local Street located adjacent to the Plan Area to the south and has one lane in each direction. Parking is not permitted on both sides of the street.
- **Technology Place** is designated as a private Local Street located south of the Plan Area and has one lane in each direction. Parking is not permitted on both sides of the street. Technology Place also runs north/south and provides access from 20th Street to PCH.
- **Willow Street** is designated as a Boulevard located north of the Plan Area and has two lanes in each direction. Parking is generally permitted on both sides of the street. Left-turn pockets are present at all intersections in the study area via a landscaped median.
- **Williams Street** is an internal local street within the Plan Area and has one lane in each direction. Parking is permitted on both sides of the street.

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North-South Streets

- **San Gabriel Avenue** is designated as a Local Street located on the western edge of the Plan Area and has one lane in each direction. Parking is not permitted on both sides of the street outside the Plan Area. San Gabriel Avenue continues into the Plan Area via its main entry driveway gate, and parking is permitted on both sides of the street.
- **River Avenue** is an internal local street within the Plan Area and has one lane in each direction. Parking is generally permitted on both sides of the street. River Avenue turns into Technology Place at the exit only driveway of the Plan Area.
- **Santa Fe Avenue** is designated as a Major Avenue located east of the Plan Area and has two lanes in each direction. Parking is permitted on both sides of the street. Left-turn pockets are present at all intersections in the study area via a landscaped median.
- **Judson Avenue** is designated as a Local Street located south of the Plan Area and has one lane in each direction. Parking is permitted on both sides of the street.
- **Harbor Avenue** is designated as a Neighborhood Connector located east of the Plan Area and has one lane in each direction. Parking is permitted on both sides of the street.
- **Magnolia Avenue** is designated as a Minor Avenue south of PCH and a Neighborhood Connector north of PCH. It has one lane in each direction and parking is permitted on both sides of the street. Left-turn pockets are present at all intersections in the study area.
- **Alameda Street (SR-47)** is located within the City of Los Angeles and City of Carson. It is designated as a Boulevard II in Los Angeles and a Major Highway in Carson. Alameda Street is located west of the Plan Area on the east and has three lanes in each direction. Parking is not permitted on both sides of the street.

Public Transit Service

The Plan Area is served by a number of public transit lines, and contains the West Long Beach Transit Center, or CVC Transit Center. Figure 2 of the Specific Plan's Transportation Impact Study (TIS; see Appendix J) shows the various transit routes providing service in the study area. The Plan Area currently has a bus stop at the Williams Street and River Avenue intersections. This bus stop serves the terminus of Long Beach Transit Lines 171, 175, and 176. PCH is also served by the aforementioned routes and Torrance Transit Route 3. Torrance Transit Route R3 provides parallel rapid bus service on PCH with a stop further from the Plan Area. Santa Fe Avenue is served by Long Beach Transit Routes 191 and 192 (see Figure 3-9, *Local and Regional Transit Service*). Detailed transit service information is provided in Table 1 of the TIS.

The CVC Transit Center, developed as part of Plan Area's Anchor Place development began service in 2018. As a part of the transit center development, two existing Long Beach Transit bus routes (Long Beach Transit 171 and 176) were rerouted into the Plan Area where they begin and end their respective routes at the CVC Transit Center. The CVC Transit Center is centrally located in the Plan Area at the southwest corner of Williams Street and River Avenue (see Figure 3-9, *Local and Regional Transit Service*). The CVC Transit Center has real time

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bus location information so that residents can better plan their trips. The CVC Transit Center also includes seating, shelter, secured bike parking, restrooms, and tranSMART. The CVC Transit Center provides space for up to three buses.

Bicycle and Pedestrian Facilities

Figure 3 of the TIS shows citywide existing and planned designated bicycle facilities in the Plan Area. Currently there are few existing bicycle facilities within 0.5-mile of the Plan Area. Pacific Coast Highway is a designated bicycle route and Santa Fe Avenue, Hill Street, and Harbor Avenue are proposed bike routes.

