Section 3.11
Transportation and Circulation

This section discusses potential transportation impacts of the Project and identifies mitigation for significant impacts where feasible. The study area for transportation consists of Pebble Beach and areas outside Pebble Beach that could experience traffic impacts associated with the Project. The existing roadway network, Pebble Beach gates, and study area intersections are shown in **Figure 3.11-1**.

This section is based in part on a transportation analysis conducted by Fehr & Peers (**Appendix C**) to evaluate the transportation impacts of the Project. An independent third-party review of Fehr & Peers' analysis was also conducted by ICF and Monterey County. Some of the tables and figures provided in this section are from the Fehr & Peers report, with some modifications for presentation purposes.

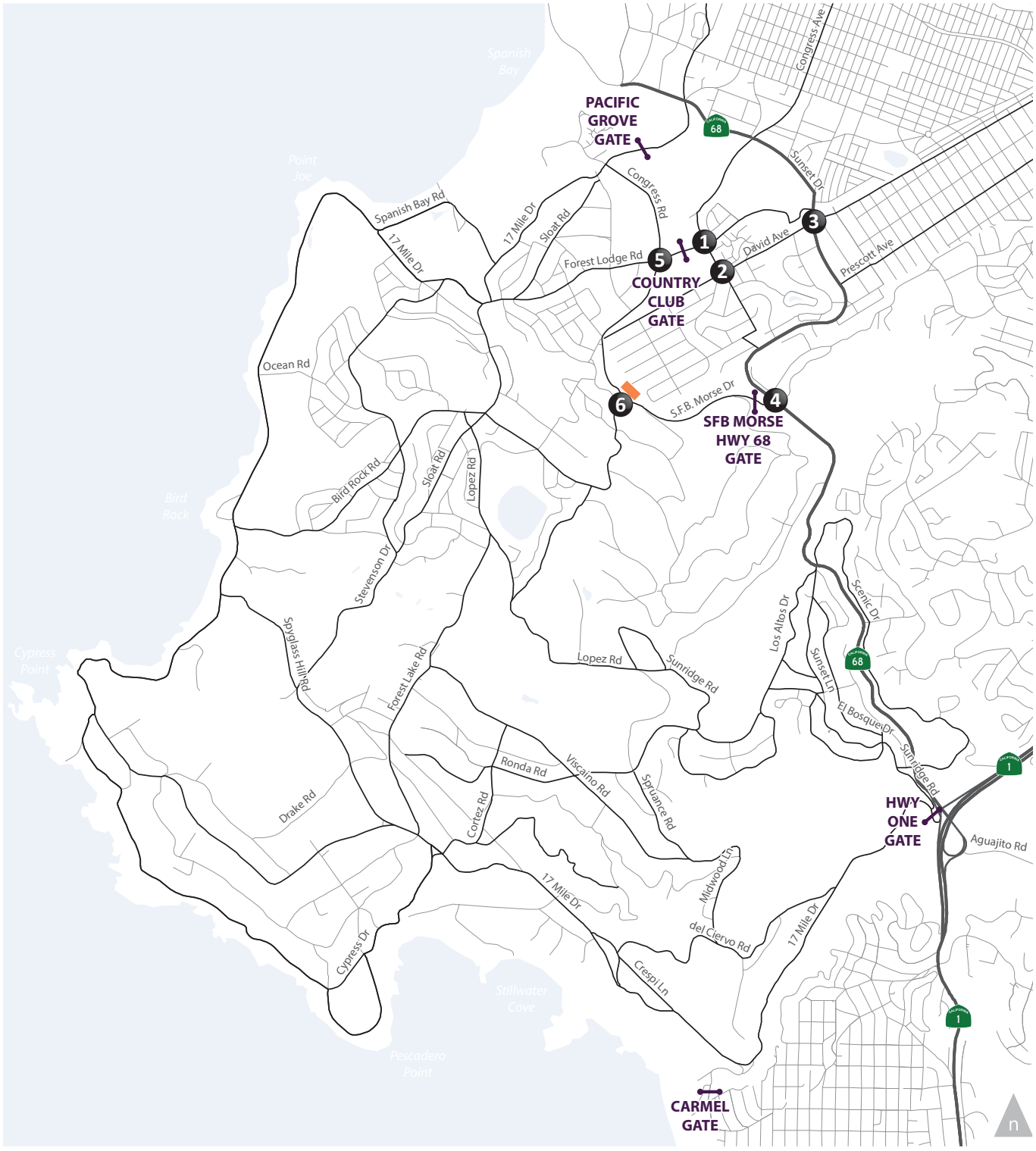
The section begins with a presentation of the regulatory setting associated with transportation, followed by a description of existing transportation conditions in the study area in both regional and site-specific contexts. The impact analysis includes a description of the methods used to determine the impacts of the Project and the thresholds used to conclude whether an impact would be significant. Measures to mitigate (i.e., avoid, minimize, rectify, reduce, eliminate, or compensate for) significant impacts accompany impact discussions.

Table 3.11-1 provides a summary of Project impacts on transportation, mitigation measures, and the significance conclusion.

Table 3.11-1. Summary of Impacts on Transportation

Impact	Significance Before Mitigation	Mitigation	Significance After Mitigation
A. Traffic during Project Construction			
TRA-A1. Construction traffic would result in short-term increases in traffic volumes that would affect level of service and intersection operations.	Significant	TRA-A1. Develop and implement a construction traffic control plan.	Significant and Unavoidable
TRA-A1(C). Construction traffic combined with cumulative traffic would result in short-term increases in traffic volumes that would affect level of service and intersection operations, contributing to a significant and unavoidable impact, thus a considerable contribution.	Considerable	TRA-A1	Considerable and Unavoidable
B. Pebble Beach Gates			
TRA-B1. The Project would result in a minor increase in traffic at the Pebble Beach gates in the near term.	Less than Significant	None required	--
TRA-B1(C). The Project would result in a minor increase in traffic at the Pebble Beach gates in the cumulative condition	Less than Considerable	None required	--

Impact	Significance Before Mitigation	Mitigation	Significance After Mitigation
C. Impacts on Roadway Intersections			
TRA-C1. The Project would add traffic to certain far intersections and highway segments that would worsen existing unacceptable levels of service.	Significant	TRA-C1. Pay fair-share contribution based on an improvement at SR 68/Skyline Forest Drive, but County to redirect fair-share amount to higher-probability roadway improvements affected by the project's traffic contribution TRA-C2. Pay fair-share traffic impact fee through TAMC's Regional Development Impact Fee Program	Significant and Unavoidable
TRA-C2. The project would add traffic to regional highway sections that are projected to operate at unacceptable levels of service.	Significant	TRA-C2	Significant and Unavoidable
TRA-C1(C). The Project would not contribute considerably to significant cumulative traffic impacts for the near intersections.	Less than Considerable	None required	--
TRA-C2(C). The Project would considerably contribute to significant cumulative traffic impacts for far intersections.	Considerable	TRA-C1, TRA-C2. TRA-C3(C). Pay fair-share contribution based on an improvement at Sunset Drive/Congress Avenue, but County to redirect fair-share amount to higher-probability roadway improvements affected by the project's traffic contribution. TRA-C4(C). Pay fair-share contribution based on an improvement at SR68/Aguajito Road but County to redirect fair-share amount to higher-probability roadway improvements affected by the project's traffic contribution.	Considerable and Unavoidable
TRA-C3(C). The Project would considerably contribute to significant cumulative traffic impacts for Highway Segments.	Considerable	TRA-C2 TRA-C5(C). Pay fair-share contribution based on an improvement to the SR 1 northbound merge at SR 68 (west) but County to redirect fair-share amount to higher-probability roadway improvements affected by the project's traffic contribution	Considerable and Unavoidable



LEGEND

(#) Study Intersection

Project Site

Source: Fehr & Peers 2014.

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Figure 3.11-1
Study Intersections in Pebble Beach and Surrounding Vicinity

Impact	Significance Before Mitigation	Mitigation	Significance After Mitigation
D. Access and Circulation			
TRA-D1. The Project would not create new roadways that do not meet the design criteria established in the Del Monte Forest Transportation Policy Agreement, substantially increase hazards because of roadway design or internal circulation patterns, or result in inadequate emergency access.	Less than Significant	None required	--
TRA-D2. The Project would add more pedestrians to the Project site and vicinity increasing pedestrian circulation and roadway hazards.	Significant	TRA-D2. Extend decomposed granite walkway southward along SFB Morse Drive.	Less than Significant
TRA-D1(C). The project would not create new roadways that do not meet the design criteria established in the Del Monte Forest Transportation Policy Agreement, substantially increase hazards because of roadway design or internal circulation patterns, or result in inadequate emergency access but no other projects would contribute to this impact.	No cumulative impact	None required	--
E. Parking			
TRA-E1. Project land uses would create a need for additional parking.	Less than Significant	None required	--
TRA-E1(C). Project land uses would create a need for additional parking but no other projects would contribute to parking demand at the same location as the project.	No cumulative impact	None required	--
F. Transit and Alternative Transportation			
TRA-F1. The Project would not conflict with adopted policies, plans, or programs supporting alternative transportation.	Less than Significant	None required	--
TRA-F1(C). Cumulative development in Del Monte Forest other than the project would be required to be consistent with Del Monte Forest transit and alternative transportation requirements.	No cumulative impact	None required	--
G. Bicycles and Trails			
TRA-G1. The Project would not conflict with adopted policies, plans, or programs supporting bicycles and trails.	Less than Significant	None required	--
TRA-G1(C): Cumulative development with the project would not conflict with adopted policies, plans, or programs supporting bicycles and trails.	No cumulative impact	None required	--

-- = Not Applicable

Regulatory Setting

Federal and State

This section describes the regulatory setting associated with transportation. No federal regulations directly apply to this section.

California Department of Transportation

Level of Service Standards for State Highways

According to the California Department of Transportation's (Caltrans') Guide for the Preparation of Traffic Impact Studies (2002), Caltrans endeavors to maintain a target level of service (LOS) at the transition between C and D on state highway facilities. However, Caltrans acknowledges that this may not always be feasible and recommends that the Lead Agency consult with Caltrans to determine the appropriate target LOS. If an existing state highway facility is operating below the appropriate target LOS, the existing LOS should be maintained. Definitions for LOS A–F for various facility types are provided under *Methodology for Traffic Level of Service* in the *Environmental Setting* section.

Transportation Concept Report for State Route 68 in District 5

Caltrans' Transportation Concept Report for State Route (SR) 68 in District 5 identifies long-range improvements and establishes the concept (desired) LOS for specific corridor segments (California Department of Transportation 2006). The report identifies long-range improvements needed to bring an existing facility up to expected standards needed to adequately serve 20-year traffic forecasts. Additionally, it identifies the ultimate design concept for conditions beyond the immediate 20-year design period. The route concept for SR 68 is to maintain a two-lane conventional highway. Strategies to achieve the route concept are maintaining existing urbanized areas with signal control and, when appropriate or as part of land use development, considering operational improvements.

Local

Transportation Agency for Monterey County

2014 Monterey County Regional Transportation Plan

The Regional Transportation Plan (RTP) (Transportation Agency for Monterey County 2014) for the Transportation Agency of Monterey County (TAMC) satisfies state and federal requirements to identify transportation projects that can be funded over the next 20 years to serve the county's transportation needs. This 20-year plan addresses all forms of transportation, and includes the priorities and actions embodied in the plans prepared by each of the county's 12 cities and the County of Monterey.

The RTP provides a list of transportation improvements throughout the County that support goals, objectives, and performance measures that are oriented toward achieving a balanced transportation system. The RTP identifies funding challenges created as revenues dedicated to transportation decrease while transportation needs increase. The RTP also introduces the Regional Development

Impact Fee program that applies to development projects throughout the county based on their impact on the regional transportation system.

Regional Development Impact Fee Program Nexus Study (Update 2013)

This study provides an update of the 2004 Nexus Study for a Regional Development Impact Fee. The study outlines a development fee program for Monterey County. A complete analysis was performed for the update, beginning with the new region-wide model and culminating with the adoption of new development fees. This 2013 Nexus Study provides the necessary technical and legal basis under CEQA for implementing the updated Regional Development Impact Fee program as mitigation for cumulative impacts on the regional transportation system. It was approved by the TAMC's Board of Directors. The regional fee program's expected revenues are $130 million (2013 dollars) to fund the impact of future development on Monterey County roadways, and to fund $820 million of transportation improvement projects and an additional $10 million in transit improvement projects. The regional fee funding mechanism therefore only represents a portion of the required funding for each of the proposed projects. The share of funding corresponding to existing traffic and out-of county traffic is planned to come from other sources. The $820 million in transportation improvement projects are to be spread over the following 17 projects.

