

CITY OF YUBA CITY
STAFF REPORT

Date: September 15, 2020
To: Honorable Mayor & Members of the City Council
From: Public Works Department
Presented by: Diana Langley, Interim City Manager

Summary

Subject: Bridge Street Multimodal Hybrid Corridor Plan (Adoption)
Recommendation: Adopt a Resolution adopting the Bridge Street Multimodal Hybrid Corridor Plan
Fiscal Impact: Minimal Staff Costs Associated with Plan Preparation, with Potential for Future Grant Award

Purpose:

To improve vehicle, bicyclist, and pedestrian route functionality and safety throughout the Bridge Street Corridor.

Background:

In July 2020, the Public Works Department applied for the California Transportation Commission's (CTC) Solutions for Congested Corridors Program Grant (Grant) to secure funding for the Bridge Street Widening Project between Gray Avenue and Cooper Avenue. In the grant application, the City requested \$5,620,588 in grant funds, which would cover construction costs based on current engineer's estimates. In order for the CTC to accept the City's Grant application, the City must have a Multimodal Corridor Plan in place.

Analysis:

In order to ensure that the City met the Grant program requirements, the City contracted with Blais and Associates to create the Bridge Street Hybrid Multimodal Corridor Plan (Plan) (see Resolution Attachment A). The Plan was developed using an integrated analysis of the following plans, some of which have already been adopted by City Council, and others are expected to be adopted by Council in the near future:

- Yuba City General Plan (2004): Adopted April 8, 2004;
- Yuba City Safe Routes to School Plan (2020): Expected adoption in winter 2020;
- Yuba City Resource Efficiency Plan (2016): Adopted September 6, 2016;
- Yuba City Bicycle Master Plan (2011): Adopted February 1, 2011;
- SACOG Metropolitan Transportation Improvement Plan (2017-2020); and
- SACOG Metropolitan Transportation Plan / Sustainable Communities Strategy (2020).

The Plan utilizes the most recent planning assumptions in already adopted (or soon to be adopted) plans/documents, and demonstrates that the integrated plans, proposed projects, and modal components proposed in the Plan have included a public input process.

Elements of the Plan include:

1. Address reducing congestion in highly traveled corridors by providing more transportation choices for residents, commuters, and visitors to the area of the corridor while preserving the character of the local community and creating opportunities for neighborhood enhancement projects.
2. Reflect a comprehensive approach to addressing congestion and quality-of-life issues within the affected corridor through investment in transportation and related environmental solutions.
3. Developed in collaboration with state, regional, and local partners.
4. Evaluate the following criteria as applicable.
 - a. Safety;
 - b. Congestion;
 - c. Accessibility;
 - d. Economic Development and Job Creation and Retention;
 - e. Air Quality and Greenhouse Gas Emissions Reduction; and
 - f. Efficient Land Use.
5. Consistent with the goals and objectives of the Regional Transportation Plan.

Adopting a resolution that adopts the Bridge Street Multimodal Hybrid Corridor Plan will ensure that the City's Grant application will be accepted by the California Transportation Commission, and open the opportunity for the City to receive up to \$5,620,588 in grant funds for the Bridge Street Widening Project between Gray Avenue and Cooper Avenue.

This project was previously assessed in the Supplemental Environmental Impact Report (State Clearinghouse No. 2019090506) prepared for the Yuba City Bridge Street Level of Service General Plan Policy Amendment adopted by the City Council earlier this year (SEIR), and there are no changes of circumstances that would warrant additional review. As such, all necessary environmental review required by CEQA has been completed for this project.

Fiscal Impact:

There is no direct cost associated with adopting the Bridge Street Multimodal Hybrid Corridor Plan. However, the City has applied for grant funding in the amount of \$5,620,588, and adoption of the plan is a condition of the grant program. Detailed fiscal impacts will be presented to the Council at grant acceptance if the City is awarded funding.

Alternatives:

Do not adopt the Bridge Street Multimodal Hybrid Corridor Plan. This may compromise grant funding and delay the project timeline.

Recommendation:

Adopt a resolution adopting the Bridge Street Multimodal Hybrid Corridor Plan.

Attachments:

1. Resolution
 - a. Bridge Street Multimodal Hybrid Corridor Plan

Prepared by:

/s/ Joshua Wolfe

Joshua Wolfe
Assistant Engineer

Submitted by:

/s/ Diana Langley

Diana Langley
Interim City Manager

Reviewed by:

Department Head

Finance

City Attorney

DL

SM

SLC by email

ATTACHMENT 1

RESOLUTION NO. _____

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF YUBA CITY
ADOPTING THE BRIDGE STREET MULTIMODAL HYBRID CORRIDOR PLAN**

WHEREAS, the California Transportation Commission created the Congested Corridors Program (Program) to provide nearly \$500 million in project funding for regional transportation agencies and other eligible entities in fiscal years 2021-22 and 2022-23; and

WHEREAS, the City of Yuba City applied for \$5,620,588 in Program funding with no local match for the Bridge Street Widening Project between Cooper Avenue and Gray Avenue; and,

WHEREAS, the Grant General Conditions of Acceptance require the City to adopt a multimodal corridor plan for the Project; and,

WHEREAS, the City of Yuba City contracted with Blais and Associates to create the Bridge Street Hybrid Multimodal Corridor Plan (Plan), utilizing previously adopted (or soon to be adopted) plans/documents; and,

WHEREAS, this project was previously assessed in the Supplemental Environmental Impact Report (State Clearinghouse No. 2019090506) prepared for the Yuba City Bridge Street Level of Service General Plan Policy Amendment adopted by the City Council earlier this year (SEIR); and

WHEREAS, the City of Yuba City desires to adopt the Plan as to be in compliance with the Program requirements, and allowing the City to be considered for funding.

NOW, THEREFORE, be it resolved and ordered by the City Council of the City of Yuba City as follows:

1. CEQA: This project has been previously assessed per the SEIR and adopted by the City Council. The City Council finds that there are no substantial changes are proposed in the project that will require major revisions of the previous SEIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects. Additionally, no substantial changes have occurred with respect to the circumstances under which the project is undertaken which will require major revisions of the previous SEIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects. Finally, there is no new information, which was not known and could not have been known at the time of the previous SEIR, that the project will have significant effect not discussed in the SEIR. As such, all necessary environmental review required by CEQA has been completed for this project.

2. Approval: The City Council of the City of Yuba City does hereby adopt the Bridge Street Multimodal Hybrid Corridor Plan.

3. Effective Date: This Resolution shall become effective immediately.

The foregoing Resolution was duly and regularly introduced, passed, and adopted by the City Council of the City of Yuba City at a regular meeting thereof held on the 15th day of September, 2020.

AYES:

NOES:

ABSENT:

Shon Harris, Mayor

ATTEST:

Patricia Buckland, City Clerk

APPROVED AS TO FORM
COUNSEL FOR YUBA CITY

Shannon L. Chaffin, City Attorney
Aleshire & Wynder, LLP

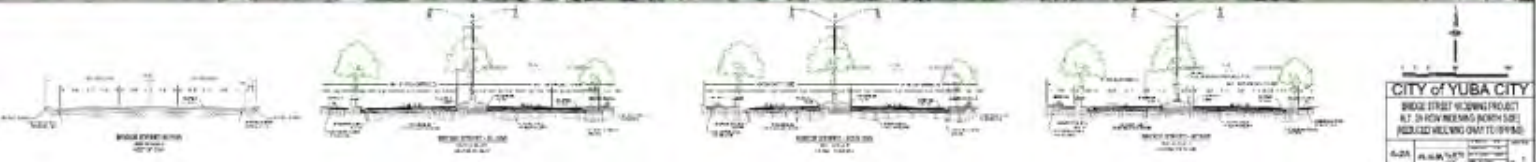
Attachments:

Attachment A – Bridge Street Multimodal Hybrid Corridor Plan

ATTACHMENT A

YUBA CITY

DRAFT



Bridge Street Multimodal Hybrid Corridor Plan

PREPARED BY:

The City of Yuba City
1201 Civic Center Boulevard
Yuba City, CA 95993

April 15, 2020

Bridge Street Multimodal Hybrid Corridor Plan



CONTENTS:

Executive Summary.....	1
Background.....	2
CTC Statutory Requirements.....	3
Local Agency and Stakeholder Participation.....	4
Relationship to Regional Transportation Plan.....	6
Regional Congestion Management Objectives.....	7
Bridge Street Corridor, Street Network, and Existing Services	9
Plan Performance.....	13
Congestion/Delay.....	13
Safety.....	15
Accessibility.....	17
Economic Development.....	18
Air Quality/GHG Emissions.....	18
Efficient Land Use.....	20
Bridge Street Corridor Improvements.....	22
Appendix A Yuba City Bridge Street Level of Service.....	25

Yuba City Bridge Street Multimodal Hybrid Corridor Plan

EXECUTIVE SUMMARY

The California Transportation Commission (CTC) has developed explicit requirements for projects funded in Cycle 2 of Senate Bill 1's (SB 1) Solutions for Congested Corridors Program (SCCP). Projects funded by this program require that, a Comprehensive Multimodal Corridor Plan be developed. Per section 9.4 of the CTC guidelines, it has been determined that a "Hybrid Plan" is the most appropriate document to fulfill the statutory requirements of the SCCP. The City's hybrid approach includes an integrated analysis of the following approved/adopted plans:

- Yuba City General Plan (2004): Adopted April 8, 2004;
- Yuba City Safe Routes to School Plan (2020): Expected adoption in spring 2020;
- Yuba City Resource Efficiency Plan (2016): Adopted September 6, 2016;
- Yuba City Bicycle Master Plan (2011): Adopted February 1, 2011;
- SACOG Metropolitan Transportation Improvement Plan (2017-2020); and
- SACOG Metropolitan Transportation Plan / Sustainable Communities Strategy (2020).

The Yuba City Bridge Street Multimodal Hybrid Corridor Plan (Plan) utilizes the most recent planning assumptions in an already adopted (or soon to be adopted) plan/document, and demonstrates that the integrated plans, proposed projects, and modal components proposed in the Plan have included a public input process.

The City of Yuba City has been working with the California Department of Transportation (Caltrans), Sacramento Area Council of Governments (SACOG), Yuba-Sutter Transit, and other stakeholders to implement congestion relief projects throughout the City for many years. The passage of Proposition 111 in 1990 provided for an increase in the gas tax, along with changes to the transportation planning process that required urbanized counties to create a Congestion Management Program (CMP).