Pedestrian sidewalks and curb ramps are present in the Specific Plan's study area, which connect the Plan Area to PCH and other destinations. However, sidewalks are not present on San Gabriel Avenue, PCH west of Technology Place/Judson Avenue, and the north side of 20th Street adjacent to the Plan Area. A full sidewalk network is existing within the Plan Area. Because the Plan Area has controlled access, pedestrian entry/exit is limited to gates at both driveway intersections. Additional pedestrian access is provided to Cabrillo High School during school hours only for students who live at Century Villages at Cabrillo.

5.14.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- T-1 Conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities.
- T-2 Conflict or be inconsistent with CEQA Guidelines § 15064.3, subdivision (b).
- T-3 Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment).
- T-4 Result in inadequate emergency access.

The Initial Study, included as Appendix A, substantiates that impacts associated with the following thresholds would be less than significant:

- Threshold T-3
- Threshold T-4

These impacts will not be addressed in the following analysis.

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5.14.3 Environmental Impacts

5.14.3.1 METHODOLOGY

Level of Service

According to the City of Long Beach adopted new TIA Guidelines, LOS will still be reported for non-CEQA purposes. The LOS analysis of the TIS was prepared in accordance with the Methodologies and Assumptions Memorandum, which was approved by the City of Long Beach in February 2020. The LOS analysis is not included in this transportation section but is fully analyzed in the TIS (Appendix J of this DEIR).

VMT Analysis

The City of Long Beach and OPR Technical Advisory describes the four components of a VMT analysis necessary to comply with the new CEQA guidelines:

1. **VMT Screening and Qualitative Review:** The first step is to determine when a VMT analysis is required. Long Beach and OPR recommends that projects can be screened from a VMT analysis based on their size, location, and/or accessibility to transit.
2. **VMT Analysis Methodology:** If a project is not screened out from requiring a VMT analysis, the City can use the regional travel demand model to estimate a project's VMT. City of Long Beach's TIA Guidelines states that VMT be reported as "Home-Based VMT" per capita for residential projects and "Home-Based Work VMT" per employee for the employees of a project site. Home-Based VMT includes all vehicle roundtrips originating from the residence of the trip-maker. Home-Based Work VMT includes only vehicle roundtrips between the residence of the trip-maker and their place of work.
3. **VMT Impact Thresholds:** The City has discretion to develop and adopt its own VMT thresholds, or rely on thresholds recommended by other agencies, provided the decision of the lead agency to adopt such thresholds is supported by substantial evidence. Long Beach states that projects with VMT exceeding 15 percent below existing VMT per capita or per employee when compared to the LA Countywide average of these metrics may indicate project impacts.
4. **VMT Mitigation:** The types of mitigation that affect VMT are those that reduce the number of single-occupant vehicles generated by a project. Mitigation can be accomplished by altering the proposed land uses or by implementing transportation demand management (TDM) measures.

5.14.3.2 IMPACT ANALYSIS

The following impact analysis addresses thresholds of significance for which the Initial Study (Appendix A) disclosed potentially significant impacts. The applicable thresholds are identified in brackets after the impact statement.

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Impact 5.14-1: Development pursuant to the Specific Plan would not conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities [Threshold T-1]

Impact Analysis: This section discusses the Specific Plan’s consistency with the Long Beach General Plan Mobility Element, Long Beach Bicycle Master Plan, CX3 Pedestrian Plan, the Municipal Code, and Green TI Plan.

General Plan Mobility Element

The Specific Plan includes the development of a multi-modal transportation system that encourages active forms of transportation and public transit while providing adequate accommodations for vehicles. This supports the Mobility Element’s goal of establishing an efficient, balanced, multi-modal transportation network. The Specific Plan would support the Mobility Element’s strategies that focus on complete streets, reconfiguring streets to emphasize their modal priorities, and reducing the environmental impacts of the transportation system.