- SR 1—Sand City/Seaside Widening.
- SR 68—Community Hospital of Monterey Peninsula Widening.
- SR 1/SR 68 Roundabout.
- SR 156 Widening.
- Marina—Salinas Corridor Widening.
- Del Monte Corridor Improvements.
- U.S. Highway 101 (US 101)—South County Phase 1 (Frontage Roads – Salinas to Chualar).
- SR 68 Commuter Improvements (Adjacent to Toro park west to Corral de Tierra).
- US 101—South County Phase 2 (Harris Road Interchange).
- US 101—Gloria Road Interchange, Gonzales.
- US 101—South Soledad Interchange, Soledad.
- US 101—North Soledad Interchange, Soledad.
- US 101—Walnut Avenue Interchange, Greenfield.
- US 101—First Street Interchange (Loop Road Extension), King City.
- US 101—Mainline Widening from Airport Boulevard to Boronda Road, Salinas.
- G-11 San Juan Road Improvements.
- F-12 San Miguel Canyon Road Improvements.
- Salinas Road Improvements.

Regional Transportation Improvement Program

The Regional Transportation Improvement Program (RTIP) is a 4-year program of transportation projects for Monterey County that includes: 1) federally funded transportation projects, and 2) projects nominated for inclusion in the State Transportation Improvement Program (STIP). The RTIP is adopted by TAMC and is submitted to Caltrans and the California Transportation Commission by December 15 of every odd year. Projects in the RTIP must be consistent with the adopted Regional Transportation Plan to be programmed into the STIP.

Monterey County

2010 Monterey County General Plan

The 2010 Monterey County General Plan (2010 General Plan) provides policy direction for the transportation systems that serve the unincorporated lands of Monterey County and describes how the County intends to serve transportation needs for the next 20 years as its population grows.

Circulation Element

The following goals and policies are from the Circulation Element.

Policy C-1.1. The acceptable LOS for county roads and intersections will be LOS D, except as follows:

a. Acceptable level of service for County roads in Community Areas may be reduced below LOS D through the Community Plan process.

b. County roads operating at LOS D or below at the time of adopting this General Plan shall not be allowed to be degraded further except in Community Areas where a lower LOS may be approved through the Community Plan process.

c. Area Plans and Land Use Plans may establish an acceptable level of service for County roads other than LOS D. The benefits which justify less than LOS D shall be identified in the Area Plan. Where an Area Plan does not establish a separate LOS, the standard LOS D shall apply.

Policy C-1.8. The County, in consultation with TAMC and Monterey County cities, shall, within 18 months of adoption of the General Plan, develop a County Traffic Impact Fee that addresses impacts of development in cities and unincorporated areas on major County roads. From the time of adoption of the General Plan until the time of adoption of a County Traffic Impact Fee, the County shall impose an ad hoc fee on its applicants based upon a fair share traffic impact fee study. This County Traffic Impact Fee program has not been adopted yet.

Policy C-4.3. The needs of bicyclists and pedestrians, as well as provisions for utilities and drainage, shall be considered and, where appropriate, provided in all public rights-of way in a manner that minimized impacts to adjacent land uses.

Goal C-9: Promote a safe, convenient bicycle transportation system integrated as part of the public roadway system.

Monterey County Trip Reduction Requirements

Under special regulations in Title 21 of the Monterey County Zoning Ordinance, any residential development of 25 units or more is subject to Section 21.64.250 (Regulations for Reductions in Vehicle Trips). The purpose of this section is to establish requirements to reduce vehicle trips in certain developments. The Project proposes 24 units; therefore, this regulation is not applicable.

Monterey County Code Parking Requirements

Chapter 21.58 (Regulations for Parking) of the Monterey County Code specifies the minimum number of off-street parking spaces required for all land uses in the unincorporated areas of the county. For any land use not specifically listed, the parking requirement will be determined by the County's Director of Planning based on standards established for similar uses.

Agreements with Pebble Beach Company

Several agreements have been enacted between PBC and the Monterey County Board of Supervisors, including: the Del Monte Forest Area Land Use Plan Agreement (July 24, 1984), 17-Mile Drive Public Use Agreement (October 20, 1987), and Del Monte Forest Transportation Policy Agreement (October 20, 1987). These agreements are briefly summarized below from a transportation perspective.

Del Monte Forest Area Land Use Plan Agreement

This agreement (July 24, 1984) acknowledges that PBC owns the forest road system with supervised gate entrances. The agreement establishes that PBC retains the forest road system as a private road system, solely owned and operated by PBC. The agreement further establishes that PBC maintains the gate entrances to the road system with 24-hour staffing, and maintains and repairs the road system in accordance with the standards attached to the agreement.

17-Mile Drive Public Use Agreement

This agreement (October 20, 1987) acknowledges that forest roads are privately owned and maintained by PBC and are not established, maintained, or held open for public use. The agreement further establishes the general public's access to the forest and use of 17-Mile Drive during daylight hours subject to payment of an entrance fee for vehicles and other appropriate restrictions.

Del Monte Forest Transportation Policy Agreement

This agreement (October 20, 1987) sets forth the general understanding of PBC and the County with respect to improvement and maintenance of the internal forest road system, and the financial contribution from new development in the forest to road improvements outside the forest. The agreement is a dynamic policy statement that is intended to act as a guide and is subject to modification over time, as necessary, upon mutual written concurrence of PBC and the County. The basis for the policy was the "Crowell Report." The improvements specifically addressed include the development of a fifth gate to the forest (which has been completed), improvements to SR 68 outside the forest, and improvements to the SR 1/SR 68 interchange.

The general design criteria from this Agreement for the internal roadways include the following standards.

- Stopping sight distance must be 250 feet for 17-Mile Drive and primary roads.
- Stopping sight distance must be 200 feet for local roadways.
- New roads must have a minimum right-of-way width of 60 feet for 17-Mile Drive and primary roads and 50 feet for local roads.
- Right-of-way widths for existing roadways do not need to be expanded.

- 17-Mile Drive and primary roads must have a minimum pavement width of 24 feet, and local roads must have a minimum width of 20 feet exclusive of shoulders.

City of Pacific Grove

City of Pacific Grove General Plan

Two intersections studied as part of the transportation analysis fall within the jurisdiction of the City of Pacific Grove (Congress Avenue/Forest Lodge Road, Congress Avenue/David Avenue). Goal 2, Policy 2 of the Pacific Grove General Plan (City of Pacific Grove 1994) states that the City of Pacific Grove will "strive to maintain a level of service no worse than C during peak periods on arterials and collector streets within the city."

Environmental Setting

Monterey County Public Works Department's *Guide for the Preparation of Traffic Impact Studies* (Monterey County 2014) only requires the preparation of a Traffic Impact Study (TIS) when a project would result in high project trip generation, high volume or high speed on roads with project access, collision history, sight distance concerns, or proximity to impacted facilities. As described under *Impact Analysis*, the Project is anticipated to generate 13 AM peak hour trips, 15 PM peak hour trips, and 180 daily trips (see **Table 3.11-16**). Because of the relatively few number of project-generated trips, the Traffic Impact Report (**Appendix C**) only analyzed LOS impacts quantitatively at certain intersections in relatively close proximity to the Project (referred to as the "Near Intersections"). However, based on prior analysis in the Pebble Beach Company Project EIR (Monterey County 2011/2012), it is known that there are additional intersections that have LOS below County standards that are farther from the Project site to which the Project could add one or more peak period trip. These intersections are referred to as "Far Intersections." Some of these intersections are currently operating at LOS F. A typical LOS delay analysis was not conducted at these intersections because of the few number of trips added and because a qualitative analysis is sufficient to determine if there would be significant impacts.

This section describes the setting related to transportation in the study area. It includes a presentation of existing, 2017 and 2030 conditions without Project traffic and without planned roadway and transit improvements for the Near Intersections. The impacts of the Project are compared with these conditions.

Traffic Study Area

The traffic study area and roadway analysis is divided into three subsections, Pebble Beach gates, intersections in Pebble Beach and immediate vicinity, and regional highway sections (refer to **Figure 3.11-1** for the locations of the gates and Near Intersections).

Pebble Beach Gates

Two of the five gates that provide access to Pebble Beach are studied in the traffic analysis. The five Pebble Beach gates include Pacific Grove Gate and Country Club Gate (provide access between

Pebble Beach and the City of Pacific Grove) and SFB Morse Gate (provides direct access to SR 68).[1] The SR 1 Gate allows direct access to SR 1 and SR 68. Lastly, the Carmel Gate is located north of the Ocean Avenue/San Antonio Avenue intersection in Carmel. The Country Club and SFB Morse gates are the closest gates to the Project site and are studied in the analysis.

Intersections in Pebble Beach and Immediate Vicinity

Near Intersections

A total of six intersections located in Pebble Beach or the immediate vicinity (two of the six intersections are located in the city of Pacific Grove) are studied in the traffic analysis. Each intersection is listed below. The intersections in Pacific Grove are indicated with an asterisk (*). The intersection locations, existing intersection control type, and lane configurations are shown in **Figure 3.11-2**. Existing traffic volumes are presented in Appendix B of the *Transportation Impact Report* (**Appendix C**).

- Congress Avenue/Forest Lodge Road*.
- Congress Avenue/David Avenue*.
- Forest Avenue (SR 68)/David Avenue.
- SF 68/SFB Morse Gate.
- Forest Lodge Road/Congress Road.
- SFB Morse Drive/Congress Road.

Far Intersections

As described above, the Pebble Beach Company Project EIR (Monterey County 2011/2012) analyzed traffic conditions at several additional intersections in the Project vicinity, but farther from the Project site than those listed above. Traffic conditions at these intersections were analyzed in the prior EIR for the Pebble Beach Company Project (also called the buildout project) for the 2015 without-project traffic conditions (the "project" in this case was buildout of the Pebble Beach Company Project).

The analysis for this EIR focuses on the far intersections to which the inclusionary housing Project would add trips. For these intersections, this analysis considers the prior EIR characterization of the 2015 without-project traffic conditions as existing traffic conditions. The intersections that are analyzed in this method are listed below.

- Sunset Drive (SR 68)/Congress Avenue.
- SR 68/Skyline Forest Drive.
- SR 68/Carmel Hill Professional Center.
- SR 68/SR 1 Southbound Off-Ramps.

[1] The roadway network in the Project vicinity consists of one regional roadway, SR 68. SR 68 is a two- or four-lane roadway connecting Pacific Grove and Salinas. West of SR 1, the highway is referred to as "W. R. Holman Highway". East of SR 1 it is referred to as the "Monterey-Salinas Highway". For purpose of this study, SR 68 refers to the Holman Highway segment between Pacific Grove and SR 1.

- SR 68/Aguajito Road.

Regional Highway Segments

Similar to the Far Intersections listed above, the Pebble Beach Company Project EIR (Monterey County 2011/2012) analyzed traffic conditions at several regional highway segments in the Project vicinity. The analysis in this EIR considers the 2015 without-project traffic conditions from the Pebble Beach Company Project EIR as existing (baseline) traffic conditions at these regional highway segments to which the inclusionary housing Project would add trips. The highway segments that are analyzed in this method are listed below.

- SR 1 between SR 68 (west) and Munras Avenue.
- SR 1 NB between Munras Avenue and Fremont Street.
- SR 1 NB between Fremont Street and Fremont Boulevard.
- SR 68 WB east of Olmstead Road.
- SR 68 EB east of Laguna Seca.
- SR 1 NB on-ramp from SR 68 (merge).

Methodology for Level of Service and Capacity

To measure and describe the operational status of a roadway network, transportation engineers and planners commonly use the LOS methodology. This analysis is based on the 2000 Highway Capacity Manual (Transportation Research Board 2000). The LOS grading system qualitatively characterizes traffic conditions associated with varying levels of traffic. LOS varies from LOS A, indicating free-flow traffic conditions with little or no delay, to LOS F, representing oversaturated conditions where traffic flows exceed design capacity, resulting in long queues and delays.