The Sutter and Yuba Counties Congestion Management Program (CMP) ensures that an integrated approach to transportation programming decision making is followed. The CMP is intended to maintain transportation mobility in Sutter and Yuba Counties by establishing standards that encourage a balance of transportation modes, and by incorporating the transportation implications of land-use decisions in planning efforts. Cities within the County are responsible for conformance with the adopted service level standards on the principal arterial system defined by the CMP, and for transit standards. They are also responsible for the adoption and implementation of a trip-reduction and travel-demand ordinance and for developing a program to analyze the impacts of land use decisions. Where deficiencies in the system exist, deficiency plans must be adopted and methods of correcting the deficiencies identified. If deficiencies go unmitigated, the City could lose a portion of its gas tax revenues. This Plan is evidence of the City's commitment to ensure compliance with several state and regional requirements and create a safer and more efficient system of roadway networks within Yuba City.

OVERVIEW

BACKGROUND

Yuba City, located in Sutter County, has a population of 66,147.¹ Additionally, Yuba City is located within 97939 U.S. Census-designated Urban Area (UA)² and the geospatial information is 39° 07' 56" N and 121° 37' 35" W. The City lies in the northern portion of California's flat, fertile Central Valley and is approximately 40 miles north of the State Capital of Sacramento. It is situated on the western bank of the Feather River, while Marysville, Yuba City's sister City, is located opposite of Yuba City on the eastern bank of the Feather River. Primarily undeveloped agricultural land exists to the north, west, and south of the City. The Sutter Buttes are located to the northwest of Yuba City. Sutter County is comprised of two cities, eight unincorporated communities, and seven Census-designated places. Yuba County is comprised of two cities, including Marysville, 34 unincorporated communities, and nine Census-designated places.

Yuba City is home to the largest dried fruit processing plant in the world, Sunsweet Growers Incorporated, and is one of the top five employers in region. Fremont-Rideout Health Group, Yuba City Unified School District, Sutter County, and Walmart round out the top five employers in Yuba City and employ over 6,200 individuals collectively.³

Almost eighteen percent (18%) of Sutter County's population lives below the poverty level, which is higher than the State average of 15.8 percent.⁴ The Bridge Street Corridor is located in Census Tract 502.01. This tract is a low-income community and located within a half-mile from a disadvantaged community.⁵ Twenty-one percent (21%) of Yuba County's population lives below the poverty line, but 94 percent live below the poverty line in Census Tract 502.01.⁶

Once completed, Bridge Street Corridor will improve the ease of travel for a substantial portion of regional residents, reduce accidents, and improve air quality. The improvements are also expected to encourage more consumer trips into an area currently avoided because of congestion, which in turn, boosts the economy. In addition to the economic benefits, this project will bring multiple safety improvements. With the added capacity and the divided roadway (median), the reduction in congestion will reduce many types of collisions (most notable rear-end traffic collisions) and make the corridor safer for travelers. The project also includes active transportation elements (bike and pedestrian amenities) further enhancing safety for multi-modal users.

¹ U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates, ACS Demographic and Housing Estimates, <https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>

² U.S. Census Bureau, 2010 Census Urban Area Reference Maps, <https://www.census.gov/geo/maps-data/maps/2010ua.html>

³ City of Yuba City, Comprehensive Annual Financial Report for The Fiscal Year Ending June 30, 2017

⁴ U.S. Census Bureau, American Fact Finder, 2012-2016 American Community Survey 5-Year Estimates, https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml

⁵ State of California, Disadvantaged and Low-income Communities Investments Maps, <https://www.arb.ca.gov/cc/capandtrade/auctionproceeds/lowincomemapfull.htm>

⁶ California Healthy Places Index, <https://map.healthyplacesindex.org/>

Completion of the continuous four-lane corridor will:

- Reduce traffic collisions;
- Improve safety for active transportation users;
- Improve critical emergency response times;
- Improve direct access to Rideout Regional Medical Center (including Level III Trauma Care);
- Improve access to the Yuba-Sutter Fairgrounds, which is used for an evacuation center during disasters;
- Reduce greenhouse gas emissions and fuel consumption;
- Improve efficiency of the existing transportation network;
- Better facilitate commerce and movement of goods on State Route 99, State Route 70, and State Route 20 by improving an alternate east-west corridor between Yuba City and Marysville;
- Increase direct and indirect jobs and revenue in one of the most economically distressed areas of Northern California;
- Attract and incentivize private capital investments in the region and state; and
- Increase tourism.

CTC STATUTORY REQUIREMENTS

For Cycle 2 of the Congested Corridors Program, Yuba City conducted an integrated analysis of existing plans that included the Bridge Street corridor in order to develop a hybrid multimodal plan. Under the adopted comprehensive multimodal corridor plan guidelines, a hybrid plan is expected to utilize the most recent planning assumptions available, and demonstrate that the integrated plans, proposed projects, and modal components proposed in the hybrid plan included a public input process. This Plan was developed according to the 2018 Comprehensive Multimodal Corridor Plan Guidelines and pursuant to Streets and Highways Code (SHC) requirements. This Plan includes the following required elements:

1. Address reducing congestion in highly traveled corridors by providing more transportation choices for residents, commuters, and visitors to the area of the corridor while preserving the character of the local community and creating opportunities for neighborhood enhancement projects.
2. Reflect a comprehensive approach to addressing congestion and quality-of-life issues within the affected corridor through investment in transportation and related environmental solutions.
3. Be developed in collaboration with state, regional, and local partners.
4. Evaluate the following criteria as applicable.
 - a. Safety;
 - b. Congestion;
 - c. Accessibility;
 - d. Economic Development and Job Creation and Retention;
 - e. Air Quality and Greenhouse Gas Emissions Reduction; and
 - f. Efficient Land Use.
5. Be consistent with the goals and objectives of the Regional Transportation Plan.

LOCAL AGENCY AND STAKEHOLDER PARTICIPATION (OUTREACH)

Along the Bridge Street Corridor, the City conducted several outreach meetings with the public to engage them in project planning and ensuring their buy-in. Furthermore, the City Council hosted a public Transportation Workshop where they prioritized the Corridor improvements and announced the availability of funding, via the City's Capital Improvement Budget, to start the project right-of-way and design. Also, the City engaged Walk Sacramento, a nonprofit organization leading the region in developing safe, walkable communities that promote health and economic growth, early in the project planning process to ensure the project design is accommodating to pedestrians.

Other parties involved in the Bridge Street Corridor planning either through regulation, funding, ownership, and/or support include:

- Sacramento Area Council of Governments (SACOG)
- Yuba City Redevelopment Agency
- Yuba-Sutter Economic Development Corporation
- Rideout Regional Memorial Center

The following summarizes the public outreach conducted that included the Bridge Street Corridor:

Yuba City General Plan (2004):

To help prepare this General Plan, a General Plan Advisory Committee (GPAC) was formed. This Committee was charged with serving as ambassadors to the community during the preparation of the new General Plan and with reviewing and commenting on interim products prepared by the project consultant. The committee included representation from the Yuba City Planning Commission and City Council, the Sutter County Board of Supervisors and Planning Commission, Caltrans, and local citizens from both the incorporated and unincorporated areas within the City's Sphere of Influence (SOI).

The Committee met on a frequent basis to address concerns and guide the process. Two community workshops were held, one in August 2002 and one in November 2002. These workshops were attended by approximately 150 and 130 people, respectively. The first workshop gathered input and reactions to a Draft Land Use plan. The second workshop presented the refined land use plan and began the process of developing policies for the Plan. A wide variety of viewpoints were expressed by a mix of participants from all segments of the community. This plan is a result of the GPAC guidance and public input received at the Workshops. Special joint Planning Commission and City Council workshops were also held in order to keep those groups informed and to solicit feedback. Finally, newsletters on the General Plan Update were distributed to the citizens of Yuba City and surrounding areas in an effort to inform the public of the planning process and seek public comment.

Yuba City Safe Routes to School Plan (2020):

There are three public schools located near the Bridge Street Corridor: Gray Avenue Middle School, Yuba City High School, and Bridge Street Elementary School. The following public outreach was conducted that included these three schools and feedback on Bridge Street improvements:

- **Walk Audits:** During April and May 2019, the project team conducted school walk audits at 15 project schools. The team examined pedestrian, bicyclist, and driver behavior during the drop-off or pick-up period and reviewed the area near the school for quality of curb ramps, sidewalks, crosswalks, and signage. After the audits, the team regrouped to discuss what they saw and brainstorm recommendations.
- **Parent Survey and Hand Tallies:** The National Center for Safe Routes to School Travel Tally (commonly referred to as Student Hand Tally) and National Center for Safe Routes to School Parent Surveys were distributed to all 15 schools. Eight of the schools returned parent surveys and all returned student travel tallies. Parent Surveys were distributed to parents via printed paper surveys or an online link. Surveys were provided in English, Spanish, and Farsi depending on each school's language needs. The purpose of Parent Surveys is to understand family travel patterns to and from school as well as barriers and challenges to walking and biking to school. Student Hand Tallies were conducted by teachers in the morning during attendance over the course of three consecutive days (a Tuesday, Wednesday, and Thursday), where teachers ask students how they got to school that morning and how they plan to return home from school. Mode choices include walking, biking, school bus, family vehicle, carpool, transit, and other. "Other" typically includes skateboards, scooters, and other modes of transportation that do not fall under existing categories.
- **School Visits:** In addition, members of the project consultant team held meetings with parent groups at seven schools and meetings with principals at two separate schools.
- **Community Workshops:** Two community workshops in an open house format were held in January 2020. Attendees were provided the opportunity to learn more about the project in general but also review and provide comments on draft route and project recommendations specific to the 15 schools.

Yuba City Resource Efficiency Plan (2016): One public luncheon workshop was organized on November 17, 2015, to inform the public of the Plan and the potential emission reduction measures. Presentation on the draft Plan was given by the City's development services director and included background on the Plan, the potential reduction targets and measures, and introduction to CEQA screening tables. Approximately 30 people attended the workshop, which included local developers, engineers, and real estate brokers. The attendees showed strong interest in the concept of the measures menu, which they can use to help meet their reduction requirements. On February 23, 2016, the City hosted a Developer, Broker, and Engineer Luncheon and presented an overview of the Plan and solicited feedback. The following day an additional workshop with the Planning Commission was held to provide an overview of the Plan and solicit feedback. Feedback from these events provided the City with a better understanding of the concerns and priorities of the community and stakeholders.