For example, the Specific Plan would be consistent with and support the following policies:

- Policy 1-9: Increase mode shift of transit, pedestrians, and bicycles;
- Policy 2-1: Design streets to have a specific role and identity that contributes to the neighborhood’s character, while supporting specific functional requirements;
- Policy 2-11: Consider every street in Long Beach as a street that bicyclists and pedestrians will use.
- Policy 2-13: Continue to use innovative designs to expand and enhance the bikeway network and increase public safety

The Specific Plan includes a multimodal mobility plan and roadway network, which would connect to existing mobility facilities on- and off-site. The mobility plan under the Specific Plan emphasizes bicycling and walking as the primary modes of transportation, supports public transit use, and improves vehicular and non-vehicular mobility throughout the Plan Area. Automobile movement will become more efficient while transitioning to be secondary to the active transportation network. This would be accomplished through a system of three Specific Plan street classifications: Gateway Street; Neighborhood Street; and Wellness Trail. These street classification systems are similar to the classifications defined in the City’s Mobility Element that is based on a context-sensitive street classification system categorizing streets into a hierarchy based on function and community context. The City’s street classification system is discussed in detail in Section 5.14.1.2. Williams Street would be the only Gateway Street and would serve as the primary entrance to the Plan Area. In addition to Williams Street, vehicle access would be allowed on Neighborhood Streets. The Wellness Trail would only allow active transportation and serve as an emergency vehicle access. Therefore, general vehicle circulation within the Plan Area would be limited to the Gateway and Neighborhood Streets. In addition to vehicle access, these street types would include sidewalks and parkways to support active transportation. The wellness trails will provide a safe, separate active transportation network with limited vehicular interruptions. New dedicated

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bicycle facilities, wider walkways and separate trails will improve safety and accessibility. Refer to Figure 3-7, *Street Classification Plan*, which shows the Plan Area's street classifications, and Figure 3-8, *Neighborhood Connections*, which shows the Plan Area's nonvehicular network. Landscaping and bicycle and pedestrian amenities (such as bike racks) would further support complete streets and active transportation on site.

Two existing Long Beach Transit bus routes have a stop at the CVC Transit Center within the Plan Area (see Figure 3-9, *Local and Regional Transit Service*). The bus routes extend into the community, reaching the Veterans Hospital, Long Beach State University, and regional shopping centers. Additional bus routes operate near the Plan Area as described under Section 5.14.1.2. The Specific Plan's circulation system would provide convenient access to the CVC Transit Center, which encourages public transit use. As shown in Figure 3.8 and Figure 3.9, the Specific Plan would continue to provide pedestrian, bicycle, public transportation, and vehicle access to the surrounding community. A vanpool program will further expand and diversify transit service.

Further, the Specific Plan would be consistent with Policy 2-2, "Design the character and scale of the street to support its street type and place-type designation and overlay networks (for example, create a bike boulevard or bicycle-friendly retail district, transit street, or green street)" and Policy 2-7, "Treat streets as an important part of the public open space system, and integral part of the City's urban forest." The Specific Plan's street system and transit opportunities described above and building design and siting (described in Section 5.1, *Aesthetics*) would encourage a pedestrian-scale environment that would support streets as part of public open space. The Specific Plan includes measures to increase the Plan Area's tree canopy and provides landscaping along parkways and streets, providing a safe and inviting pedestrian network.

The Specific Plan would reduce environmental impacts of the Plan Area's transportation network by encouraging active transportation, providing a walkable neighborhood with linkages to public transit and the surrounding community, and by promoting carsharing and carpools. The Specific Plan would support Policy 5-2, which states "Reduce vehicle miles traveled (VMT) and vehicle trips through the use of alternative modes of transportation and TDM." The Specific Plan includes a Transportation Demand Management program that would promote alternative and shared modes of transportation and reduce the dependence of vehicles. For example, employers within the Plan Area will be encouraged to arrange flexible work programs in order to mitigate traffic during peak rush hours, as well as reduce parking demand. The Specific Plan will also offer transportation in case of emergency situations for these commuters via the Guaranteed Ride Home program, in collaboration with Metro. Transit passes will be provided free or at reduced-price to residents and employees. Accommodations for shared-use or short-term rental vehicles will be made in central locations, providing residents the flexibility of using an automobile without the obligation of owning a private vehicle. Partnerships with local businesses and community organizations can further support the transit service by providing shuttles. Vanpools can also be explored for employees and trips including groups of residents. The Specific Plan would provide carpool/shared-use vehicle parking for each non-residential and mixed-use building on site. Parking facilities would be established as part of each development under the Specific Plan. Parking would be provided in parking podiums and street parking. As such, the Specific Plan would be consistent and support the Mobility Element.