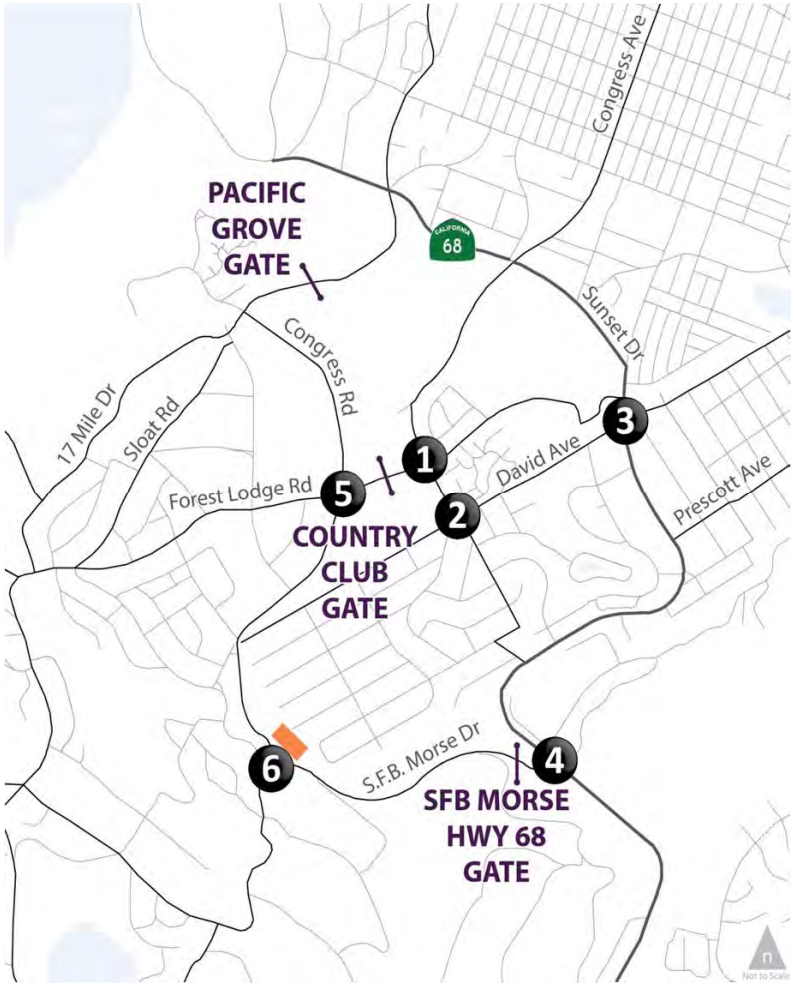
Signalized Intersections

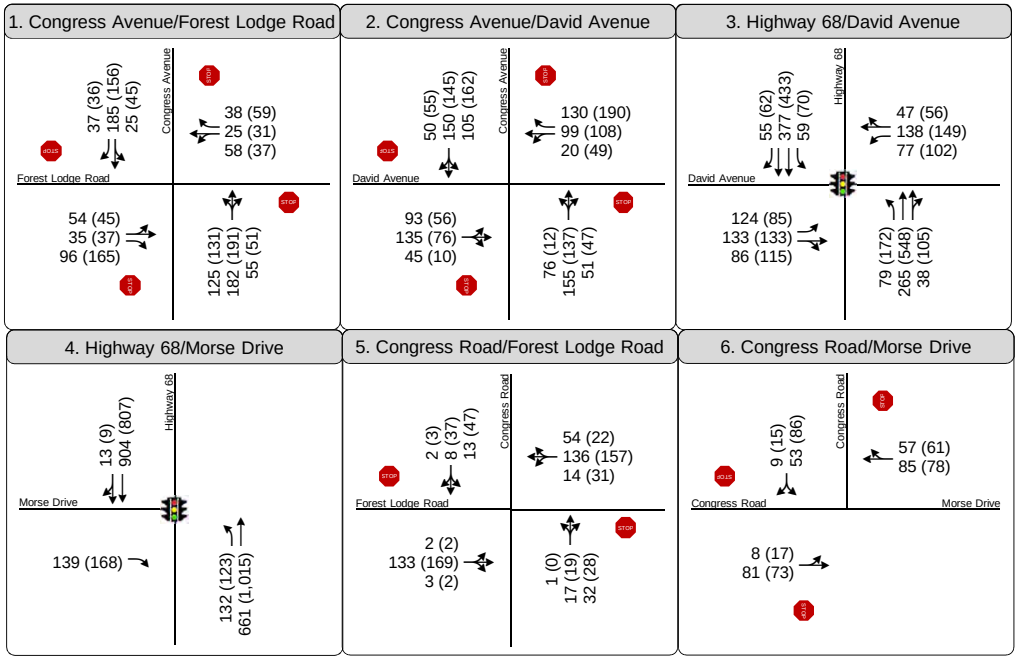
Signalized intersection traffic conditions and resulting LOS are determined using the 2000 Highway Capacity Manual methodology. This operations analysis uses various intersection characteristics (e.g., traffic volumes, lane geometry, signal phasing) to estimate the control delay per vehicle. Control delay is the portion of the total delay attributed to signal operations and includes initial deceleration, queue move-up time, stopped delay, and acceleration delay. Using this methodology, the LOS for a signalized intersection is based on the control delay per vehicle measured in seconds. The signalized intersection LOS criteria are summarized in **Table 3.11-2**.

Table 3.11-2. Signalized Intersection Level of Service Criteria

Level of Service	Control Delay per Vehicle (seconds)
A	≤10.0
B	>10.0 and ≤20.0
C	>20.0 and ≤35.0
D	>35.0 and ≤55.0
E	>55.0 and ≤80.0
F	>80.0

Source: Transportation Research Board 2000.





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XX (YY) AM (PM) Peak Hour Traffic Volumes

Signalized Intersection

Stop Sign

Study Intersection

Project Site

Source: Fehr & Peers 2014.

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Figure 3.11-2
Peak Hour Traffic Volumes and Lane Configurations
Existing (2014) Conditions

Unsignalized Intersections

Unsignalized intersections (four-way stop-controlled and side-street stop-controlled) are also evaluated using the 2000 Highway Capacity Manual methodology. With this methodology, operations are evaluated using the average control delay per vehicle (measured in seconds) for each movement that must yield the right-of-way. This incorporates delay associated with deceleration, acceleration, stopping, and moving up in the queue. At two-way or side-street stop-controlled intersections, the control delay and LOS are calculated for each controlled movement, the left-turn movement from the major street, and the entire intersection. The delays for the entire intersection and for the movement or approach with the highest delay are reported. **Table 3.11-3** summarizes the relationship between delay and LOS for unsignalized intersections.

Table 3.11-3. Unsignalized Intersection Level of Service Criteria

Level of Service	Control Delay per Vehicle (seconds)
A/B	≤15.0
C	>15.0 and ≤25.0
D	>25.0 and ≤35.0
E	>35.0 and ≤50.0
F	>50.0

Source: Transportation Research Board 2000.

Pebble Beach Gates

Pebble Beach gates provide public access to Pebble Beach. Visitors to Pebble Beach must stop at one of the five gates and pay a gate entrance fee. Residents and employees within Pebble Beach do not pay an entrance fee (residents pay an annual fee for road maintenance), but must provide visible identification to the security guard, either with a pass or emblem on their vehicle.

Gate capacity is thus a function of the visitor/resident ratio. Most gates have separate visitor and resident lanes. The SFB Morse Gate has one visitor and one resident entry lane. The Country Club Gate has only one entry lane, but few visitors use this gate.

Previous studies indicate that average entry time is about 6 seconds for residents and 30 seconds for visitors. Thus, a lane serving all residents could service 600 vehicles per hour, while a lane serving all visitors could service 120 vehicles per hour. As shown in **Table 3.11-4**, the percentage of visitors entering the SFB Morse and Country Club gates ranges from 0 to more than 5% of the afternoon peak hour volume at the gate. The per lane capacities, also shown in Table 3.11-4, represent the maximum flow through the gates. Comparing the volume-to-capacity ratio indicates whether a particular gate will operate at an unacceptable level. For purposes of this study, a volume-to-capacity ratio of 0.90 or greater is considered unacceptable.

Table 3.11-4. Pebble Beach Gate Capacity

Gate	Percent Paid Visitor[a]	Calculated Hourly Capacity per Lane	Number of Lanes	Total Gate Capacity per hour
Country Club Gate	0%	600	1	600
SFB Morse Gate	5%	520	1	520

Source: Appendix C, *Transportation Impact Report*.
[a] Percent paid visitor date obtained from previous environmental documents.

Existing (Baseline) Conditions

This section is divided into four sub-sections discussing the existing or baseline conditions for the study intersections, signal warrants, Pebble Beach gates, and highway segments.

Intersections in Pebble Beach and Immediate Vicinity

Near Intersections

Intersection turning movement data was collected in October 2014 for the weekday AM (7 to 9 a.m.) and PM (4 to 6 p.m.) peak periods for the Near Intersections. Appendix A of the *Transportation Impact Report* (**Appendix C**) contains the intersections counts collected for this study. The traffic volumes used in this analysis generally represent the morning peak hour (7:30 to 8:30 a.m.) and evening peak hour (4:30 to 5:30 p.m.). Appendix B of the *Transportation Impact Report* (**Appendix C**) contains the existing intersection traffic volumes used in this study.

Table 3.11-5 lists all the Near Intersections analyzed and shows the existing intersection delay and LOS for each intersection. As shown in the table, all analyzed intersections operate at LOS C or better during the AM and PM peak hours under existing conditions.

Table 3.11-5. Near Intersection Peak Hour Levels of Service—Existing Conditions

Intersection	Control[a]	AM[b, c]	PM[b, c]
Congress Avenue/Forest Lodge Road	AWSC	14/B	11/B
Congress Avenue/David Avenue	AWSC	17/C	11/B
Forest Avenue (SR 68)/David Avenue	Signal	24/C	29/C
SR 68/SFB Morse Gate	Signal	3/A	4/A
Congress Road/Forest Lodge Road	SSSC	2 (12)/A(B)	4 (16)/A(C)
Congress Road/SFB Morse Drive	AWSC	8/A	8/A

Source: **Appendix C**, *Transportation Impact Report*.
Notes:
[a] Signal = signalized intersection; SSSC = side-street stop-controlled intersection; AWSC = all-way stop-controlled intersection.
[b] Average delay (in seconds) is listed first, followed by corresponding LOS.
[c] For side-street stop-controlled intersections, average delay is listed first, followed by delay for worst approach.

Far Intersections

Table 3.11-6 lists the existing 2015 LOS for each Far Intersection extrapolated from the Pebble Beach Company Project EIR (Monterey County 2011/2012). As shown in the table, all analyzed intersections operate at LOS C or better during the AM and PM peak hours under existing conditions, with the following exceptions:

- SR 68/Skyline Forest Drive (LOS F during AM and PM peak hours).
- SR 68/Carmel Hill Professional Center (LOS F during AM and PM peak hours).
- SR 68/SR 1 southbound off-ramp (LOS F during AM peak hour and LOS E during PM peak hour).

Table 3.11-6. Far Intersection Peak Hour Levels of Service—Existing Conditions

Intersection	Control[a]	AM[b]	PM[b]
Sunset Drive (SR 68)/Congress Avenue	AWSC	C	B
SR 68/Skyline Forest Drive	SSSC	D(F)	D(F)
SR 68/Carmel Hill Professional Center	SSSC	F(F)	E(F)
SR 68/SR 1 Southbound Off-ramp	Signal	F	E
SR 68/Aguajito Road	SSSC	A(B)	A(C)

Source: Monterey County 2011/2012.

Notes:

[a] Signal = signalized intersection; SSSC = side-street stop-controlled intersection; AWSC = all-way stop-controlled intersection.

[b] For side-street stop-controlled intersections, average delay is listed first, followed by delay for worst approach.

Signal Warrants

All-way stop and side-street stop controlled intersections were evaluated for Warrant 3, peak hour volume warrant, published by the Federal Highway Administration in the Manual on Uniform Traffic Control Devices 2012. The peak hour volume warrant is applied where traffic conditions are such that for 1 hour of the day, minor street traffic suffers undue delay in entering or crossing a major street. Appendix D of the *Transportation Impact Report* (**Appendix C**) contains the warrant worksheets. No study intersections met the signal warrant under existing (2014) or 2017, or 2030 conditions, with or without the Project.