Yuba City Bicycle Master Plan (2011):

Public participation in the development of the Bicycle Master Plan was very successful. A group of passionate bicyclists from varying experience levels and riding-backgrounds helped form the Bicycle Master Plan Committee which held three public meetings and provided significant input on the direction and priorities of the Plan. The Yuba City Bicycle Needs Survey was administered from June through September 2010 and the City received 547 responses, 0.8% of

the total population (estimated 3% of households). Results from the survey were incorporated into the preparation of the Plan.

RELATIONSHIP TO THE REGIONAL TRANSPORTATION PLAN (RTP)

The Bridge Street Multimodal Hybrid Corridor Plan directly aligns with SACOG's regional 2020 Metropolitan Transportation Plan-Sustainable Communities Strategy's (2020 MTP/SCS) goals including: 1) build vibrant places for today's and tomorrow's residents; 2) foster the next generation of mobility solutions; 3) modernize the way we pay for transportation infrastructure; and 4) build and maintain a safe, reliable, and multimodal transportation system. Planned and programmed Bridge Street corridor improvements are listed in the regional plan's project list.

Bridge Street is classified as a minor arterial roadway. Arterials are designed to move large volumes of traffic between freeways/highways and other arterials in Yuba City and to adjacent jurisdictions. Major arterials are access controlled roadways emphasizing mobility between major portions of the city and to regional freeways and highways. Minor arterials provide mobility through the city and access to major residential, employment, and activity centers. On-street parking should not be provided on major arterials but may be appropriate for minor arterials that emphasize accessibility over mobility. Minor arterials should provide two travel lanes. Driveway access should be minimized, consistent with the primary function of arterials to move through traffic. Bike lanes, landscaped parkstrips, sidewalks, and transit facilities may also be accommodated within the right-of-way of minor arterials, depending on the right-of-way width.

Metropolitan Transportation Plan - Sustainable Communities Strategy Public Outreach

For the 2020 MTP/SCS, SACOG staff developed an Engagement and Communications Plan to meet state and federal statute and implement best practices beyond the required engagement. The Engagement and Communications Plan incorporates the guidelines from the federally mandated Public Participation Plan adopted in 2013. Meaningful engagement and communications increase transparency, address conflicts in a solutions-oriented manner, and build empowered stakeholders. The Engagement and Communications Plan was reviewed, updated, and evaluated regularly to document tasks completed, and to make plan adjustments as needed.

In the Summer of 2018, SACOG released an online survey complemented by eight public workshops in the region to provide the SACOG Board with public perspectives on the future of transportation and economic prosperity for the Sacramento region. To reach out to as many residents in the region as possible, and to include underrepresented communities, workshops were located at already existing community events to meet people where they were already naturally gathering, included English and Spanish speaking staff, and promoted a fun environment for families to enjoy. In an effort to engage a range of public and private stakeholder interests throughout the 2020 MTP/SCS planning process, staff re-engaged with the Sounding Board that was formed in the development of the last MTP/SCS. The Sounding Board was a cross-sector group representing a variety of interests, including the private sector, nonprofits, and public agencies. The Sounding Board heard presentations on key components of the region's long-range transportation plan and provided feedback to the SACOG staff and Board of Directors. The Sacramento region has four federally recognized tribes: Shingle Springs Band of Miwok Indians, United Auburn Indian Community, Wilton Rancheria, and Yocha

Dehe Wintun Nation. SACOG staff reached out to all four tribes and met with two of the tribes to discuss the plan and the planning process. SACOG attempted to meet with all four tribes but was unable to schedule a meeting with two. SACOG staff conducted six separate meetings specifically for the region's elected officials in the Winter of 2019 in accordance with Senate Bill 375. The purpose of these meetings was to provide city and county elected officials who may not sit on the SACOG Board ample opportunity to provide input on the MTP/SCS and gain better understanding of how the MTP/SCS builds off existing local plans (e.g., capital improvements programs and general plans). In addition to the required meetings per county, staff offered additional meetings at the request of board members.

REGIONAL CONGESTION MANAGEMENT OBJECTIVES

The goals developed in the 2020 MTP/SCS are aligned with the Bridge Street Widening Project's objectives and are representative of the congestion management issues specific to the Bridge Street corridor. The goals are also consistent with the planning factors articulated in MAP-21 and continued in the FAST Act, and the Caltrans Smart Mobility Framework. The summary below describes how corridor specific objectives and goals for the region will be met. The emphasis of the objectives is on a programmatic and performance-oriented goal and policy framework.

ENVIRONMENT: Foster patterns of growth, development, and transportation that protect natural resources and lead to a healthy environment.

The objectives related to the environment include:

- Reduce greenhouse gas emissions from passenger vehicles by conducting land use and transportation planning in a way that reduces greenhouse gases from cars and light duty trucks. For the 2020 MTP/SCS, CARB assigned SACOG a target of 19 percent per capita greenhouse gas reduction.
- Decrease Greenhouse Gas Emissions through Reducing Vehicle Miles Traveled;
- Encourage non-motorized transportation options;
- Encourage, promote, or expand use of transit services;
- Implement and enhance Bicycle Master Plan to Expand Bike Routes around the City;
- Promote Ride Sharing Programs within Businesses;
- Electrify the City Fleet;
- Make land use decisions that adequately address regional transportation issues and are consistent with the 2020 MTP/SCS and encourage land use and growth patterns that enhance the livability of communities;
- Promote better balance of jobs and housing to reduce long-distance commuting;
- Preserve open space, agricultural land and sensitive biological areas;
- Decrease transportation related pollutants through reduced vehicle idling associated with congestion, reduced single-occupancy vehicle (SOV) trips, and increased multi-modal options;
- Comply with the Air Pollution Control District Clean Air Plan and the State Implementation Plan (SIP) and meet the National Ambient Air Quality Standards as required by the federal Clean Air Act; and
- Encourage the use of alternative fuels.

MOBILITY AND SYSTEM RELIABILITY: Optimize the transportation system to improve

accessibility to jobs, schools, and services, allow the unimpeded movement of people and goods, and ensure the reliability of travel by all modes.

The objectives related to mobility include:

- Enhance access, circulation, and mobility throughout the Yuba-Sutter region;
- Reduce congestion, especially on highways and arterials;
- Encourage alternatives to single-occupancy vehicle trips and the use alternative transportation modes to reduce vehicle miles traveled and increase bike, walk and transit mode share; and
- Provide for a variety of transportation modes and ensure connectivity within and between transportation modes .

EQUITY: Ensure that the transportation and housing needs of all socio-economic groups are adequately served.

The objectives related to equity include:

- Encourage safe and convenient travel for all transportation system users, including the disabled, pedestrians, bicyclists, transit riders, and other vehicles;
- Ensure that the transportation needs of all groups, in particular disadvantaged, low-income, and minority groups, are adequately served and that all groups have equal access to transportation facilities and services; and
- Give special attention to the needs of elderly and disabled individuals for improved transportation accessibility and removal of physical barriers, including provisions required under the 1990 Americans with Disabilities Act (ADA).

HEALTH AND SAFETY: Improve public health and ensure the safety of the regional transportation system.

The objectives related to health and safety include:

- Enhance safety by reducing congestion and congestion related vehicle collisions;
- Decrease GHG emissions by reducing congestion;
- Ensure design of highways and roads is safe and convenient for travel by all users including the disabled, pedestrians, bicyclists, transit buses, and vehicles; and
- Maintain consistency with the State Strategic Highway Safety Plan (SHSP).

PROSPEROUS ECONOMY: Achieve economic and efficient transportation patterns and promote regional prosperity and economic growth.

The objectives related to a prosperous economy include:

- Reduce average commute time and cost by encouraging measures that bring worker housing closer to job sites;
- Reduce congestion by providing commuters with a range of multimodal options for commuting; and
- Support protection of state and federal transportation funding and efforts to increase these revenues for the region.

BRIDGE STREET CORRIDOR, STREET NETWORK, AND EXISTING SERVICES

Bridge Street Corridor

The Bridge Street Corridor is located in eastern Sutter County, northern California, within the City of Yuba City. The corridor is located east of State Route (SR) 99 and south of Colusa Highway/SR 20.

Bridge Street in Yuba City runs largely east-west, although it trends southwest to northeast near the Feather River, where it provides access to the Twin Cities Memorial Bridge. The Bridge crosses the Feather River into Marysville, where it becomes 5th Street. Previously, segments of Bridge Street in the area have been widened and upgraded. Additionally, the City is currently constructing the 5th Street Bridge project.

Street Network

Yuba City has improved the western portion of Bridge Street to create a free flowing four-lane corridor from State Route 99. To the east, Yuba City and partnering agencies recently awarded a construction contract for \$59 million to replace the 5th Street Bridge, which assists in connecting to State Route 70. The new bridge will consist of four lanes and will connect to 5th Street in Marysville and to Bridge Street in Yuba City. The remaining segments of the Corridor are existing four-lanes roadways.

Currently, there is a 1,900-foot-long stretch on Bridge Street, from Cooper Avenue to Gray Avenue, that remains a two-lane roadway. For travelers who use Bridge Street, this segment of the roadway creates a hazardous bottleneck leading to accidents and injuries.

Not all drivers choose to drive this two-lane section of the road and instead detour through the residential streets on either the north or south side of Bridge Street. Gray Avenue Middle School is located one block north of the project location and Yuba City High School is located one block south of the project location. Additionally, there are two parks, Lloyd Park and Morley Park, located adjacent to Bridge Street on this stretch that are utilized by residential neighborhood residents. The current average daily traffic is 14,438 and is projected to be 46,000 with the new 5th Street Bridge. The “cut through” traffic within the residential neighborhoods pose an increased threat of accidents and injuries to those driving, biking, and walking throughout.

Presently, the corridor is not utilized at its full level of performance (currently rated C) and requires a great deal of maintenance due to the poor road conditions. If left unimproved, the poor condition of the roadway will threaten future transportation network efficiency, mobility of goods and people, and economic growth.

The project includes pavement reconstruction and intersection improvement elements. The key “state of repair” issues with the existing roadway are not due to any lack of maintenance (as they have been maintained appropriately), but rather the following obsolete characteristics:

- **Roadway Width:** At completion, the Bridge Street / 5th Street Corridor will be a four-lane facility from State Route 99 to State Route 70, with exception of the final unfunded segment, a 1,900-foot segment between Gray Avenue and Cooper Avenue; which is a two-lane bottleneck with on-street parking. This roadway is completely inadequate for the

46,000 vehicles that will commute this corridor daily once the 5th Street Bridge construction is complete (Fehr & Peers Traffic Report, 2011).