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Long Beach Bicycle Master Plan

The Specific Plan would be consistent with the Bicycle Master Plan. This also supports Mobility Element Policy 2-15, “Ensure that all new development is consistent with the applicable provisions of the Bicycle Master Plan.” The buildout under the Specific Plan would provide a comprehensive network of Wellness Trails that would generally be reserved for active forms of transportation, including bicycling (as described above). The Wellness Trails would connect residential and non-residential uses to public transportation facilities onsite and with the wider community (see Figure 3-8, *Neighborhood Connections*). The Wellness Trails encourage pedestrian and bicycle safety as it would limit vehicle use of these trails to emergency vehicles only. The Specific Plan would also support bicycling by providing bicycle facilities (such as bike racks) and require secured bicycle parking. Given the Specific Plan’s increased connectivity, residents would be able to bike between different uses onsite. Refer to Section 5.9, *Land Use and Planning*, for an additional discussion of the Specific Plan’s consistency with the Long Beach Bicycle Master Plan.

CX3 Pedestrian Plan

The CX3 Pedestrian Plan is a technical appendix to the Mobility Element, which provides a framework for encouraging physical activity by active transportation in 10 neighborhoods in Long Beach, including the Plan Area. The CX3 Pedestrian Plan provides a Pedestrian Toolkit with design strategies for pedestrian mobility, such as sidewalks, lighting, driveways, landscaping, trees, street furniture and on-street parking, intersections, and crosswalks (among others). The Specific Plan contains various pedestrian network enhancements that would encourage pedestrian activities and increase safety (as described above and with Chapter 5.1, *Aesthetics*). Pedestrian network enhancements would occur within and around the edge of the Plan Area to encourage more physical activity by active transportation. The Specific Plan would increase the number of pedestrian connections to areas outside the Plan Area. The Specific Plan would add new sidewalks and street trees within the Plan Area and along the perimeter as well as improved street and pedestrian lighting that aim to enhance connectivity to the existing pedestrian network. Pedestrian facilities would comply with ADA regulations and support universal access. The Specific Plan does not propose to narrow sidewalks or remove streetscape amenities or features. The locations of driveways are intended to minimize disruptions to the pedestrian right-of-way. The Specific Plan will provide short-term and long-term bicycle parking in accordance with LBMC requirements. The Specific Plan would contribute to the overall walkability of the City.

Terminal Island Freeway – Green TI Plan

The Green Terminal Island (TI) Plan would transform the Terminal Island Freeway into a local serving road with an associated greenbelt. While the Green TI Plan is an adopted plan, it still needs considerably more analysis and engagement with stakeholders in the adjacent cities of Los Angeles and Carson for implementation. As the Terminal Island Freeway right-of-way north of the Pacific Coast Highway interchange is owned by the City of Long Beach, negotiations and coordination of this future connection will take place between the Villages at Cabrillo and multiple departments within the City.

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Conclusion

As substantiated above, the Specific Plan would not conflict with the City's General Plan Mobility Element, Long Beach Bicycle Master Plan, CX3 Pedestrian Plan, and Green TI Plan. Therefore, the Specific Plan would result in a less than significant impact.