Pebble Beach Gates

Traffic data was collected in October 2014 for the SFB Morse and Country Club gates. The existing traffic conditions for the gates were determined using individual gate capacities, which are explained in detail under *Methodology for Level of Service and Capacity*. LOS results are shown in **Table 3.11-7**. This table also shows the traffic conditions experienced by inbound traffic flow, which is monitored by security. A ratio below 0.9 is considered acceptable. All gates operate at acceptable levels.

Table 3.11-7. Pebble Beach Gate Peak Hour Volumes and Levels of Service—Existing Conditions (2014)

		Peak Hour Volume/Volume-to-Capacity Ratio[a]	
Gate	Capacity	AM	PM
Country Club	600	200/0.33	196/0.33
SFB Morse	520	145/0.28	133/0.26

Notes:

Source: **Appendix C**, *Transportation Impact Report*.

[a] The volume-to-capacity ratio describes inbound peak-hour traffic flow as it relates to gate capacity.

Regional Highway Segments

Table 3.11-8 lists all highway sections analyzed and shows the existing 2015 LOS for each highway section. As shown in the table, many of the studied highway segments do not meet the LOS standard under existing conditions, including:

- SR 1 NB from SR 68 (west) to Munras Avenue (LOS D during PM peak hour).
- SR 1 NB from Munras Avenue to Fremont Street (LOS D during PM peak hour).
- SR 1 NB from Fremont Street to Fremont Boulevard (LOS F during PM peak hour).
- SR 68 WB east of Olmsted Road (LOS D during AM and PM peak hours).
- SR 68 EB east of Laguna Seca (LOS F during AM peak hour and LOS E during PM peak hour).
- SR 1 NB on-ramp from SR 68 (LOS D during the PM peak hour).

Table 3.11-8.Regional Highway Section Levels of Service—Existing Conditions

Highway	Section	Direction	AM	PM
SR 1	SR 68 (west) to Munras Avenue	North	C	D
SR 1	Munras Avenue to Fremont Street	North	C	D
SR 1	Fremont Street to Fremont Boulevard	North	C	F
SR 68	East of Olmsted Road	West	D	D
SR 68	East of Laguna Seca	East	F	E
Ramp	SR 1 NB on-ramp from SR 68	Merge	C	D

Source: Monterey County 2011/2012.

Future Conditions without Project

This study analyzes two future year scenarios (2017 and 2030). One future year scenario addresses conditions in the year 2017 with existing traffic increased by an annual growth rate to the year 2017, plus Del Monte Forest Plan[2] development expected to be completed by December 2017

[2] Del Monte Forest Plan is referencing the Pebble Beach Company Project (PLN100138), also commonly called the Pebble Beach Company Concept plan or buildout project, which includes the planned development and preservation of Pebble Beach lands that was approved by the County in June 2012.

(henceforth referred to as "Near Term Conditions"). The second future year scenario addresses cumulative conditions in the year 2030 by applying an annual growth rate to the year 2030, plus the balance of the Del Monte Forest Plan project trips (henceforth referred to as "Cumulative Conditions").

To determine the annual growth rate, the Association of Monterey Bay Area Governments (AMBAG) Regional Travel Demand Model was reviewed. The model assumes a base year of 2010 and future year of 2035. Land use forecasts in the model were reviewed and showed little to no changes in the Project vicinity, consistent with local agencies expected future growth. The resulting annual growth factors used at each of the study intersections is summarized in **Table 3.11-9**. The average growth rate, 0.65% and 0.67% for the AM and PM peak hours, respectively, were used for this study.

There are no planned roadway improvements in the near term or cumulative scenarios in the Project study area that would directly impact any of the near intersections or the Project's access (**Appendix C**, *Transportation Impact Report*).

Table 3.11-9. Annual Growth Factors for Study Locations

Study Locations	Annual Growth Factor (Used to derive 2017 and 2030 traffic forecasts)	
	AM Peak Hour (%)	PM Peak Hour (%)
Intersections located in Pebble Beach, Pacific Grove, and along SR 68 to the SR 1 interchange	0.54	0.66
SR 1, between Carmel and Monterey	0.75	0.69
Average	0.65	0.67

Source: **Appendix C**, *Transportation Impact Report.*

Near Term

The Near Term Conditions are the year 2017 with existing traffic increased by an annual growth rate to the year 2017, as described above, plus Del Monte Forest Plan development expected to be completed by December 2017, as described below.

The Del Monte Forest Plan projects accounted in the Near Term scenario are summarized below. Remaining projects documented in the Pebble Beach Company Project EIR (Monterey County 2011/2012), are accounted for in Long Term Conditions.

Del Monte Forest Plan, Near Term Projects (complete or to be completed by December 2017):

- Residential Subdivision Lots F2, I2, J, K, L
- Lodge Conference Center
- Lodge Parking Improvements
- Fairway One/Beirne Project
- Spanish Bay Parking Lot
- Pebble Beach Driving Range Relocation

- Special Event Field

Intersections in Pebble Beach and Immediate Vicinity

Near Intersections

Appendix A of the *Transportation Impact Report* (**Appendix C**) contains the 2017 intersection traffic volumes used in this section. **Table 3.11-10** lists all Near Intersections analyzed and shows the 2017 LOS for each intersection. As shown in the table, all analyzed intersections operate at LOS C or better during the AM and PM peak hours under 2017 without-project conditions.

Table 3.11-10. Near Intersection Peak Hour Levels of Service—Without-Project Conditions

Intersection	Control[a]	AM[b, c]	PM[b, c]
Congress Avenue/Forest Lodge Road	AWSC	14/B	12/B
Congress Avenue/David Avenue	AWSC	18/C	11/B
Forest Avenue (SR 68)/David Avenue	Signal	24/C	30/C
SR 68/SFB Morse Gate	Signal	4/A	4/A
Congress Road/Forest Lodge Road	SSSC	2(12)/A(B)	5(17)/A(C)
Congress Road/SFB Morse Drive	AWSC	8/A	8/A

Notes:

Source: **Appendix C**, *Transportation Impact Report*.

[a] Signal = signalized intersection; SSSC = side-street stop-controlled intersection; AWSC = all-way stop-controlled intersection.

[b] Average delay (in seconds) is listed first, followed by corresponding LOS.

[c] For side-street stop-controlled intersections, average delay is listed first, followed by delay for worst approach.

Far Intersections

As described in *Environmental Setting*, due to the few number of trips that the Project would add to the Far Intersections, a quantitative LOS delay analysis for the without-Project condition is not included. Instead, a qualitative analysis was conducted using prior information from the Pebble Beach Company Project EIR and the trip generation and distribution estimates for the inclusionary housing project.

Pebble Beach Gates

The peak hour volumes anticipated at the Country Club and SFB Morse gates and resulting vehicle-to-capacity (V/C) ratios are shown in **Table 3.11-11**. A ratio below 0.9 is considered acceptable. All gates are anticipated to operate at an acceptable LOS under without-project conditions.

Table 3.11-11. Gate Peak Hour Volumes and Levels of Service—Without-Project Conditions

		Peak Hour Volume/Volume-to-Capacity Ratio[a]	
Gate	Capacity	AM	PM
Country Club	600	206/0.34	207/0.35
SFB Morse	520	150/0.29	141/0.27

Notes:
Source: **Appendix** C, *Transportation Impact Report*.
[a] The volume-to-capacity ratio describes inbound peak-hour traffic flow as it relates to gate capacity.

Cumulative (2030)

The Cumulative Conditions are the year 2030 with existing traffic increased by an annual growth rate to the year 2030, as described above, plus Del Monte Forest Plan development expected to be completed by December 2030, as described below.

Intersections in Pebble Beach and Immediate Vicinity

Near Intersections

Appendix A of the *Transportation Impact Report* (**Appendix C**) contains the cumulative intersection traffic volumes used in this section. **Table 3.11-12** lists all intersections analyzed and shows the 2030 LOS for each intersection. As shown in the table, all analyzed intersections operate at LOS C or better during the AM and PM peak hours under cumulative without-project conditions.

Table 3.11-12. Near Intersection Peak Hour Levels of Service—Cumulative Without-Project Conditions

Intersection	Control[a]	AM[b, c]	PM[b, c]
Congress Avenue/Forest Lodge Road	AWSC	12/B	12/B
Congress Avenue/David Avenue	AWSC	16/C	13/B
Forest Avenue (SR 68)/David Avenue	Signal	25/C	34/C
SR 68/SFB Morse Gate	Signal	4/A	4/A
Congress Road/Forest Lodge Road	SSSC	3(12)/A(B)	4(16)/A(C)
Congress Road/SFB Morse Drive	AWSC	8/A	8/A

Notes:
Source: **Appendix C**, *Transportation Impact Report*.
[a] Signal = signalized intersection; SSSC = side-street stop-controlled intersection; AWSC = all-way stop-controlled intersection.
[b] Average delay (in seconds) is listed first, followed by corresponding LOS.
[c] For side-street stop-controlled intersections, average delay is listed first, followed by delay for the worst approach.

Pebble Beach Gates

The 2030 peak hour volumes anticipated at the Country Club and SFB Morse gates and resulting V/C ratios are shown in **Table 3.11-13**. A ratio below 0.9 is considered acceptable. All gates are anticipated to operate at an acceptable LOS under 2030 without-project conditions.

Table 3.11-13. Gate Peak Hour Volumes and Levels of Service—2030 Without-Project Conditions

		Peak Hour Volume/Volume-to-Capacity Ratio[a]	
Gate	Capacity	AM	PM
Country Club	600	226/0.38	228/0.38
SFB Morse	520	170/0.33	156/0.30

Notes:
Source: **Appendix C**, *Transportation Impact Report*.
[a] The volume-to-capacity ratio describes inbound peak-hour traffic flow as it relates to gate capacity.

Far Intersections

Table 3.11-14 lists all Far Intersections analyzed and shows the cumulative LOS for each intersection. As shown in the table, only the Sunset Drive (SR 68)/Congress Avenue intersections operate at LOS C or better during the AM and PM peak hours under cumulative conditions. The following intersections operate at LOS F:

- SR 68/Skyline Forest Drive (LOS F during AM and PM peak hours).
- SR 68/Carmel Hill Professional Center (LOS F during AM and PM peak hours).
- SR 68/SR 1 southbound off-ramp (LOS F during AM and PM peak hours).
- SR 68/Aguajito Road (LOS F during PM peak hour).

Table 3.11-14. Far Intersections Peak Hour Levels of Service—Cumulative Without-Project Conditions (2030)

Intersection	Control[a]	AM[b]	PM[b]
Sunset Drive (SR 68)/Congress Avenue	AWSC	C	C
SR 68/Skyline Forest Drive	SSSC	F(F)	F(F)
SR 68/Carmel Hill Professional Center	SSSC	F(F)	F(F)
SR 68/SR 1 Southbound Off-Ramp	Signal	F	F
SR 68/Aguajito Road	SSSC	A(C)	D(F)

Notes:
Source: Monterey County 2011/2012.
[a] Signal = signalized intersection; SSSC = side-street stop-controlled intersection; AWSC = all-way stop-controlled intersection.
[b] For side-street stop-controlled intersections, average delay is listed first, followed by delay for the worst approach.

Regional Highway Segments

Table 3.11-15 lists all highway sections analyzed and shows the cumulative LOS for each highway section. As shown in the table, most of the studied highway sections do not meet the LOS C standard under cumulative conditions, including:

- SR 1 NB from SR 68 (west) to Munras Avenue (LOS D during AM peak hour and LOS F during PM peak hour).
- SR 1 NB from Munras Avenue to Fremont Street (LOS D during PM peak hour).
- SR 1 NB from Fremont Street to Fremont Boulevard (LOS F during PM peak hour).
- SR 68 WB east of Olmsted Road (LOS E during AM and PM peak hours).
- SR 68 EB east of Laguna Seca (LOS F during AM peak hour and LOS E during PM peak hour).
- SR 1 NB on-ramp from SR 68 (LOS E during the PM peak hour).

Table 3.11-15.Regional Highway Section Levels of Service—Cumulative Conditions

Highway	Section	Direction	AM	PM
SR 1	SR 68 (west) to Munras Avenue	North	D	F
SR 1	Munras Avenue to Fremont Street	North	C	D
SR 1	Fremont Street to Fremont Boulevard	North	C	F
SR 68	East of Olmsted Road	West	E	E
SR 68	East of Laguna Seca	East	F	E
Ramp	SR 1 NB on-ramp from SR 68	Merge	C	E

Source: Monterey County 2011/2012.