- **Roadway Stability:** The existing roadway has an inadequate substructure, resulting in potholes and cracking; consisting of alligator cracks, longitudinal cracks, and transverse cracks. The existing Pavement Condition Index (PCI) for the roadway is at 60 out of a scale of 100, requiring maintenance beyond what is typical for the City’s annual maintenance. This project will replace the existing roadbed and bring the corridor back to a state of good repair. This will allow the City to focus on preventative maintenance measures for other roadways in the City. This is in line with the City’s guiding policy to maintain acceptable level of service and ensure roadway network systems remain at a balance.
- **Design Speed:** The Bridge Street Corridor has a posted speed of 35 miles-per-hour, except a 1,900-foot segment between Gray Avenue and Cooper Avenue that has a posted speed of 25 miles-per-hour. This reduction in speed causes congestion along the Corridor during peak hours.

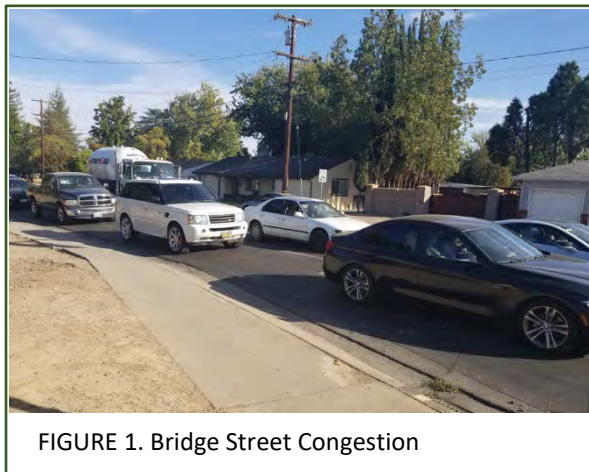


FIGURE 1. Bridge Street Congestion



FIGURE 2. Bridge Street Pavement Conditions

Existing Services

Pedestrian Facilities

Pedestrian facilities, such as sidewalks and crosswalks at all signalized intersections, in the project area are located on 5th Street, Bridge Street, and several other adjacent roadways in Yuba City as sidewalks. The existing 5th Street bridge also has a Class I separated 10-foot wide path for bicycle and pedestrian use. The path over the bridge connects with other paths on the Yuba City side associated with the levee. Some of these connections are lacking ADA access.

Bicycle Facilities

Future developments and growth in Yuba City must incorporate “complete street” designs which address the needs of all users of the roadway, including pedestrians, bicyclist, motorists, and transit riders of all ages and abilities. In addition, sections of the City’s General Plan provide guidance for land use and other developing features of the City as it relates to bicycle transportation. Sutter County is preparing a Bicycle-Pedestrian Master Plan which will be consistent with the City’s identified bikeways and objectives.

Currently on Bridge Street, there are Class II bike paths (0.30 miles) from Mark Thomas Drive to Walton Avenue, with planned additional Class II bike lanes (2.54 miles) along the entire corridor from Harding Road to Second Street. Please see map below for the existing multimodal connections in the City.

Current bicycle commuting is estimated to include 744 daily bicycle trips for travel to work and travel to school in Yuba City. It is expected that bicycle trips could potentially increase to approximately 4,000 with implementation of additional bicycle facilities in the City.

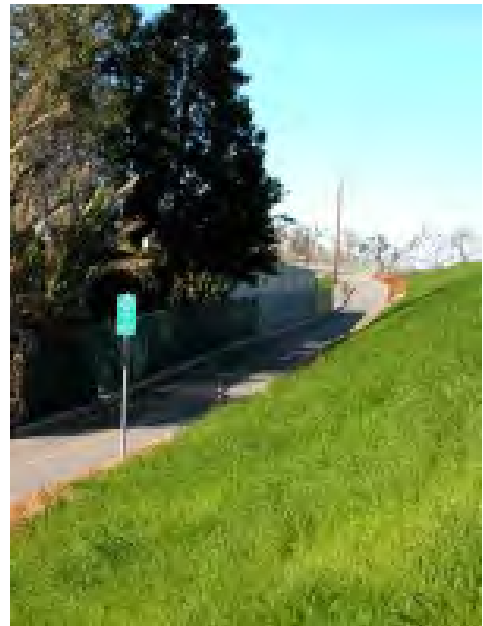
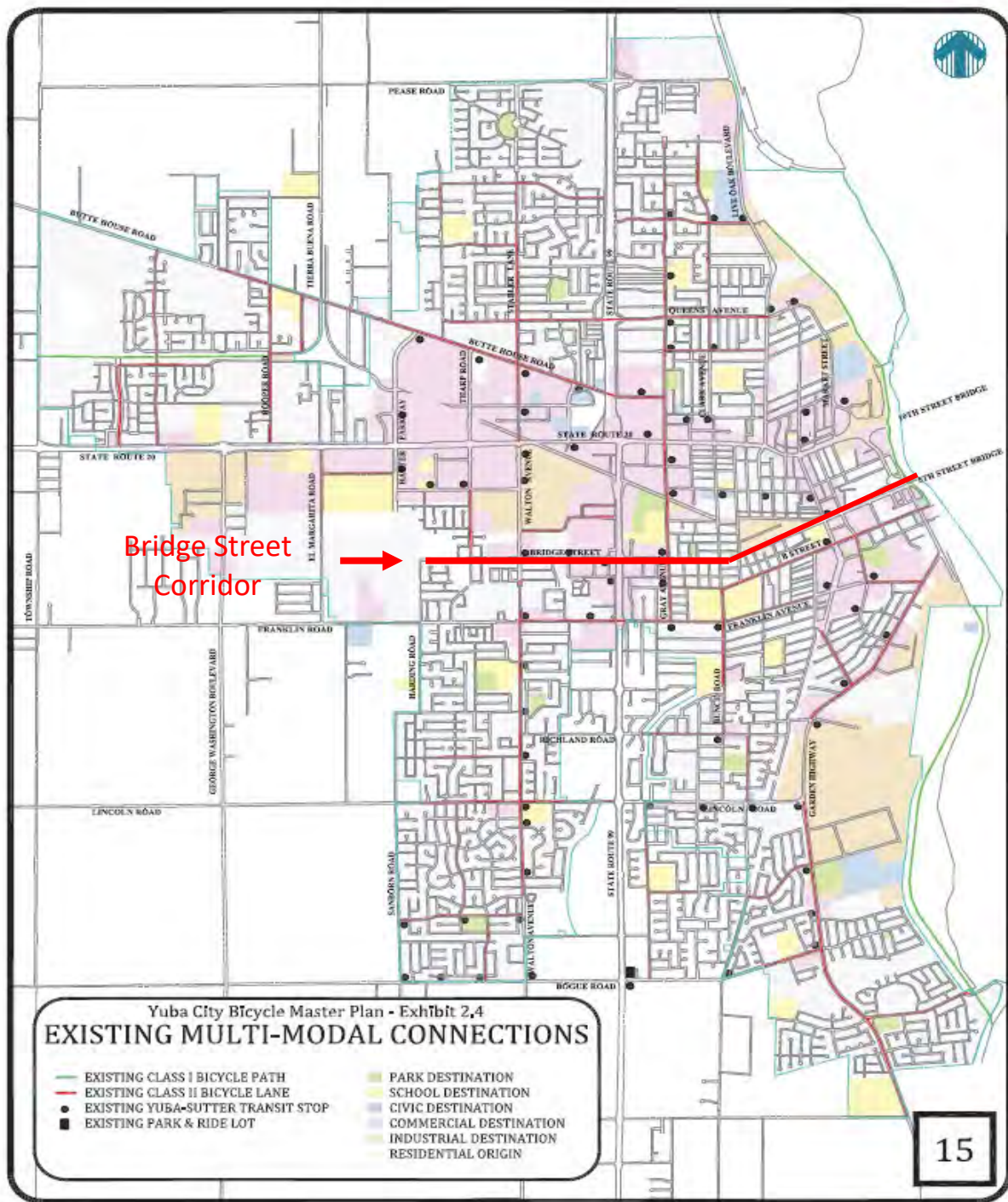


FIGURE 3. Bicycle path that connects with Bridge Street. Bicycle access from Bridge Street to the Riverfront is an important asset that needs to be protected and enhanced.



Bus Routes

Figure 4 below illustrates the existing transit routes in Yuba City and Marysville, which are operated by Yuba-Sutter Transit. Portions of the Bridge Street Corridor are served by the Yuba City Loop (Route 2), with stops near Plumas Street and Gray Avenue. Yuba-Sutter Transit is

considering adding scheduled bus service routes on the Bridge Street Corridor and 5th Street crossing. A Dial-A-Ride service is provided for senior citizens, disabled persons, or residents that live beyond one-quarter mile from a fixed-route. Yuba-Sutter Transit will benefit from less congestion on Bridge Street as they transport clients from both counties to the Rideout Regional Medical Center in Marysville. Currently the only fixed transit operations over the Feather River into Marysville is along State Route 20 on the Feather River Bridge.