Impact 5.14-2: Development pursuant to the Specific Plan would not conflict or be inconsistent with CEQA Guidelines § 15064.3, subdivision (b) [Threshold T-2]

Impact Analysis: VMT is heavily dependent on the land uses and location of a project. For example, a development site located in an urban area will typically have lower VMT because people have more options to walk, bike, take transit, or drive shorter distances to nearby destinations in comparison to a suburban or rural environment where most people drive longer distances for their everyday work and household needs. Therefore, the City of Long Beach has provided guidance in the TIA Guidelines related to several screening thresholds for projects that would generate low VMT as described below.

Project Type Screening

Projects that generate less than 500 daily trips may be screened from conducting a VMT analysis as they may be presumed to have a less than significant impact. Local serving retail uses less than 50,000 square feet per store may also be presumed to have a less than significant VMT impact absent substantial evidence to the contrary. This is because local serving retail generally improves the convenience of shopping close to home and has the effect of reducing vehicle travel. All the Specific Plan's retail uses are less than 50,000 square feet, and the total retail area proposed under the buildout of the Specific Plan (i.e., remaining and proposed retail) is 22,850 sf. Therefore, the retail component of the Specific Plan is identified as local serving and screened from VMT analysis. In addition, the retail component of the Specific Plan is serving the residential population of the Plan Area and is not expected to generate customer trips from outside the Plan Area.

Projects that contain a high level of affordable housing may also be screened from conducting a VMT analysis. According to CEQA Guidelines Section 15064.3, subdivision (b), residential projects (or the residential portion of mixed-use projects) with 100 percent affordable dwelling units will be presumed to have a less than significant transportation impact. Because the Specific Plan proposes 100 percent affordable housing, the residential component of the Specific Plan is screened (exempt) from VMT analysis.

Transit Priority Area Screening

Projects located within Transit Priority Areas (TPAs) or High-Quality Transit Areas (HQTAs) as determined by the most recent SCAG Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) may also be exempt from VMT analysis as they are presumed to result in less than significant impacts. TPAs are defined by Public Resources Code Section 21099 as a 0.5-mile radius around an existing or planned major transit stop or an existing stop along a high-quality transit corridor (HQTC). Major transit stops are defined by Public Resources Code Section 21064.3 as an existing rail or bus rapid transit station, a ferry terminal served by either a bus or rail transit service, or the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods.

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Based on OPR guidance, projects located within a TPA may be presumed to have a less than significant impact absent substantial evidence to the contrary. However, this presumption may not be appropriate if the project:

- Has a Floor Area Ratio (FAR) of less than 0.75
- Includes more parking for use by residents, customers, or employees than required by the City (unless additional parking is being provided for design feasibility, such as completing the floor of a subterranean or structured parking facility, or if additional parking is located within the project site to serve adjacent uses)
- Is inconsistent with the applicable SCS (as determined by the City)
- Replaces affordable residential units with a smaller number of moderate- or high-income residential units

The closest Major Transit Stop to the Plan Area is the intersection of the Long Beach Transit (LBT) bus routes 171/175 and 191/192. The Specific Plan currently contains an onsite bus stop which serves as the terminus for LBT bus routes 171/175 and the Specific Plan is within 0.5-mile of the 191/192 bus stops on Santa Fe Avenue. According to Figure 4 in the TIA Guidelines, the entirety of CVC is in a TPA (see also Figure 4-1, *Long Beach Transit Priority Areas*). In addition, the Specific Plan buildout has a FAR over 0.75 and is not proposed to provide more parking than is required. The CVC Specific Plan will result in a net increase of over 500 affordable units, and by locating multifamily housing in a transit-rich area the Project is consistent with the goals of the SCAG RTP/SCS. Refer to Section 5.9, *Land Use and Planning*, for an additional discussion of the Specific Plan's consistency with SCAG's RTP/SCS. According to the Specific Plan, transportation demand management (TDM) measures would be put in place to further reduce parking demand and VMT, such as employee flexible work programs, subsidized transit passes, and carpool/carshare programs. Therefore, the Specific Plan is screened from VMT analysis.

Low VMT Area Screening

Residential and office projects located within a low VMT generating area and have similar characteristics to the surrounding development (such as density or mix of uses) may be presumed to have a less than significant impact absent substantial evidence to the contrary.