Existing Transit/Transportation Services

Monterey-Salinas Bus Service

Monterey-Salinas Transit (MST) serves a 280-square-mile area of Monterey County and southern Santa Cruz County. According to the MST service map, MST has one route (Route 21) that travels directly into Pebble Beach, and the following two routes are closest to the Project site (www.mst.org).

- Route 2 (Pacific Grove-Del Monte Center). Route 2 extends through the Del Monte Park neighborhood via Funston, Montecito and David Streets. Route 2 is approximately 0.15 mile east of the Project site.
- Route 21 (Pebble Beach-Salinas Express). From the Pacific Grove gate at 17-Mile Drive/Sunset Drive, Route 21 extends along 17-Mile Drive, Sloat Road, and Stevenson Drive to the Lodge at Pebble Beach. Route 21 is approximately 0.70 mile north of the Project site.

There are no MST bus routes that extend past the Project site along SFB Morse Drive. There is a school bus stop on SFB Morse Drive at the north end of the Project site at Ortega Road and Congress Road.

Emergency Guaranteed Ride Home

The Emergency Guaranteed Ride Home program (EGRH), part of AMBAG's Commute Alternatives program, provides a guaranteed ride home in an emergency to registered users who use alternative transportation to get to work. EGRH is available to commuters who live or work in Monterey County and who ride the bus, carpool, vanpool, ride a bicycle, or walk to work at least 1 day a week. To participate, commuters must register with Commute Alternatives. The service will reimburse up to $60 for a taxi or rental car in case of personal illness, a sick family member, or a serious problem at a child's school or day care, or if employees must unexpectedly work late.

Pebble Beach Company Shuttles

PBC operates private shuttles to serve visitors traveling between Pebble Beach and neighboring jurisdictions including Carmel, Pacific Grove, Monterey, and Monterey Peninsula Airport. Popular service destinations are scheduled, while others are based on customer requests. PBC also operates shuttles for employees when employee parking is not available at the work site.

Existing Bicycle and Pedestrian Facilities

As in most of Pebble Beach, there are no existing bicycle paths or pedestrian sidewalks in or around the Project site.

As described by residents in the Notice of Preparation comments (**Appendix A**), pedestrians, including children, walk along the shoulder of SFB Morse Drive, and the portion through the Project site is a safety concern because of the blind curves and relatively high traffic volume and vehicle speeds.

A paved, marked bicycle route is provided from the Pacific Grove Gate to The Lodge at Pebble Beach area along 17-Mile Drive, Spanish Bay Road, Spyglass Hill Road, and Stevenson Drive. The route is identified with a bicycle symbol for purposes of wayfinding. The marked route terminates on Stevenson Drive near Ondulado Road. Although advised to retrace the route once they have reached Ondulado Road, bicyclists may elect to continue along Stevenson Drive and 17-Mile Drive, a narrow road with heavy traffic volumes, to an exit at the Carmel Gate.

As described in Section 3.8, *Land Use and Recreation*, there are formal recreation trails elsewhere in Pebble Beach, but bicycles are not permitted on hiking or equestrian trails at any time.

Impact Analysis

This section describes the impact analysis related to transportation for the Project. Baseline conditions for transportation are those existing as of 2014, and the impacts of the Project are compared with these baseline conditions, as well as conditions in 2017 and 2030 without the Project. This section describes the methods used to determine the Project's impacts and lists the thresholds used to conclude whether an impact would be significant. Measures to mitigate (i.e., avoid, minimize, rectify, reduce, eliminate, or compensate for) significant impacts accompany impact discussions.

Methodology

The purpose of the transportation impacts analysis is to evaluate the potential impacts of the Project on the surrounding transportation system, based on guidelines set forth by the Caltrans, TAMC, and the County. The guidelines are discussed under *Regulatory Setting*.

Approach

The approach for determining trip generation calculations, trip distribution, and trip assignment are summarized below.

Trip Generation

Trip generation refers to the process of estimating the amount of vehicular traffic a project would add to the surrounding roadway system. Estimates are created on a daily basis and for the peak 1-hour period during the morning and evening commute periods. The Project trip generation was estimated using rates for medium density residential development from the Institute of Transportation Engineers (ITE) Trip Generation (9th Edition). Because of the Project's unique geographic location, trip generation rates for different apartment land uses were compared; and of those, the most conservative rates were used. Low-rise residential condo/townhouse and residential planned unit development were used for the weekday peak hour and daily rates, respectively. The resulting trip generation estimates are summarized in **Table 3.11-16**.

Table 3.11-16. Project Trip Generation for Inclusionary Housing Project

	Weekday Daily	Weekday AM Peak Hour			Weekday PM Peak Hour		
Inclusionary Housing (24 units)	Total[a]	Total[b]	In	Out	Total[b]	In	Out
Vehicle trip generation rate (per unit)	7.5	0.54	18%	82%	0.64	55%	45%
Vehicle Trips	180	13	2	11	15	8	7

Notes:

Source: **Appendix C**, *Transportation Impact Report*.

[a] Vehicle trip generation rates obtained from Land Use Code 270 in *Trip Generation* 9th Edition published by the ITE.

[b] Vehicle trip generation rates obtained from Land Use Code 231 in *Trip Generation* 9th Edition published by the ITE.

The Project would construct 24 inclusionary housing units with parking. Based on the ITE Trip General Manual, the Project is anticipated to generate 13 AM peak hour trips, 15 PM peak hour trips, and 180 daily trips (**Table 3.11-16**).

As a result of the multiple existing land uses within Pebble Beach and the likelihood that Project residents would work in Pebble Beach, there would be a significant level of internalization (i.e., the number of trips that have both an origin and destination within Pebble Beach). These trips would be on the Pebble Beach road system, and not outside Pebble Beach gates or on roads external to Pebble Beach. The most recent AMBAG Travel Demand Model was used to determine that 25% of the Del Monte Forest Plan traffic would have both an origin and destination within Pebble Beach, thereby impacting roads within Pebble Beach but not outside Pebble Beach.

Trip Distribution and Assignment

The Project trip distribution is based on the AMBAG Travel Demand Model. The model was used to identify the travel patterns between Pebble Beach and other areas in Monterey County. As described previously, 25% of the generated traffic was assumed to have an origin and destination within Pebble Beach. The remaining 75% was distributed per the distribution pattern shown in **Table 3.11-17**.

Table 3.11-17. Project Trip Distribution Patterns

Location	Percent
17-Mile Drive	10
Forest Avenue	10
David Avenue	10
Prescott Avenue	4
West Monterey	6
Seaside	5
Marina	5
Salinas	5
East Monterey	6
Downtown Carmel	12
Carmel Valley Road	2
Pebble Beach	25
Total	**100**

Source: **Appendix C**, *Transportation Impact Report*.

The distribution of traffic at the Pebble Beach gates depends on the time period and direction of travel. Generally, over the day, traffic is distributed to the gates as follows:

- 50% to the Country Club Gate.
- 25% to the SFB Morse Gate.
- 25% to the remaining three gates.

Project Road Improvements

The Project does not incorporate any roadway or intersection improvements; however, it would construct a new internal road or driveway (Morse Court) with two driveway access points from SFB Morse Drive.

Criteria for Determining Significance

In accordance with CEQA, the State CEQA Guidelines, Monterey County plans and policies, and agency and professional standards, an impact would be considered significant if the Project would resulted in any of the following conditions.

A. Traffic during Project Construction

- Cause short-term increases in traffic on roads or intersections that cause the existing LOS to drop to an unacceptable level or worsens the operation of intersections previously identified as deficient.

B. Pebble Beach Gates

- Cause an increase in traffic resulting in a V/C ratio of 0.90 or more at one of the Pebble Beach gates.

C. Impacts on Roadway Intersections

Signalized Intersections

- Cause an intersection operating at LOS A, B, C or D to degrade to unacceptable traffic conditions of LOS E or F.
- Add 0.01 or more to the critical movement V/C ratio at intersections already operating at an unacceptable LOS E.
- Add one or more cars to the critical movement V/C ratio at intersections already operating at LOS F.

Unsignalized Intersections

- Result in any traffic movement operating at LOS F or in the meeting of any traffic signal warrant.

Roadway Segments

- Cause a county roadway segment operating at LOS A to E to degrade to a lower LOS E or F.
- Cause a state highway segment to degrade to below the transition between LOS C and LOS D. If an existing state highway facility is operating at less than the appropriate target (e.g., LOS E or F), the existing LOS should be maintained. A significant impact would occur if a project adds 0.01 to the critical movement volume-to-capacity ratio.
- Add one or more cars to roadway segments already operating at LOS F.

D. Access and Circulation

- Create a new roadway that does not meet the design criteria established in the Del Monte Forest Transportation Policy Agreement, that substantially increases hazards because of roadway design or internal circulation patterns, or that results in inadequate emergency access.

E. Parking

- Result in inadequate parking.[3]

[3] Parking is not considered a CEQA impact under the current guidelines. The parking analysis is for information purposes only.

F. Transit and Alternative Transportation

- Conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks).

G. Bicycles and Trails

- Conflict with adopted policies, plans, or programs supporting transportation by bicycles.
- Conflict with adopted policies, plans, or programs supporting trails.

Impacts and Mitigation Measures

This section is divided into seven separate subject areas: traffic during Project construction, impacts on Pebble Beach gates, impacts on roadway intersections and segments, access and circulation, parking, transit and alternative transportation, and bicycle facilities/trails.

A. Traffic during Project Construction

Impact TRA-A1. Construction traffic would result in short-term increases in traffic volumes that would affect level of service and intersection operations. (Significant and unavoidable for certain locations even with mitigation)

Construction-related traffic would result in short-term increases on SFB Morse Drive and other roadways used to access the Project site during construction. Based on the estimates provided in **Table 3.2-5** (in Section 3.2, *Air Quality*), there would be an average of 15-25 trips per day from construction workers and 10-15 trips per week from haul and delivery trucks, during the planned construction timeframe of August 2016 to October 2017. As described in the *Environmental Setting* section, all analyzed near intersections operate at the County's threshold of LOS C or better during the existing weekday morning and evening peak hours. Therefore, it is unlikely that construction traffic would cause the existing LOS at the near intersections to drop to an unacceptable level. However, some of the far intersections and highway segments are operating at a LOS of F, and it is possible that some of the construction traffic may contribute a few peak hour trips to such failing intersections or segments. It is not considered feasible to avoid any trips during peak hours; and thus this is considered a significant and unavoidable impact to those far intersections and highway segments with existing failing operations.

Transportation system impacts during Project construction include the potential to disrupt traffic flows on area roadways. Disruption to traffic flows could be caused by heavy-duty construction vehicles sharing the roadway with normal vehicle traffic, creating potential conflicts between incompatible uses; and by short-term utility installation or other construction activities requiring temporary lane closures. Emergency access to the Project site and in the immediate vicinity could also be disrupted because of lane closures from utility installation or construction-related traffic that could delay or obstruct the movement of emergency vehicles. Although construction impacts would be temporary, the impact would be significant. Implementation of a construction traffic control plan, as prescribed in **Mitigation Measure TRA-A1**, would reduce the potential impact from construction vehicle conflicts with other roadway uses to a less-than-significant level.

Mitigation Measure TRA-A1. Develop and implement a construction traffic control plan.

Prior to issuance of grading or building permits, a traffic control plan, including a comprehensive set of traffic control measures, shall be prepared by the construction contractor and submitted to Monterey County RMA – Public Works for review and approval. The plan shall be implemented throughout the course of Project construction and may include, but shall not be limited to, the following elements.