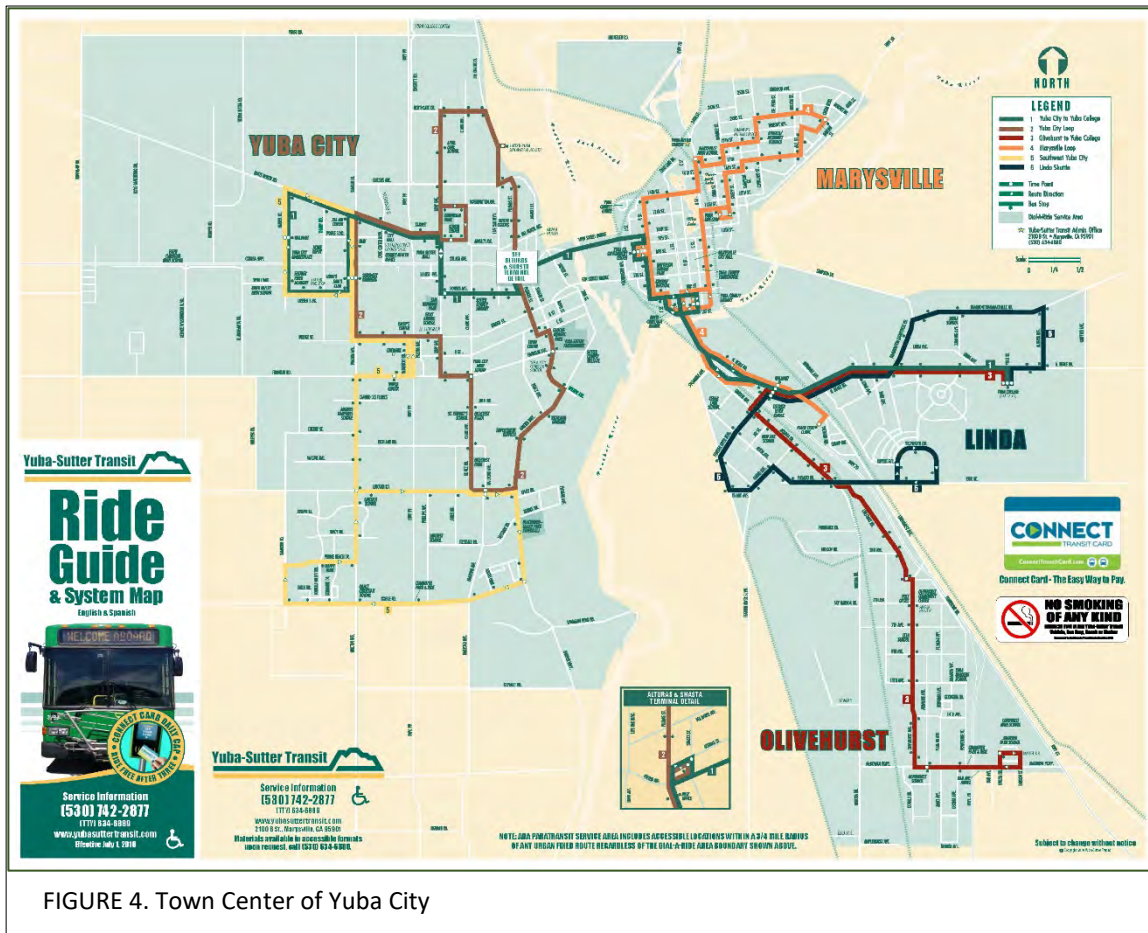


FIGURE 4. Town Center of Yuba City

PLAN PERFORMANCE

This section summarizes the performance measures that are used to assess progress toward achievement of the regional congestion management objectives (described earlier).

Congestion/Delay:

The Bridge Street Widening Project will not only reduce congestion with the four-lane travel way, but it will also encourage multi-modal travel along this corridor. The existing roadway is undivided, with narrow sidewalks. The overhead utility poles create obstacles for pedestrians. The proposed Complete Street design will add a clear roadway division with a landscaped median and will include full width sidewalks, a multi-use path, improved crosswalks with ADA access, and connection to the Corridor's pedestrian/ bicycle facilities; creating a more inviting multi-modal transportation corridor.

The project proposes to widen Bridge Street, reduce travel delays in and around the Project area associated with traffic congestion, improve multimodal access and mobility, and provide accommodation for the needs of future local and regional traffic. The existing street ultimately connects Bridge Street in Yuba City to 5th Street in Marysville. This portion of Bridge Street is currently configured to provide one travel lane each direction, a continuous left-turn lane, and curb, gutter and sidewalk. The full build-out improvements will provide two travel lanes in each direction, a continuous left-turn lane/landscaped median, bike lanes, curb and gutter, sidewalk, and planter strips. The Project will improve pedestrian and bicycle access within the Project area and will improve the corridor consistent with the prior development along Bridge Street on both sides (east and west) to provide a continuous arterial transportation corridor. This will significantly reduce commuter bottleneck traffic during peak hours.

Peak traffic currently operates at a low Level of Service on Bridge Street in the am and pm peak hour. Motorists experience delays on both sides of the project towards SR 99 on the west and the 5th Street Bridge to the east. However, the City is currently in the process of constructing the Fifth Street Bridge Replacement Project that will create a new four-lane crossing over the Feather River increasing circulation. Additionally, the intersection at Gray and Bridge will improve Level of Service by operating as a four-lane facility.

Therefore, the Proposed Project would not conflict with any congestion management plan or any other applicable plan, ordinance, or policy establishing measures of effectiveness for the performance of the circulation system.

Existing Traffic Volumes: The traffic volume data used for this report makes use of the best available data, recognizing that ongoing Fifth Street Bridge construction detours have a varying effect on traffic conditions at the eastern end of the study area. Traffic counts were conducted at six of the seven intersections in 2019 for the City of Yuba City. Because local schools were not in session as the analysis was being prepared and the Fifth Street Bridge project detours cause unusual traffic conditions, traffic counts conducted for the City's Fifth Street Bridge Replacement Project were employed at the Sutter Street / WB Ramps intersection. In each case, data was collected in 15-minute increments from 7:00 – 9:00 a.m. and 4:00 – 6:00 p.m. The contiguous one-hour periods with the highest volumes within the two-hour data collection period were used in this traffic impact study as the a.m. and p.m. peak hour. Figure 3 (in Appendix A) presents the existing lane configurations and existing peak hour traffic volumes at the seven study intersections.

Existing Intersection Levels of Service: Table 2 and Figure 4 (in appendix A) present a summary of existing peak hour LOS at the seven (7) study intersections. Level of Service calculations are provided in the Appendix. As shown in Table 2, with one exception, all study intersections currently operate satisfactorily within the general minimum LOS D standard for Level of Service established by the City of Yuba City. The Sutter Street / WB Fifth Street ramps intersection operates at LOS E. While current City General Plan policy allows LOS F at this location, conditions at this location will be altered with the completion of the City's pending Fifth Street Bridge Replacement Project.

Intersection Queue Lengths: At signalized intersections, the relationship between peak-period traffic queues and the available turn-lane storage is a factor in evaluating the quality of traffic flow. While not a significant criterion under current General Plan policy, understanding queue length is a safety consideration, queue lengths can increase as Level of Service deteriorate. Please see Appendix A for further data.

SAFETY

The 1,900-foot stretch of Bridge Street, between Cooper Avenue and Gray Avenue, not only impacts the Bridge Street Corridor, a significant arterial in Yuba City, but creates a ripple effect by negatively impacting the other corridors in the region. According to the 2017 Traffic Impact Study for Carriage Square Re-Development Project by KD Anderson & Associates, Inc., the corridor's current level of service is C meaning the flow is stable flow, but the ability to maneuver through lanes is noticeably restricted and lane changes require more driver awareness.

On September 19, 2019, Yuba City prepared a Supplement to the General Plan Environmental Impact Report to add a segment of Bridge Street to the list of streets where exceptions to the City's minimum Level of Service (LOS) D are allowed. Specifically, the segment proposed for Congested Corridors grant funding (Cooper to Gray) is included in the section of Bridge Street that is permitted to operate at LOS F.

Traffic congestion is a genuine concern on the Bridge Street Corridor and seriously impacts other key corridors in the region. The congested Bridge Street Corridor encourages traffic to spread through the neighboring residential streets or travel farther to State Route 20, which is already experiencing a substantial increase in traffic. State Route 20, which includes the four-lane Feather River Bridge, expands into six lanes as it enters the more urban areas of Yuba City and Marysville, leading to increased traffic.

Forecasts for State Route 20 indicate traffic will continue increasing over the next twenty years. State Route 20, in the vicinity of the Feather River Bridge, is categorized as Level of Service (LOS) D according to the Caltrans 2013 State Route 20 Transportation Concept Report.⁷ This is defined as approaching unstable flow, including decrease in speeds as traffic volume slightly increases.⁸ Caltrans predicts that this area will reach no-build LOS F, which is defined as forced or breakdown traffic flow, with frequent slowing required.



FIGURE 5. 5th Street Rendering

Caltrans noted that widening both the Feather River Bridge and 5th Street Bridge are critical to the continued mobility of the Yuba-Sutter region. At this time, the 5th Street Bridge Replacement Project is in progress to replace the functionally obsolete two-lane bridge built in 1958. This much-needed project will take approximately two-and-a-half years to complete (January 2018 through Spring 2021), thereby leaving only one connection between Yuba City and Marysville within a 40-mile radius. To properly and successfully support the new four-lane 5th Street Bridge, it is imperative to make improvements to Bridge Street. This widening will foster a safer and more efficient transportation system for the

movement of goods and people from State Route 99, State Route 70, and State Route 20 by providing an alternate east-west corridor between Yuba City and Marysville, and Yuba and Sutter Counties.

⁷ 2013 State Route 20 Transportation Concept Report, Caltrans

⁸ Highway Capacity Manual (2010), 5th Edition, Transportation Research Board

According to the Fehr and Peers 2011 Final Traffic Report for the 5th Street Bridge Replacement Project, field observations and travel time runs revealed the following bottleneck locations along the Bridge Street Corridor:

- **Eastbound:** Single through-lane on Bridge Street from Gray Avenue to Cooper Avenue, imbalanced lane usage at the Plumas and Shasta Street intersections, and the 5th Street Bridge merge.
- **Westbound:** Heavy left-turn movements on the single through-lane on Bridge Street from Cooper Avenue to Gray Avenue.

These locations do not necessarily limit the amount of traffic that is able to travel through the corridor. Rather, they are locations known to cause increases in delays, which potentially affects motorists' choice of travel route. The congested corridor pushes traffic into residential streets or further to State Route 20.

When vehicles start to travel through the neighboring streets, avoiding congestion, the Bridge Street Corridor is no longer serving its purpose of an efficient and effective source of moving goods and people. The transportation network will not serve as intended, and safety of active transportation becomes a concern.

Accident Data

Traffic collisions are a serious effect caused by this incomplete project. Most of Bridge Street is comprised of four lanes and the speed limit is 35 miles-per-hour. The project location (Cooper to Gray) is only two lanes and drops to 25 mile-per-hour. As a result of the current inconsistent design, the traffic reaches a bottleneck resulting in collisions.

From January 2015 through December 2019, there were 36 collisions with 32 resulting in injured parties on this stretch of road. Nine collisions were caused by speed and one was caused by following too closely. Roughly 78 percent of the accidents were either rear-end or broadside collisions. Two collisions involved bicyclists and three involved pedestrians, all resulting in visible injuries or complaints of pain.⁹ Of the bike collisions, one bicyclist was hit head-on (this was a DUI), and one bicyclist was hit when a driver was improperly turning. Of the pedestrian collisions, one was a traffic signal issue, and the other two were caused by a car moving through a pedestrian right of way improperly, and a pedestrian crossing the street improperly (no signal). The table below summarizes the accident data. By adding a second lane in each direction, the congestion will be reduced and the total number of accidents is anticipated to decrease, creating a safer roadway for all users. As stated in the Community Impacts section, adding sidewalks can reduce crashes between motorists and non-motorists by 80 percent, installing pedestrian crossing signals can reduce crashes by between 25-35 percent, and installing Class I bike lanes can reduce crashes by 35 percent.