The SCAG Regional Travel Demand Model, which includes Los Angeles County and the City of Long Beach, is the most appropriate model to use for VMT forecasting within the City of Long Beach. The TIS used the SCAG model to measure the VMT performance for the Specific Plan's traffic analysis zone (TAZ) during Base Year 2016 conditions. TAZs are geographic polygons similar to Census block groups used to represent areas of homogenous travel behavior. The VMT metrics for the Specific Plan's TAZ are discussed in further detail below as part of the screening for residential and office land uses.

Low VMT areas for residential projects are defined as TAZs that generate VMT on a per capita basis that is at least 15 percent lower than the Los Angeles Countywide average. Low VMT areas for office projects are defined as TAZs that generate VMT on a per employee basis that is at least 15 percent lower than the countywide average. According to the Long Beach TIA Guidelines, the average Home-Based VMT per capita and Home-

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Based Work VMT per employee for the Specific Plan's TAZ are greater than 115 percent and within 85-115 percent of the Los Angeles Countywide average, respectively. The Specific Plan's TAZ also covers larger industrial buildings between San Gabriel Avenue and Technology Place to the south of the Plan Area, Hudson Elementary School, Cabrillo High School's athletic fields; and maintenance/facilities yards for Long Beach Unified School District. The Specific Plan's TAZ does not qualify as a Low VMT area.

Conclusion

Based on the screening criteria recommended by the City of Long Beach, all components of the Specific Plan are of the type that are presumed to be less than significant given the nature of the use. Therefore, the Specific Plan would have a less than significant VMT impact due to its location within a transit priority area and the Specific Plan being a 100 percent affordable housing project with neighborhood-serving retail less than 50,000 sf in area. Nevertheless, the Specific Plan proposes transportation demand management measures as a project design feature.

5.14.4 Cumulative Impacts

As substantiated above, the Specific Plan would comply with applicable plans, ordinances, and policies that guide mobility. Similar to the Specific Plan, each related project would be expected to show its consistency with existing programs, plans, ordinances, and policies that address the City's circulation system (such as the City's Mobility Element, Long Beach Bicycle Master Plan, CX3 Pedestrian Plan, and Green TI Plan).

The nearest related project to the Plan Area is CVC Phase VI. CVC Phase VI is a separate project from the Specific Plan, to be completed before the Specific Plan is built out. No significant cumulative impacts are anticipated to which both the Specific Plan and the related projects would contribute in regard to City transportation policies or standards adopted to protect the environment and support multimodal transportation options. Therefore, the Specific Plan would not contribute to a cumulative impact.

As discussed under Impact 5.14-2, the Specific Plan is exempt from VMT analysis as it is the type of project presumed to have less than significant impacts due to the nature of its use. Similar to the Specific Plan, each related project would be required to follow the City's TIA Guidelines and OPR's Technical Advisory to determine if a VMT analysis is required. If a VMT analysis is required, the related project would be required to follow the City's TIA Guidelines and OPR's Technical Advisory to analyze the project's VMT. As discussed above, the Specific Plan is exempt from the VMT analysis, and therefore, would not contribute to a cumulative impact.

5.14.5 Level of Significance Before Mitigation

Upon implementation of regulatory requirements, the following impacts would be less than significant: 5.14-1 and 5.14-2.

5.14.6 Mitigation Measures

No mitigation measures are required.

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5.14.7 Level of Significance After Mitigation

Implementation of the Specific Plan would result in less than significant transportation impacts, and no mitigation measures are required.

5.14.8 References

Fehr & Peers. 2020, July. Century Villages at Cabrillo Specific Plan Draft Transportation Impact Study.

Long Beach, City of. 2017a, February. Bicycle Master Plan.

<http://www.longbeach.gov/lbds/planning/advance/general-plan/mobility/bicycle/>

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http://www.longbeach.gov/globalassets/lbds/media-library/documents/orphans/green-ti/160310_final_green_ti_reduced_size-a

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