- Limit construction activities to between 8 a.m. and 6 p.m., Monday through Saturday, per the Del Monte Forest Architectural Board Design Guidelines (Pebble Beach Company 2002) imposed on development within Pebble Beach. No work shall be permitted on Sundays or holidays. Workers may be on-site before 8 a.m. and after 6 p.m., but no work shall be performed that will disturb neighboring residents. (The applicant's proposed construction hours are consistent with this measure.)
- Require that written notification be provided to contractors regarding appropriate routes to and from the Project site, and the weight and speed limits on local roads used to access the Project site. Wherever possible, construction truck travel shall occur on collector and arterial roads, not on local or residential streets. (The applicant proposes to limit major construction truck activity to key collector roads in Pebble Beach, and construction truck access to the Project site would be via the SFB Morse Gate.)
- Repair or restore any damage attributable to haul trucks on haul routes to the satisfaction of the appropriate agency.
- Require traffic controls on SFB Morse Drive and the Project entrance driveway, including flag persons wearing bright orange or red vests and using a "Stop/Slow" paddle to control oncoming traffic.
- Lane closure procedures, including signs, cones, and other warning devices for drivers, shall be identified as appropriate.
- Use of steel plates to maintain through-traffic on roads shall be considered, and construction access routes shall be identified.
- Construction staging is anticipated to occur on-site for all Project components and shall be verified by the County.
- Provide adequate on-site parking for all construction workers to minimize the impact on area roads. When on-site parking cannot be provided, alternative parking and shuttle systems shall be developed and verified by the County.

Mitigation Monitoring: Prior to issuance of grading or building permits, Monterey County RMA-Public Works shall review and approve a traffic control plan to be implemented throughout the course of Project construction. During construction, Monterey County RMA – Public Works shall periodically monitor construction activities to ensure the traffic control plan is being implemented.

B. Pebble Beach Gates

Impact TRA-B1. The Project would result in a minor increase in traffic at the Pebble Beach gates in the near term. (Less than significant)

The Pebble Beach gates were analyzed under near-term with- and without-project conditions. The V/C results for the with-project conditions are presented in **Table 3.11-18** (refer to **Table 3.11-11** 2017 without-project conditions). The service levels represent traffic conditions experienced by the inbound traffic during the AM and PM peak hours. Under 2017 with-project conditions, all of the gates would continue to operate at acceptable levels. Therefore, this impact would be less than significant.

Table 3.11-18. Pebble Beach Gate Peak Hour Volumes and Levels of Service—Near Term

	Peak Hour Volume/ Volume-to-Capacity Ratio[a]	
Gate	Existing[b]	With Project
AM Peak Period		
Country Club	201/0.34	207/0.35
SFB Morse	145/0.28	150/0.29
PM Peak Period		
Country Club	199/0.33	210/0.35
SFB Morse	134/0.26	142/0.27

Notes:

Source: **Appendix C**, *Transportation Impact Report*.

[a] The volume-to-capacity ratio describes the inbound peak hour traffic flow as it relates to gate capacity. A ratio below 0.9 is considered acceptable.

[b] The existing (2014) peak hour volume/volume-to-capacity ratio shown is with-project.

C. Impacts on Roadway Intersections

Impact TRA-C1. The Project would add traffic to certain far intersections and highway segments that would worsen existing unacceptable levels of service. (Significant and unavoidable with mitigation)

Near Intersections

As shown in **Table 3.11-19** and **Table 3.11-20**, all study near intersections would continue to operate at LOS C or better in both the AM and PM peak periods with the Project in the near term. Therefore, this impact would be less than significant.

Table 3.11-19. Near Intersection AM Peak Hour Levels of Service—With-Project Conditions

Intersection	Control[a]	Existing [b, c]	Without Project[b, c]	With-Project[b, c,]
Congress Avenue/Forest Lodge Road	AWSC	14/B	14/B	14/B
Congress Avenue/David Avenue	AWSC	17/C	18/C	19/C
Forest Avenue (SR 68)/David Avenue	Signal	24/C	24/C	25/C
SR 68/SFB Morse Gate	Signal	4/A	4/A	4/A
Congress Road/Forest Lodge	SSSC	2(12)/A(B)	2(12)/A(B)	3(12)/A(B)
Congress Road/SFB Morse Drive	AWSC	8/A	8/A	8/A

Notes:

Source: **Appendix C**, *Transportation Impact Report*.

[a] Signal = signalized intersection; SSSC = side-street stop-controlled intersection; AWSC = all-way stop-controlled intersection.

[b] Average delay (in seconds) is listed first, followed by corresponding LOS.

[c] For side-street stop-controlled intersections, average delay is listed first, followed by delay for worst approach.

Table 3.11-20. Near Intersection PM Peak Hour Levels of Service—With-Project Conditions

Intersection	Control[a]	Existing [b, c, d]	Without Project[b, c]	With Project[b, c]
Congress Avenue/Forest Lodge Road	AWSC	11/B	12/B	12/B
Congress Avenue/David Avenue	AWSC	11/B	11/B	12/B
Forest Avenue (SR 68)/David Avenue	Signal	29/C	30/C	31/C
SR 68/SFB Morse Gate	Signal	3/A	4/A	4/A
Congress Road/Forest Lodge	SSSC	5(17)/A(C)[e]	5(17)/A(C)	5(18)/A(C)
Congress Road/SFB Morse Drive	AWSC	8/A	8/A	8/A

Notes:

Source: **Appendix C**, *Transportation Impact Report*.

[a] Signal = signalized intersection; SSSC = side-street stop-controlled intersection; AWSC = all-way stop-controlled intersection.

[b] Average delay (in seconds) is listed first, followed by corresponding LOS.

[c] For side-street stop-controlled intersections, average delay is listed first, followed by delay for worst approach.

[d] The Congress Road/Forest Lodge intersection would have a 4(16)/A(C) PM Peak Hour LOS without the Project.

Far Intersections

As described under *Criteria for Determining Significance*, any project that would add one or more peak trips to an intersection already operating at an LOS F is considered a significant impact.[4]

There were several intersections identified in the Pebble Beach Company EIR (Monterey County 2011/2012) that were estimated to operate at LOS F in 2015. As shown in **Table 3.11-21**, the Project would add at least 1 trip to three of these intersections already operating at LOS F. Therefore, the Project could have significant impacts at three intersections compared to existing conditions: SR 68/Skyline Forest Drive, SR 68/Carmel Hill Professional Center and SR 68/SR1 Southbound Off-Ramp. Impacts at the other two noted intersections would still occur. Implementing **Mitigation Measures TRA-C1** and **TRA-C2** (discussed below) would mitigate project impacts to a less than significant level, if and when fully implemented. However, in the interim before implementation and if the mitigation is not fully implemented, then impacts would be significant and unavoidable.

Table 3.11-21. Far Intersection Peak Hour Levels of Service and Project Trips

Intersection	Control[a]	Existing LOS (AM/PM) [b]	Project Trips (AM/PM)[c]
Sunset Drive (SR 68)/Congress Avenue	AWSC	C/B	1/1
SR 68/Skyline Forest Drive	**SSSC**	**D(F)/D(F)**	**3/4**
SR 68/Carmel Hill Professional Center	**SSSC**	**F(F)/E(F)**	**2/3**
SR 68/ SR 1 Southbound Off-ramp	Signal	F/E With Roundabout: LOS C or better (Kittleson & Associates 2013)	2/3
SR 68/Aguajito Road	SSSC	A(B)/A(C)	0/1

Notes:

Source: Monterey County 2011/2012; **Appendix C**, *Transportation Impact Report*; Kittleson & Associates 2013

[a] Signal = signalized intersection; SSSC = side-street stop-controlled intersection; AWSC = all-way stop-controlled intersection.

[b] For side-street stop-controlled intersections, average delay is listed first, followed by delay for worst approach.

[c] Intersections that experience a significant project contribution (defined as 1 or more trips) are shown in **bold**.

SR 68/Skyline Forest Drive

This is an unsignalized intersection that currently operates at LOS F conditions for left-turns from Skyline Drive onto SR 68. This impact is considered significant because the Project adds more than one vehicle trip to an intersection operating at LOS F without the Project. With the construction of

[4] ICF reviewed potential impacts to the far intersections relative to the other significance criteria (lowering a LOS grade and lowering V/S ratios by 0.01 or more). Given the small amount of project peak hour trips and the large volumes at thee far intersections on SR 68, neither of the other significance criteria would be triggered.

the measure described in **Mitigation Measure TRA-C1**, the intersection would operate at LOS A (7.7 seconds of delay) and LOS A (9.2 seconds of delay) during the AM and PM peak hours, respectively.

The existing conditions at this intersection could be mitigated by installing a traffic signal at the intersection of SR 68/Skyline Forest Drive and by widening SR 68 from two to four lanes through the intersection. **Mitigation Measure TRA-C1** requires the applicant be responsible for a fair-share contribution to this mitigation based on total traffic as the intersection is already deficient under existing conditions. As indicated below, the fair-share contribution is a very small amount, and the improvement is not included in any local or regional improvement plan or fee program. Thus, it is unlikely this improvement would ever be built, and the impact would be significant and unavoidable. Instead of dedicating fair-share fees for an improvement that will not likely ever happen, the fair-share fees would instead be redirected by the County to higher-priority projects with a probability of actually being completed in the near to medium-term.

Mitigation Measure TRA-C1. Pay fair-share contribution based on an improvement at SR 68/Skyline Forest Drive, but County to redirect fair-share amount to higher-probability roadway improvements affected by the project's traffic contribution

The applicant shall make a fair-share contribution based on a conceptual improvement for a traffic signal at the intersection of SR 68/Skyline Forest Drive and to widen the intersection to four lanes. The contribution shall be made prior to issuance of the building permit. The widening is conceptually designed to accommodate traffic signal operations and minimize vehicle queues; it would generally occur within 500 to 600 feet on either side of Skyline Forest Drive.

Based on the Project's contribution to this intersection over the total with project traffic (4 trips over 1,254 total in the PM peak hour as the intersection is deficient today), the Project's estimated share of impact is 0.32%. The estimated cost of this mitigation is $2,444,000 (Monterey County 2011/2012). Thus, the estimated mitigation fair-share fee for this impact is $7,821.

This mitigation measure is not included in any existing local or regional traffic improvement program. The County intends to instead redirect funds derived from PBC's fair-share contributions to other higher priority roadway improvement measures with a probability of actually being completed in the near to medium-term.

Mitigation Monitoring: Prior to issuance of building permits, Monterey County RMA-Public Works Department shall ensure that the applicant has made a fair-share contribution based on a conceptual improvement for a traffic signal at the intersection of SR 68/Skyline Forest Drive and to widen the intersection to four lanes.

SR 68/Carmel Hill Professional Center

This is an unsignalized intersection that currently operates at LOS F for the left-turning traffic from the professional center onto SR 68. This impact is considered significant because the Project adds more than one vehicle trip to an intersection operating at LOS F without the Project.

The existing conditions at this intersection would be mitigated by construction the first phase of the SR 68 Widening Project (SR 1/SR68 Roundabout) and the second phase of the project (CHOMP Roundabout), both of which are included in the TAMC Regional Fee program . Therefore, **Mitigation**

Measure TRA-C2 requires the applicant be responsible for a fair-share contribution through the Regional Fee program. The impact would remain significant and unavoidable during the interim period between when the impact occurs and when the improvements are actually built.

SR 68/SR 1 Southbound Off-Ramps

This is a signalized intersection that currently operates at LOS F in the AM peak hour and LOS E in the PM peak hour. TAMC's Regional development Impact Fee Program includes the SR 68/SR1 Roundabout project which will start construction in 2015 and be complete in 2016. The Roundabout improvement will result in improved operations (LOS C or better) at this location (Kittleson & Associates 2011); and thus the inclusionary housing project would have a less than significant impact with implementation of the mitigation.

Mitigation Measure TRA-C2. Pay fair-share traffic impact fee through TAMC's Regional Development Impact Fee Program.

The Project applicant shall make a contribution to the TAMC Regional Development Impact Fee Program based on the program requirements. The contribution shall be made prior to issuance of the building permit. Based on the 2013 fee schedule, the estimated fee for moderate income apartment units is $2,411.29 per unit and the total fee would be $57,871.

Mitigation Monitoring: Prior to issuance of building permits, Monterey County RMA-Public Works Department shall ensure that the applicant has made a fair-share contribution to the TAMC Regional Development Impact Fee Program based on the program requirements.

Impact TRA-C2. The project would add traffic to regional highway sections that are projected to operate at unacceptable levels of service. (Significant and unavoidable with mitigation)

As shown in **Table 3.11-22**, the Project would add traffic to highway segments already operating at an unacceptable LOS F without the Project at the following locations:

- SR 1 from Fremont Street to Fremont Boulevard (PM peak hour).
- SR 68 east of Laguna Seca (AM peak hour).