⁹ University of California – Berkeley, Transportation Injury Mapping System, California Statewide Integrated Traffic Records System (SWITRS) GIS Map, 2015-2019 Collisions in Yuba City, <https://tims.berkeley.edu/tools/query/summary.php>

5 Year Collision Rates – Project Location Bridge Street (Between Cooper Avenue & Gray Avenue)				
	Total Collisions	Total Injured Parties	Cause: Speed & Following Too Close	Type: Rear-end & Broadside
2015	5	7	1	4
2016	8	11	3	5
2017	7	12	5	7
2018	6	8	1	4
2019	10	17	0	8
TOTAL	36	55	10	28

Source: UC Berkley, Transportation Injury Mapping System

In situations of unexpected transitions from higher speed limit to a lower speed limit, vehicles are susceptible to rear-end collisions or “near misses.” According to a National Highway Traffic Safety Administration (NHTSA) study, of 7,024 observed rear-end events, 45 percent involved a decelerating lead vehicle, 38 percent involved a stopped lead vehicle, 2 percent involved a slower moving lead vehicle, and 15 percent occurred under various other situations. The majority of cases (approximately 56 percent) occurred while the lead vehicle was traveling under 40 mph; most of these involved following vehicle speeds of between 21 and 40 mph. The proposed project will create a seamless four-lane roadway with consistent speed limits along the entire corridor providing a safer flow of traffic. Less congestion and bottleneck at the proposed location, and a reduction in traffic accidents.

ACCESSIBILITY

Complete Streets: Future developments and growth in Yuba City shall incorporate “complete street” designs which address the needs of all users of the roadway, including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities.

The Proposed Project is consistent with the City of Yuba City’s General Plan and Phase 4 of the City’s Bridge Street plan. The proposed improvements will provide two travel lanes in each direction, a continuous left-turn lane/landscaped median, bike lanes, curb and gutter, sidewalk, and planter strips. The project will improve pedestrian and bicycle access within the Project area and will improve the corridor consistent with the prior development along Bridge Street on both sides (east and west) to provide a continuous arterial transportation corridor.

Yuba-Sutter Transit provides fixed route bus service in the study area. Yuba-Sutter Transit Route 2 (Yuba City Loop) and 5 (Southwest Yuba City) pass the site on Bridge Street and SR 99 respectively. These routes provide hourly service in both directions. Bus stops are provided on the south and north side of Bridge Street between Palora and Gray Avenues.

This is a road widening and improvement project and will not conflict with any adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities and there would be no impact.

ECONOMIC DEVELOPMENT, JOB CREATION & RETENTION

Population: SACOG projects that Yuba City's population could reach 68,150 in the year 2025, an increase of 85 percent increase over the 2001 estimated population of 36,760. This represents an average annual growth rate of 2.5 percent. Assuming the population of the unincorporated areas of the Planning Area will grow at a rate similar to that of the incorporated city, the Planning Area population will be 105,730 in 2025.

Job Development: The Bridge Street corridor has a cluster of large commercial properties near the Route 99 intersection and smaller retail properties near Plumas Street and 2nd Street. A short east-west transit connection on Bridge Street exists between Stabler Lane and Gray Avenue. City officials and residents alike recognize that if Yuba City is to continue as a desirable and prosperous community, being simply a bedroom community to Sacramento and its suburbs is not an option. The General Plan strives for – at minimum – a 1 to 1 jobs/housing ratio. This means that for every household in Yuba City, a job will be available in Yuba City. With this in mind, strides have been taken to attract and maintain quality business and industry. Land has been set aside for businesses, roadway improvements have been designed to meet the needs and requirements of new industry, new educational facilities have been proposed to maintain an educated workforce, and most importantly, the overall upkeep and improvement of Yuba City as a desirable place to live and work has been promoted. Job development factors include:

- Annexations have added opportunities for additional commercial and industrial development within the City, and residential development both in the City and the surrounding unincorporated area has expanded the base for retailing within the City.
- Publicity as a 'top small city' in national print media has raised Yuba City's profile. The City's location along the Feather River and access to recreational resources also is a plus.
- Attractive wage scales and competitive land costs, when compared with other locations within the Sacramento metropolitan area, and highway access to Sacramento and other California markets are strong selling points; the challenge for many industries is to find the right land and building space and supporting infrastructure.
- New commercial and retail centers are planned at accessible locations to serve both City residents and shoppers from other communities. Regionally-oriented commercial areas are planned along Route 20, Route 99 and major arterials such as Bridge Street, and community commercial uses will be developed within neighborhoods and communities. Future employment centers have been designated for manufacturing, processing, and warehousing (includes resource-based processing), as well as for business, technology, and light industry. Together, these sites in the employment centers could accommodate up to 10 million square feet of new space, or 22,000 jobs at an average of one job per 450 square feet of space.

REGIONAL AIR QUALITY AND GREENHOUSE GAS EMISSIONS

Reduction of Pollutants and Greenhouse Gas Emissions: By developing and constructing the recommended and planned bicycle pathways, including bike lanes along the entire Bridge Street Corridor, as described in the Bicycle Master Plan, direct benefits to local air quality through the reduction of vehicle miles travelled and vehicle trips. On-Road Transportation accounts for the greatest percentage of emissions, contributing 48 percent (243,333 MTCO_{2e})

of the City's emissions. Vehicle miles reduced and vehicle trips reduced are estimated to be 1,527 miles and 7,025 trips per weekday. Reducing the number of vehicle trips is also the key goal of the Feather River Air Quality Management District (FRAQMD), which is committed to achieving clean air to protect the public. Based on emission estimates from the Environmental Protection Agency and a 10 percent capture rate of potential commuters, the Plan could yield the following emission reductions annually:

Projected Annual Emission Reductions from Bike Lanes along entire Bridge Street Corridor	
Reduced hydrocarbons (HC) per year	1.0 ton
Reduced carbon monoxide (CO) per year	9.7 ton
Reduced nitrogen oxides (NO ₂) per year	0.7 ton
Reduced particulate matter (PM ₁₀) per year	4.1 kg
Reduced carbon dioxide (CO ₂) per year	288 ton

Source: Yuba City Bicycle Master Plan

Air Quality:

An Air Quality Report (October 2011) was prepared by Dokken Engineering to present an evaluation of the construction-related and operational impacts of the proposed project on the air quality environment.

The Bridge Street Corridor is located within the Sacramento Valley Air Basin in the region administered by the Feather River Air Quality Management District (FRAQMD). The FRAQMD administers air quality in all of Sutter County and Yuba County. The climate of the Sacramento Valley Air Basin is characterized by hot dry summers and wet or foggy winters. Summer high temperatures average in the 90s °F, and summer low temperatures average under 50°F. Wintertime high temperatures average in the low 50s °F, and winter low temperatures average in the upper 30s °F, with occasional rainstorms (Western Regional Climate Center, 2011; FRAQMD 2010). Winds are predominantly from the south. As described by the FRAQMD, local pollutant dispersal is affected by winds as well as temperature inversions. Inversions can occur during summer and winter, which confine pollutants closer to the ground resulting in smog in the summer and little pollutant dispersal during winter inversions (FRAQMD 2010).

Existing air quality conditions in the corridor can be characterized in terms of the ambient air quality standards that the state of California (California Ambient Air Quality Standards [CAAQS]) and the federal government (NAAQS) have established for several different pollutants. For some pollutants, separate standards have been set for different measurement periods. Most standards have been set to protect public health. For some pollutants, standards have been based on other values (such as protection of crops, protection of materials, or avoidance of nuisance conditions).

Bridge Street Widening Project:

The following table shows the Project's estimated daily emissions, calculated using the Road Construction Emissions Model, Version 8.1.0, which is the recommended approach, according to FRAQMD. In the 2010 *Indirect Source Review Guidelines* published by the FRAQMD, the District classifies road widening projects as Type 2, linear projects and recommends use of the Roadway Construction Emissions Model to calculate emissions. Emissions were quantified

based on anticipated construction schedules and construction equipment requirements provided by the project applicant. All remaining assumptions were based on the default parameters contained in the model. Furthermore, the emissions estimates are calculated based on the assumption of the following Mitigation Measures: on-road vehicle fleet will be comprised of vehicles year 2010 and newer; and all off-road equipment will meet CARB Tier 4 Standards.

Long-term operational emissions were not calculated. FRAQMD specifically lists road construction as an example of a Type 2 project, which is defined as a project lacking a land use component and in which an operational phase is absent. The widening of Bridge Street is considered a Type 2 project and according to the FRAQMD, “construction phase emissions are the only emissions generated by the project and significance should be based on construction phase emissions.”

Short-Term Construction-Generated Emissions of Criteria Air Pollutants					
Source/Phase	Daily Emissions (lbs/day) ¹				
	ROG	NO _x	CO	PM ₁₆	PM _{2.5}
Grubbing/Land Clearing	0.70	2.32	14.55	0.66	0.23
Grading/Excavation	2.90	6.91	57.94	0.90	0.43
Drainage/Utilities/Sub-Grade	1.62	4.45	34.25	0.77	0.33
Paving	0.87	0.21	20.11	0.21	0.15
Total Proposed Emissions (tons/construction project – 8 months)	0.17	0.44	3.49	0.06	0.03
FRAQMD Significant Thresholds (lbs/day)	25	25	--	80	--
Exceed FRAZME Thresholds?	No	No	N/A	No	N/A

¹Emissions were quantified using road Construction Emissions Model, Version 8.1.0. Refer to Appendix A for modeling results and assumptions. Totals may not sum due to rounding.

EFFICIENT LAND USE

Existing Land Use:

Much of Yuba City’s land use pattern can be traced to its evolution as a primary service center within a large agricultural area focused on downtown Yuba City and the intersection of SR 20 and SR 99 as employment cores (Yuba City General Plan, 2004). Much of the residential development is medium and low-density single-family housing and much of the commercial development is retail related. Existing land use in the Bridge Street Corridor within Yuba City consists of residential and commercial development, as well as parkland and open space.