Table 3.11-22.Regional Highway Segments Levels of Service

Highway	Section	Direction	Existing LOS (AM/PM)	Project Trips (AM/PM)
SR 1	SR 68 (west) to Munras Avenue	North	C/D	2/1
SR 1	Munras Avenue to Fremont Street	North	C/D	0/1
SR 1	**Fremont Street to Fremont Boulevard**	**North**	**C/F**	**0/1**
SR 68	East of Olmsted Road	West	D/D	0/1
SR 68	**East of Laguna Seca**	**East**	**F/E**	**1/0**
Ramp	SR 1 NB on-ramp from SR 68	Merge	C/D	0/1

Notes:
Source: Monterey County 2011/2012.
Intersections that experience a significant project contribution (defined as 1 or more trips where conditions are LOS F) are shown in **bold**.

This is a significant impact, and improvements to various parts of SR 1 and SR 68 would be required, to reduce this impact to a less-than-significant level. **Mitigation Measure TRA-C2** requires the applicant to pay a fair share contribution to TAMC's Regional Development Impact Fee Program. This Fee Program (described under *Regulatory Setting*) would provide funding toward certain regional improvements projects. However, implementation of the Regional Fee Program project would not by itself fully address all of the identified operational deficiencies along SR 1 and SR 68 East and this impact is considered significant and unavoidable with mitigation due to the lack of a regional transportation improvement program to address all identified regional highway deficiencies affected by the project.

D. Access and Circulation

Impact TRA-D1. The Project would not create new roadways that do not meet the design criteria established in the Del Monte Forest Transportation Policy Agreement, substantially increase hazards because of roadway design or internal circulation patterns, or result in inadequate emergency access. (Less than significant)

Sight Distance

The analysis considers the site plans provided by PBC. Access to the Project site would be provided by a new internal road or driveway (Morse Court) with two driveway access points (northern and southern) from SFB Morse Drive. The site access intersections are expected to operate with minimal delay. A sight distance assessment was conducted at both driveways. As noted in the *Regulatory Setting* section, primary internal roadways must have a stopping sight distance of 250 feet. Sight distance is the line of sight maintained between the driver of a vehicle waiting at the end of the driveway to enter SFB Morse Drive. Adequate sight distance is feasible at the northern and southern driveways if landscaping is maintained and parking is prohibited adjacent to the driveways.

Stopping sight distance is the distance required by the driver of a vehicle, traveling at a given speed, to bring the vehicle to a stop after an object in the road becomes visible and in advance of reaching the object. The Highway Design Manual defines the minimum stopping sight distance requirement as 150 feet for a roadway with a posted speed limit of 25 miles per hour. For vehicles turning from SFB Morse Drive into the Project driveway, or vehicles passing the driveways, sight distance is estimated to be over 150 feet, thus meeting the stopping sight distance requirements. Additionally, as described in Chapter 2, *Project Description*, PBC would trim and maintain vegetation along SFB Morse Drive adjacent to the driveways to ensure sight distance and visibility is maintained. Shrubs would not exceed approximately 30 inches in height, and tree branches would be at least 6 feet from the ground. Therefore, impacts would be less than significant.

Emergency Vehicle Access

Emergency vehicles would be able to access the Project site from either driveway on SFB Morse Drive. If one entrance is blocked, alternative access would be available. Additionally, as described in Chapter 2, *Project Description*, the Project would be designed in compliance with the Monterey County Fire Code which includes review of the plan set by the Pebble Beach Community Services District Fire Department. The Fire Department would also review the plan set prior to issuance of construction permits. The Fire Department could require revisions to the plan set at that time to ensure consistency with the Fire Code. Therefore, impacts on emergency vehicle access would be less than significant.

Impact TRA-D2. The Project would add more pedestrians to the Project site and vicinity increasing pedestrian circulation and roadway hazards. (Less than significant with mitigation)

The Project would introduce 24 housing units with up to 78 new residents, as estimated Section 3.10, *Public Services* (see *Methodology* discussion under *Impact Analysis*). This would increase pedestrian circulation on and around the Project site.

As described in Chapter 2, *Project Description,* the Project includes sidewalks between the residential buildings and the carports (**Figure 2-3**). The sidewalk would continue along Morse Court at the north and south ends of the development out to SFB Morse Drive. The Project would also include a decomposed granite walkway along the east side of SFB Morse Drive, from the north driveway northward to the existing school bus stop near David Avenue. This walkway would be approximately 370 feet long.

Neighboring residents describe the portion of SFB Morse Drive, extending through the Project site, as an existing dangerous situation because pedestrians, including children, walk along the roadway shoulder where there are blind curves, traffic is relatively high at times, and traffic speeds are fast. Therefore, the Project would introduce more pedestrians to a situation considered by existing residents to be unsafe. Implementing **Mitigation Measure TRA-D2** would reduce this impact by extending the decomposed granite walkway southward along SFB Morse Drive, connecting the two driveways, which would reduce pedestrian hazards along SFB Morse Drive and improve onsite circulation.

Mitigation Measure TRA-D2. Extend decomposed granite walkway southward along SFB Morse Drive.

Prior to issuance of grading permits, the applicant shall revise the site design plans to extend the decomposed granite walkway southward along SFB Morse Drive to connect to the two Project driveways. The revised design plan shall be provided to Monterey County RMA – Planning for review and approval prior to grading.

Mitigation Monitoring: Prior to issuance of grading permits, Monterey County RMA-Planning and Monterey County RMA-Public Works shall review and approve the design plans to ensure there is an extended decomposed granite walkway along SFB Morse Drive connecting the two Project driveways.

E. Parking

Impact TRA-E1. Project land uses would create a need for additional parking. (Less than significant)

The Project includes development of 24 apartments, consisting of 16 2-bedroom units and eight 3-bedroom units, and a 431 square feet office space.

Table 3.11-23 shows the total number of parking spaces required for this development by Monterey County Code (Chapter 21.58, Regulations for Parking). As shown in the table, the Project would require a total of 58 spaces.

The Project includes 67 total parking spaces with 24 covered spaces (carports), 40 standard uncovered spaces, and 3 accessible spaces. Because the Project would be in compliance with the County Code, this impact would be less than significant.

Although neighboring residents are concerned about spillover parking in the Del Monte Park neighborhood to the east, this is considered unlikely because there would be adequate parking (exceeding County requirements) provided on site.

Table 3.11-23. Monterey County Parking Requirements

Development Component	Parking Ratios[a]	Parking Spaces Required
2-bedroom apartments (16 units)	2 spaces/unit	32
3-bedroom apartments (8 units)	2.2 spaces/unit	18
Residential guest parking	1 space/4 units	6
Office (431 square feet)	1 space/250 square feet	2
Total Spaces Required		**58**
Total Spaces Provided by Project		**67**

Source: **Appendix C**, *Transportation Impact Report*.

[a] Monterey County Code, Chapter 20.58, Regulations for Parking

F. Transit and Alternative Transportation

Impact TRA-F1. The Project would not conflict with adopted policies, plans, or programs supporting alternative transportation. (Less than significant)

The Project would not conflict with any of the adopted policies or programs related to transit or alternative transportation because they do not apply to the Project. There are no existing transit lines along SFB Morse Drive through the Project site or adjacent to the Project site.

As described in *Environmental Setting*, there are two MST bus routes that are within walking distance of the Project site: the 2 and the 21. The closest Route 2 stop is located within Pacific Grove, on Montecito Street in the Del Monte Park neighborhood, approximately 0.15 mile east of the Project site. The termini for Route 2 are the Del Monte Center in Monterey and the Lighthouse & Fountain in Pacific Grove. The closest Route 21 stop is located at the Inn at Spanish Bay, approximately 0.7 mile north of the Project site. Additionally, there is a Pacific Grove Unified School District bus stop located on SFB Morse Drive at the north end of the Project site, near Congress Road and Ortega Street.

The two MST bus routes within the vicinity of the Project site primarily transport riders in and out of the vicinity, rather than within Pebble Beach. Thus, there is not expected to be a substantial increase in ridership of MST Routes 2 or 21. The PBC also operates shuttles that would be available for employees when employee parking is not available at the work site, and PBC shuttle service would be increased as necessary to accommodate additional riders. Therefore, impacts on transit and alternative transportation would be less than significant.

G. Bicycles and Trails

Impact TRA-G1. The Project would not conflict with adopted policies, plans, or programs supporting bicycles and trails. (Less than significant)

The Project would not conflict with any of the adopted policies or programs related to bicycles and trails because they do not apply to the Project.

As described in the *Environmental Setting* section, there are no existing bicycle paths in or around the Project site. The nearest bicycle route is a paved, marked bicycle route from the Pacific Grove Gate to The Lodge at Pebble Beach area along 17-Mile Drive, Spanish Bay Road, Spyglass Hill Road, and Stevenson Road.

Recreation trails are discussed in more detail in Section 3.8, *Land Use and Recreation*. The Pebble Beach Riding and Trails Association and PBC conduct monthly trail day activities to maintain and improve the existing trails. Trail crossings of the road system would fall within the design guidelines of the Del Monte Forest Transportation Policy Agreement, which indicate general stopping site distance criteria for forest roads.

The Project would not make any changes to or otherwise affect bicycle routes or the hiking trail system within Pebble Beach, or the adopted plans and policies supporting bicycles and trails. This impact would be less than significant.

Cumulative Impacts

A. Traffic during Project Construction

Impact TRA-A1(C). Construction traffic combined with cumulative traffic would result in short-term increases in traffic volumes that would affect level of service and intersection operations, contributing to a significant and unavoidable impact, thus a considerable contribution. (Significant and unavoidable with mitigation)

Construction traffic and workers, as described above under the project analysis would add traffic to locations that are already experiencing deficient traffic operations, in particular along SR 1 and SR 68. Cumulative traffic would also contribute traffic to these deficient traffic operations. The project's contribution would be reduced with implementation of **Mitigation Measures TRA-A1**. However, even with mitigation, it is possible that construction traffic would still contribute to unacceptable conditions on certain roadways outside Pebble Beach and thus the project's contribution to cumulative traffic impacts during construction is considered significant and unavoidable.

B. Pebble Beach Gates

Impact TRA-B1(C). The Project would result in a minor increase in traffic at the Pebble Beach gates in the cumulative condition (2030). (Less than significant)

The Pebble Beach gates were analyzed under 2030 with- and without-project conditions. The V/C results for the with-project conditions are presented in **Table 3.11-24** (refer to **Table 3.11-14** for 2030 without-project conditions). The service levels represent traffic conditions experienced by the inbound traffic during the AM and PM peak hours. Under 2030 with-project conditions, all of the

gates would continue to operate at acceptable levels. Therefore, this impact would be less than significant.

Table 3.11-24. Pebble Beach Gate Peak Hour Volumes and Levels of Service—Cumulative (2030)

	Peak Hour Volume/ Volume-to-Capacity Ratio[a]	
Gate	Existing (2014)[b]	2030 With Project
AM Peak Period		
Country Club	201/0.34	227/0.38
SFB Morse	145/0.28	170/0.33
PM Peak Period		
Country Club	199/0.33	231/0.39
SFB Morse	134/0.26	157/.030

Notes:
Source: **Appendix C**, *Transportation Impact Report*.
[a] The volume-to-capacity ratio describes the inbound peak hour traffic flow as it relates to gate capacity. A ratio below 0.9 is considered acceptable.
[b] The existing (2014) peak hour volume/volume-to-capacity ratio shown is with-project.

C. Impacts on Roadway Intersections

Impact TRA-C1(C). The Project would not contribute considerably to significant cumulative traffic impacts for the near intersections. (Less than significant)

Appendix A of the *Transportation Impact Report* (**Appendix C**) contains the long-term intersection traffic volumes used in this section. **Table 3.11-25** lists the five Near Intersections analyzed for the Project and shows the long-term LOS for each intersection. As shown in the table, all analyzed intersections operate at LOS C or better during the AM and PM peak hours under 2030 conditions. Therefore, the Project would not contribute to any cumulative impacts at these intersections.