Bridge Street is an existing arterial roadway planned to be eventually extended westward to serve the newly planned neighborhoods. The Project site and surrounding areas are currently utilized for residential and commercial development, as well as for parkland and open space. Since the Project would widen and improve the existing roadway and intersections it would not cause any physical divisions of the community and would not result in isolation or separation of

existing residences from businesses and community facilities. Low-Density Residential (Single-Family) makes up most of the existing and planned land use in the Project area. Residential development at a density of 2-8 units per gross acre is typical of newer single-family residential subdivisions in Yuba City. In addition to single-family houses, this category also provides for parks, day care, and civic and institutional uses such as churches and places for religious assembly appropriate in a residential environment.

General Plan Land Use and Zoning Designations:

The Yuba City General Plan designates areas within the Project site as: Community Commercial; Low Density Residential; Parks, Recreation and Open Space. Bridge Street is designated as an arterial roadway.

Surrounding Land use Designations:

The Yuba City General Plan designates the immediately adjacent surrounding land uses as: Community Commercial; Low Density Residential; Medium/Low Density Residential; Business, Technology and Light Industry; and Manufacturing, Processing and Warehousing. The Gray Avenue Middle School and Yuba City High School are located in the neighborhood.

Future Land Use:

Land uses within the Bridge Street Corridor predominantly developed and the local general plans do not anticipate any major changes to land uses within the project vicinity. Yuba City does expect growth and development in the area over the next 20 years.

Land Use Impacts:

The Bridge Street Widening Project proposes improving and widening of Bridge Street, which is an arterial roadway connecting residential uses with commercial developments, parks, open space, schools, and community facilities. As stated previously, the Project does not cause any physical divisions of the community and would not result in isolation or separation of existing residences from businesses and community facilities. The City has acquired all residential properties located on the north side of Bridge Street. After the completion of the Project there will be a swath of land approximately 70 feet wide remaining between the project and residences on the north side. The surrounding uses are anticipated to continue to be single-family homes. There would be no impact.

Community Identity/Increase Multimodal Choices:

- Designate Bridge Street as an important riverfront access corridor. Although the river is not visually accessible from Bridge Street due to the levee, Bridge Street has great potential to be a strong east-west connector and a gateway to the riverfront.
- Design streetscape and landscape elements to create a processional sequence of spaces that will enhance the riverfront theme along Bridge Street by installing continual promotional banners and streetlights on both sides of the street.
- Widen the sidewalks and install pedestrian-scale street light fixtures on Bridge Street from Boyd Street to 2nd Street to accommodate pedestrians.
- Construct and maintain covered bus shelters at new and existing bus stops along Bridge Street.
- Provide a landscaped median on Bridge Street between Plumas and Gray Avenue.

Pedestrian Facilities:

Pedestrian flow patterns show similarities to vehicular traffic stream characteristics. Speed, flow

rate, and density are interrelated. Capacity and density for pedestrians are dependent on width of the walking facility and the type of walking facility (e.g., walkways, crosswalks, and street corners). For crosswalks, pedestrian capacity and waiting time is affected by turning vehicles, signal timing, pedestrian/vehicle right-of-way laws, and pedestrian platoons meeting in the middle of the street. Street corners at signalized intersections are holding areas as well and can be a critical location in the sidewalk network.

While sidewalk capacity is not an issue, in general, all areas should be designed to a scale that accommodates pedestrians and bicyclists. Improvements in areas within the City that currently have undersized or no pedestrian facilities should be made a priority so that the pedestrian system will be better connected. The new neighborhood centers should also be designed to be "pedestrian friendly." In these areas, wider sidewalks should be considered to accommodate increased flows and to give preferential treatment to pedestrians. Pedestrian-friendly facilities should also be provided near transit stops and adjacent to medium and higher density residential areas.

GUIDING POLICY: Develop a system of sidewalks and bikeways that promote safe walking and bicycle riding for transportation and recreation.

BRIDGE STREET CORRIDOR IMPROVEMENTS

BRIDGE STREET WIDENING PROJECT

The Project proposes to widen Bridge Street. This will reduce travel delays in and around the Project area associated with traffic congestion, improve multimodal access and mobility, and provide some accommodation for the needs of future local and regional traffic. The Bridge Street project limits span from N. Lawrence Avenue to University Avenue, a distance of approximately 2,500 feet. Most of the roadwork will be between Cooper Avenue and Gray Avenue however there will be re-striping and installation of signal detector loops in those expanded areas. The area of potential effect for the project including construction staging areas is 9.05 acres.

The Project will improve 0.36 miles (~1,900 feet) of Bridge Street by adding one additional travel lane in each direction, ADA-compliant sidewalks and curb ramps; a 10-foot wide multi-use path along the north side of the roadway, a Class II bike lane along the south side of the roadway, improved signage, striping, and pavement markings; new signals including pedestrian signal features; a raised landscaped median with native, drought-tolerant trees; and buffers to delineate between vehicular traffic and on-street parking. The Project limits are between Cooper Avenue and Gray Avenue.

This portion of Bridge Street is currently configured to provide one travel lane each direction, a continuous left-turn lane, and curb, gutter, and sidewalk. The proposed improvements will provide a total of two travel lanes in each direction, a continuous left-turn lane/landscaped median, bike lanes, curb and gutter, sidewalk, and planter strips. The Project would improve pedestrian and bicycle access within the Project area and would improve the corridor consistent with prior development along Bridge Street on both sides (east and west) to provide a continuous arterial transportation corridor. This will significantly reduce commuter bottleneck traffic at peak hours. The speed limit will increase from 25 to 35 which will help to increase circulation.

The purpose of the Bridge Street Widening Project is to improve traffic operations and transportation capacity by adding two additional through lanes and enhance safety on one of the two major east-west connection corridors that link Yuba City and Marysville. It will also help connect and provide a safer vehicular, pedestrian, and bicycle crossing over the Feather River.

Over the last several years, the City has acquired the majority of the privately owned residential properties located on the north side of Bridge Street in the Project area. After the completion of the Bridge Street Widening Project there will be a swath of land approximately 70 feet wide remaining between the Project limits and residences to the north. The surrounding uses are anticipated to continue to be single-family homes. The 5th Street Bridge (or Twins Cities Memorial Bridge) at the waterfront adjacent to the Feather River is currently two (2) lanes and the City is constructing a four (4)-lane bridge. Via the Twin Cities Memorial Bridge, Bridge Street connects to 5th Street allowing circulation from SR 99 to SR 70 in Marysville.

Utility work associated with the project includes the following:

- Installation of storm drain lines and drain inlets;
- Relocation of gas mains, gas services, water mains, water services, and minor sewer modifications;
- Undergrounding of overhead utility lines;
- Installation of traffic signal poles, streetlights, conduit runs, pull boxes, and detector loops (new or replacement); and
- Installation of irrigation lines.

Innovative Technology:

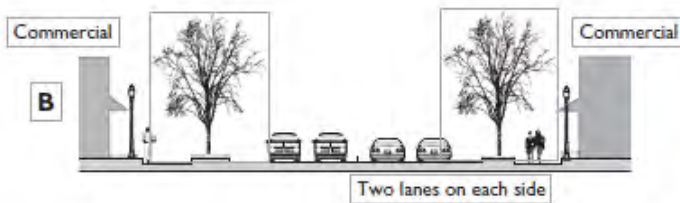
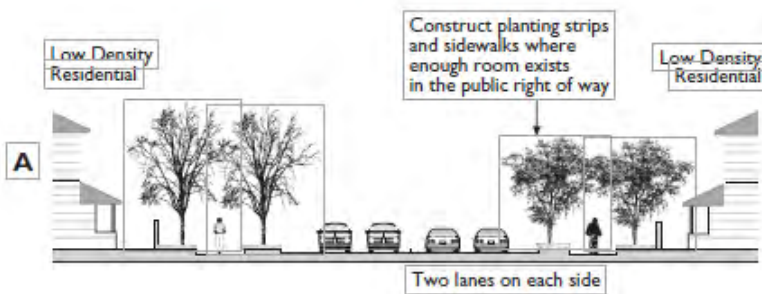
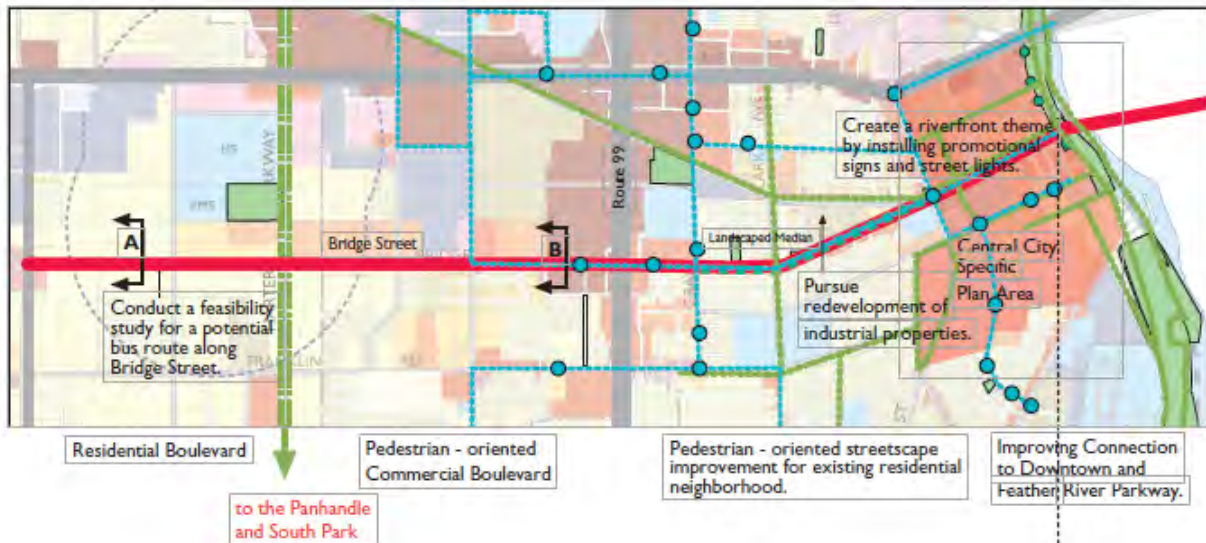
Several key project elements include utilizing improved pavement striping and signing (safety), connecting traffic signals along the Corridor (congestion relief and transportation system improvement), and redeveloping the right-of-way remnants (into mixed-use facilities to enhance the Complete Street design).