Table 3.11-25. Near Intersection Peak Hour Levels of Service—2030 Long Term Conditions

Intersection in Inclusionary Housing Project Study Area	Control[a]	Without Project		With Project	
		AM[b, c]	PM[b, c]	AM[b, c]	PM[b, c]
Congress Avenue/Forest Lodge Road	AWSC	12/B	12/B	12/B	12/B
Congress Avenue/David Avenue	AWSC	16/C	13/B	16/C	13/B
Forest Avenue (SR 68)/David Avenue	Signal	25/C	34/C	25/C	34/C
SR 68/SFB Morse Gate	Signal	4/A	4/A	4/A	4/A
Congress Road/Forest Lodge	SSSC	3(12)/A(B)	4(16)/A(C)	3(13)/A(B)	5(16)/A(C)
Congress Road/SFB Morse Drive	AWSC	8/A	8/A	8/A	8/A

Notes:
Source: **Appendix C**, *Transportation Impact Report*.
[a] Signal = signalized intersection; SSSC = side-street stop-controlled intersection; AWSC = all-way stop-controlled intersection.
[b] Average delay (in seconds) is listed first, followed by corresponding LOS.
[c] For side-street stop-controlled intersections, average delay is listed first, followed by delay for the worst approach.

Impact TRA-C2(C). The Project would considerably contribute to significant cumulative traffic impacts for far intersections. (Significant and unavoidable with mitigation)

The Pebble Beach Company Project EIR, which evaluated buildout of PBC properties within the Del Monte Forest (Monterey County 2011/2012), identified several intersections where the cumulative impact would be significant and unavoidable with mitigation. **Table 3.11-26** show a list of these intersections, with both the cumulative vehicle trips identified in the Pebble Beach Company Project EIR and the additional trips generated by the Inclusionary Housing Project. The tables also include the impact and mitigation number identified in the Pebble Beach Company Project EIR.

As shown in **Table 3.11-26**, the Project would contribute six or fewer trips to the impacted locations. Although the contribution is negligible, it would be a significant impact, and the Project would be required to pay for their fair share in proportion to the number of trips. Implementing the mitigation measures would reduce this impact, but not to a less-than-significant level. **Mitigation Measures TRA-C1, TRA-C2, TRA-C3(C)** and **TRA-C4(C)** are included in their entirety either above or following the tables.

Table 3.11-26. Impacted Far Intersections—Cumulative Vehicle Trips from the Pebble Beach Company Project Plus Contribution from the Inclusionary Housing Project

	Inclusionary Housing Project Trips		Cumulative Trips in PBC Project EIR[a]		Combined[b]		
Study Intersection	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	Mitigation Number
Sunset Drive (SR 68)/Congress Avenue	1	1	1,071	1,115	1,072	1,116	TRA-C3(C)
SR 68/Skyline Forest Drive	3	4	2,936	3,181	2,939	3,185	TRA-C1
SR 68/Carmel Hill Professional Center	2	3	3,095	3,209	3,097	3,212	TRA-C2
SR 68/SR 1 SB Off-Ramp	2	3	3,911	3,992	3,913	3,995	NA (Phase 1 Roundabout is fully funded and would improve LOS operations to LOS C or better)
SR 68/Aguajito Road	--	1	--	2,271	--	2,272	TRA-C4(C)
SR 1/Carpenter Street	--	0	--	5,389	--	5,389	N/A

Notes:

Source: **Appendix C**, *Transportation Impact Report*.

[a] Cumulative Trips = estimated number of vehicle trips at the intersection in 2030 AM/PM peak hour, as identified in the Pebble Beach Company Project EIR (Monterey County 2011/2012). These do not include Inclusionary Housing Project trips.

[b] This includes both the cumulative vehicle trips identified in the Pebble Beach Company Project EIR plus the additional trips generated by the proposed Inclusionary Housing Project (from the first column).

[c] Impact determined significant and unavoidable in the Pebble Beach Company Project EIR.

N/A = Not Applicable. The Inclusionary Housing Project does not add trips to the intersection; therefore, the Project is not responsible for paying a fair share of mitigation measures.

-- = No impact on the intersection.

Mitigation Measure TRA-C3(C). Pay fair-share contribution based on an improvement at Sunset Drive/Congress Avenue, but County to redirect fair-share amount to higher-probability roadway improvements affected by the project's traffic contribution

The applicant shall pay a fair-share contribution based on a conceptual design to restripe the westbound approach at the Sunset Drive/Congress Avenue intersection to provide a left-turn pocket. The applicant is responsible for its fair-share contribution to this mitigation based on new traffic growth because the intersection operates at acceptable levels under existing conditions. The contribution shall be made prior to issuance of the Project's building permit.

Based on the Project's contribution to this intersection over cumulative new traffic growth, the Project's estimated share of impact is 0.62%. The estimated cost of this mitigation is $4,200 (Monterey County 2011/2012). Thus, the estimated mitigation fair-share fee for this impact is $26.

This mitigation measure is not included in any existing local or regional traffic improvement program. Due to the extremely small fair share contribution, there are unlikely to be adequate funds to actually implement the improvement itself. Thus, the County shall instead concentrate funds derived from PBC's fair-share contributions to higher probability roadway improvements affected by the project's contribution.

Mitigation Monitoring: Prior to issuance of building permits, Monterey County RMA-Public Works Department shall ensure that the applicant has made a fair-share contribution based on a conceptual design to restripe the westbound approach at the Sunset Drive/Congress Avenue intersection to provide a left-turn pocket.

Mitigation Measure TRA-C4(C). Pay fair-share contribution based on an improvement at SR68/Aguajito Road but County to redirect fair-share amount to higher-probability roadway improvements affected by the project's traffic contribution

The applicant shall make a fair-share contribution based on a conceptual improvement plan to construct a refuge lane on SR 68 for traffic turning left out of the Aguajito Road intersection with SR 68. The applicant is responsible for its fair-share contribution to this mitigation based on new traffic because the intersection operates at acceptable levels under existing conditions. The contribution shall be made prior to issuance of the Project's first building permit.

Based on the Project's contribution to this intersection over cumulative traffic increase over existing, the Project's estimated share of impact is 0.13%. The estimated cost of this mitigation is $201,400 (Monterey County 2011/2012). Thus, the estimated mitigation fair-share fee for this impact is $262.

This mitigation measure is not included in any existing local or regional traffic improvement program. Due to the extremely small fair share contribution, there are unlikely to be adequate funds to actually implement the improvement itself. Thus, the County shall instead concentrate funds derived from PBC's fair-share contributions to higher probability roadway improvements affected by the project's contribution.

Mitigation Monitoring: Prior to issuance of building permits, Monterey County RMA-Public Works Department shall ensure that the applicant has made a fair-share contribution based on a conceptual improvement plan to construct a refuge lane on SR 68 for traffic turning left out of the Aguajito Road intersection with SR 68.

Impact TRA-C3(C). The Project would considerably contribute to significant cumulative traffic impacts for highway segments. (Significant and unavoidable with mitigation)

The Pebble Beach Company Project EIR, which evaluated buildout of PBC properties within the Del Monte Forest (County of Monterey 2011/2012), identified several highway segments where the cumulative impact would be significant and unavoidable with mitigation. **Table 3.11-27** show a list of these highway segments with both the cumulative vehicle trips identified in the Pebble Beach Company Project EIR and the additional trips generated by the Inclusionary Housing Project. The tables also include the impact and mitigation number identified in the Pebble Beach Company Project EIR.

As shown in **Table 3.11-27**, the Project would contribute 2 or fewer trips to the impacted locations. Although the contribution is negligible, it would be a significant and unavoidable impact, and the Project would be required to pay for their fair share in proportion to the number of trips. Implementing the mitigation measures identified for the Pebble Beach Company Project EIR, as they apply to the Project, would reduce this impact, but not to a less-than-significant level. **Mitigation Measures TRA-C2** (described above) and **TRA-C5(C)** (described below).

Table 3.11-27. Impacted Highway Segments and Ramps - Cumulative Vehicle Trips from the Pebble Beach Company Project Plus Contribution from the Inclusionary Housing Project

Highway	Segment	Direction / Section Type	Inclusionary Housing Project Trips		Cumulative Trips in PBC Project EIR[a]		Combined[b]		Mitigation Number
			AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	
SR 1	SR 68 (west) to Munras Avenue	North	2	1	2,378	3,161	2,380	3,162	TRA-C2
	Munras Avenue to Fremont Street	North	--	1	--	2,601	--	2,602	TRA-C2
	Fremont Street to Fremont Avenue	North	--	1	--	3,912	--	3,913	TRA-C2
SR 68	East of Laguna Seca	East	1	--	1,656	--	1,657	--	TRA-C2
Ramp	SR 1 Northbound On-Ramp from SR 68	Merge	--	1	--	2,371	--	2,372	TRA-C5

Notes:

Source: **Appendix C**, *Transportation Impact Report*.

[a] Cumulative Trips = estimated number of vehicles in 2030 AM/PM peak hour, as identified in the Pebble Beach Company Project EIR (Monterey County 2011/2012). These do not include Inclusionary Housing Project trips.

[b] This includes both the cumulative vehicle trips identified in the Pebble Beach Company Project EIR plus the additional trips generated by the proposed Inclusionary Housing Project.

[c] Impact determined significant and unavoidable in the Pebble Beach Company Project EIR.

N/A = Not Applicable. The Inclusionary Housing Project does not add trips to the intersection; therefore, the Project is not responsible for paying a fair share of mitigation measures.

-- = No impact on the highway segment/ramp.

Mitigation Measure TRA-C5(C). Pay fair-share contribution based on an improvement to the SR 1 northbound merge at SR 68 (west) but County to redirect fair-share amount to higher-probability roadway improvements affected by the project's traffic contribution

Prior to issuance of the first building permit for the Project, the applicant shall make a fair-share contribution based on a conceptual improvement to replace the SR 1 northbound merge at SR 68 (west) with an auxiliary lane between SR 68 (west) and Munras Avenue. An auxiliary lane between SR 68 (west) and Munras Avenue will alleviate operational problems in the future with the merge.

Based on the project's contribution to this segment over the cumulative total traffic with project (as the merge is currently deficient), the project's estimated share of impact is 0.04%. The estimated cost of this mitigation is $5,584,800 (Monterey County 2011/2012). Thus, the estimated mitigation fair-share fee for this impact is $2,234.

This mitigation measure is not included in any existing local or regional traffic improvement program. Due to the extremely small fair share contribution, there are unlikely to be adequate funds to actually implement the improvement itself. Thus, the County shall instead concentrate funds derived from PBC's fair-share contributions to higher probability roadway improvements affected by the project's contribution.

Mitigation Monitoring: Prior to issuance of building permits, Monterey County RMA-Public Works Department shall ensure that the applicant has made a fair-share contribution based on a conceptual improvement plan to replace the SR 1 northbound merge at SR 68 (west) with an auxiliary lane between SR 68 (west) and Munras Avenue.

D. Access and Circulation

Impact TRA-D1(C). The project would not create new roadways that do not meet the design criteria established in the Del Monte Forest Transportation Policy Agreement, substantially increase hazards because of roadway design or internal circulation patterns, or result in inadequate emergency access but no other projects would contribute to this impact. (No cumulative impact)

The project's direct impacts related to access and circulation can be mitigated to a less than significant impact with mitigation identified above. There are no cumulative projects that would change the design of the project roadways. Thus, there is no cumulative impact for access and circulation.

E. Parking

Impact TRA-E1(C). Project land uses would create a need for additional parking but no other projects would contribute to parking demand at the same location as the project. (No cumulative impact)

The project's direct impacts related to parking are less than significant. There are no cumulative projects that would affect parking at the same locations as the project. Thus, there is no cumulative impact for parking.

F. Transit and Alternative Transportation

Impact TRA-F1(C). Cumulative development in Del Monte Forest other than the project would be required to be consistent with Del Monte Forest transit and alternative transportation requirements. (No cumulative impact)

Future cumulative development in Del Monte Forest would be required to be consistent with Del Monte Forest transit and alternative transportation requirements. Thus, no cumulative significant impact is identified. The Project would not conflict with any of the adopted policies or programs related to transit or alternative transportation because they do not apply to the Project. There are no existing transit lines along SFB Morse Drive through the Project site or adjacent to the Project site.

G. Bicycles and Trails

Impact TRA-G1(C). Cumulative development with the project would not conflict with adopted policies, plans, or programs supporting bicycles and trails. (No cumulative impact)

Future cumulative development in Del Monte Forest would be required to be consistent with Del Monte Forest bicycle and trail policies, plans and programs. Thus, no cumulative significant impact is identified. As described above, the project would have a less than significant project-level impact on bicycles and trails; no contribution to a cumulative impact would occur because no significant cumulative impact has been identified.