Innovative Project Delivery:

Yuba City has a great deal of knowledge planning and implementing this type of project due to their previous experience in similar projects adjacent to this corridor. For example, the Bridge Street Reconstruction project altered the roadway configuration in anticipation of the 5th Street Bridge Replacement Project. The City installed a new sidewalk, ADA ramps, median, and landscaping. The project required right-of-way coordination, underground utilities coordination, communication with residents, and a great deal of engineering and project planning and implementation expertise. This experience allows staff to efficiently develop and expeditiously deliver this project.

Innovative Funding/Financing:

The City has been innovative and proactive in their ability to acquire the required right-of-way for this project as homes have become available for purchase starting in 2013 totaling 13 properties. The total investment by the City is \$6.8 million to date. This proactive approach will result in the City's ability to quickly complete the environmental clearance and design of the project once funding is available, allowing the project to be ready for construction quickly.



Bridge Street Corridor

Appendix A

**Yuba City Bridge Street Level of Service
General Plan Policy Amendment
Draft Supplemental Environmental Impact Report**

State Clearinghouse No. 2019090506

Prepared for:
City of Yuba City
Development Services Department
1201 Civic Center Boulevard
Yuba City, CA 95993

Prepared by:
Land Logistics, Inc.

December 18, 2019

TABLE OF CONTENTS

Section	Page
1.0 Summary.....	5
2.0 Introduction.....	7
2.1 Purpose of the Supplemental EIR.....	7
2.2 Project Description of the General Plan Amendment – Bridge Street Level of Service Policy Amendment.....	8
3.0 Impact Analysis.....	12
3.1 Traffic and Circulation.....	12
3.1.1 Existing Setting.....	12
3.1.2 Evaluation Methodologies.....	14
3.1.3 Existing Traffic Conditions.....	16
3.1.4 Regulatory Setting.....	20
3.1.5 Project Traffic Impacts.....	26
3.1.6 Cumulative Impacts.....	27
4.0 References.....	32
5.0 List of Preparers.....	33

ATTACHMENT

- A *Traffic Impact Study for Bridge Street Level of Service Policy GPA (Yuba City, CA),*
 KDAnderson & Associates, Inc., 2019

LIST OF FIGURES

	Page
1 Project Location.....	9
2 Project Area.....	10
3 Fifth Street Bridge Replacement Project.....	11
4 Cumulative Conditions – Intersection Levels of Service.....	17
5 Cumulative Weekday Traffic Volumes.....	28

LIST OF TABLES

	Page
1 Level of Service Definitions.....	15
2 Existing Conditions – Intersection Levels of Service.....	18
3 Existing Conditions – Intersection Queue Lengths.....	19
4 Cumulative Conditions – Intersection Levels of Service.....	29
5 Cumulative Conditions – Intersection Queue Lengths.....	31

1.0 SUMMARY

The City of Yuba City (“Lead Agency”) has prepared this Draft Supplemental Environmental Impact Report (SEIR) to consider the potential traffic and circulation environmental impacts associated with a proposed General Plan Amendment to add a portion of Bridge Street to the list of streets where exceptions to the City General Plan minimum Level of Service (LOS) D are permitted, as indicated below:

Traffic Level of Service

5.2-I-12 Develop and manage the roadway system to obtain LOS D or better for all major roadways and intersections in the City. This policy does not extend to residential streets (i.e., streets with direct driveway access to homes) or bridges across the Feather River nor does the policy apply to state highways and their intersections, where Caltrans policies apply. Exceptions to LOS D policy may be allowed by the City Council in areas, such as downtown, where allowing a lower LOS would result in clear public benefits. Specific exceptions granted by the Council shall be added to the list of exceptions below:

- SR 20 (SR 99 to Feather River Bridge) – LOS F is acceptable;
- SR 20 (Feather River Bridge) – LOS F is acceptable;
- Bridge Street (Twin Cities Bridge) – LOS F is acceptable;
- Lincoln Road (New Bridge across the Feather River) – LOS F is acceptable;
- **Bridge Street from North Palora Avenue to Second Street – LOS F is acceptable.**

The SEIR focuses solely on traffic and circulation analysis. There are no other proposed changes to the General Plan nor other environmental circumstances that require additional environmental review under CEQA.

Summary of Traffic and Circulation Analysis

Existing Conditions. With one exception, all study area intersections operate with Levels of Service that satisfy the City’s minimum LOS D standard. However, the Bridge Street / EB Fifth Street bridge on-ramp intersection currently operates at LOS F in the evening. LOS F is accepted at this location under current General Plan policy, and this location is also being addressed by the City’s pending Fifth Street Bridge Replacement Project.

Queueing in turn lanes at signalized intersections is a second measure of traffic operations employed by the City of Yuba City, but it is not an issue addressed by General Plan policy. Today, two locations at study intersections experience peak period queues where the 95th percentile queue length exceeds the available storage.

The Bridge Street Corridor study area has facilities for alternative transportation modes. The corridor has sidewalks and the pending Fifth Street Bridge Replacement Project will provide a Class I multi-use path across the Feather River at a location where existing facilities are limited. Class II bicycle lanes will ultimately be available on Bridge Street, connecting to the levee and bridge crossing.

Project Impacts. Because the project itself will not cause additional traffic, implementing the GPA will not result in any additional study location operating at a deficient condition based on Level of Service whether under the current policy (i.e., LOS D) or the proposed policy (i.e., LOS F). The amendment does not result in direct impacts to pedestrians, bicyclists, or transit riders and does not interfere with the implementation for future plans for these transportation modes. The policy change does not create any new safety issue or exacerbate current safety issues.

Cumulative Impacts – No Project. Under long-term conditions, the background traffic volumes on Bridge Street will increase dramatically based on future traffic volume forecasts created using the current citywide travel demand forecasting model. Even though the Fifth Street Bridge Replacement Project and the balance of the City’s Bridge Street Corridor Project will result in a four-lane facility from SR 99 to the Feather River crossing, the signalized intersections at Gray Avenue, Plumas Street, Shasta Street, and Second Street will operate at LOS F.

As the area along Bridge Street is largely built out, the feasibility of further improvements beyond the work already included in the Bridge Street corridor plan is limited.

Cumulative Plus Project Impacts. As the amendment does not propose new development, it would not create additional traffic, and future cumulative Levels of Service at study intersections would not change. The change in General Plan policy does not alter the feasibility of future corridor improvements beyond those already expected. The change in policy does not change the level of commitment to alternative transportation modes (i.e., pedestrian, bicycle and transit) already anticipated for the Bridge Street Corridor.

2.0 INTRODUCTION

2.1 Purpose of the Supplemental EIR

When a Final Environmental Impact Report (“FEIR”) has been certified for a project, the California Environmental Quality Act (CEQA) defines standards and the procedure for additional environmental review in Sections 15162–15164 of the State CEQA Guidelines.

When it is determined that the proposed changes to a project, or changes in the circumstances under which the project will be undertaken, would result in new significant impacts not identified in the FEIR or cause a substantial increase in the severity of significant impacts identified in the FEIR, preparation of an SEIR is required.

CEQA Guidelines Section 15163 states a Supplemental EIR may be prepared if:

- (a)(1) substantial changes would occur with respect to the circumstances under which the project is undertaken due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects (pursuant to Section 15162(a)(2) of the State CEQA Guidelines), and
- (a)(2) only minor additions or changes would be necessary to make the previous EIR adequately apply to the project in the changed situation.

The following provisions of Section 15163 also apply:

- (b) The supplement to the EIR need only contain the information necessary to make the previous EIR adequate for the project as revised.
- (c) A supplement to an EIR shall be given the same kind of notice and public review as is given to a draft EIR under Section 15087.
- (d) A supplement to an EIR may be circulated by itself without recirculating the previous draft of an FEIR.
- (e) When the agency decides whether to approve the project, the decision-making body shall consider the previous EIR as revised by the supplemental EIR. A finding under Section 15091 shall be made for each significant effect shown in the previous EIR as revised.

In this instance, the City seeks to amend its General Plan to expand the range of streets permitted to operate at LOS F to the segment of Bridge Street located between North Palora Avenue and Second Street. An SEIR is the appropriate CEQA document given that the proposed project (amendment to City traffic policy) focuses on one segment of Bridge Street, and as there are no specific projects proposed as part of the General Plan policy amendment. Traffic and circulation analysis is the primary focus of the SEIR.

There are no other changes to the General Plan proposed or environmental circumstances that require additional environmental review under CEQA.

2.2 Project Description of the General Plan Amendment – Bridge Street Level of Service Policy Amendment

The proposed project is the amendment of Policy 5.2-I-12 of the Yuba City 2004 General Plan Transportation Element (“General Plan”) to add a portion of Bridge Street to the list of streets where exceptions to the City’s minimum LOS D policy are granted, as indicated below:

Traffic Level of Service

5.2-I-12 Develop and manage the roadway system to obtain LOS D or better for all major roadways and intersections in the City. This policy does not extend to residential streets (i.e., streets with direct driveway access to homes) or bridges across the Feather River nor does the policy apply to state highways and their intersections, where Caltrans policies apply. Exceptions to LOS D policy may be allowed by the City Council in areas, such as downtown, where allowing a lower LOS would result in clear public benefits. Specific exceptions granted by the Council shall be added to the list of exceptions below:

- SR 20 (SR 99 to Feather River Bridge) – LOS F is acceptable;
- SR 20 (Feather River Bridge) – LOS F is acceptable;
- Bridge Street (Twin Cities Bridge) – LOS F is acceptable;
- Lincoln Road (New Bridge across the Feather River) – LOS F is acceptable;
- **Bridge Street from North Palora Avenue to Second Street – LOS F is acceptable.**

The City seeks to add this policy to the General Plan in order to address traffic levels along the particular segment of Bridge Street in order to advance economic development objectives related to future commercial uses in the area, creation of jobs, revitalization of this segment of Bridge Street, and implementing the broader City vision for activities in the downtown area. Noted is that Caltrans standards apply for the State Highways (20 and 99) and their roadway intersections.

Location. This SEIR provides an analysis of the traffic- and circulation-related impacts associated with implementing the proposed Bridge Street Level of Service Policy General Plan Amendment (GPA) in Yuba City. (Refer to the project’s “Traffic Impact Study for Bridge Street Level of Service Policy GPA, Attachment A to this SEIR.) See Figures 1 and 2 for project location.

Figure 1 – Project Location

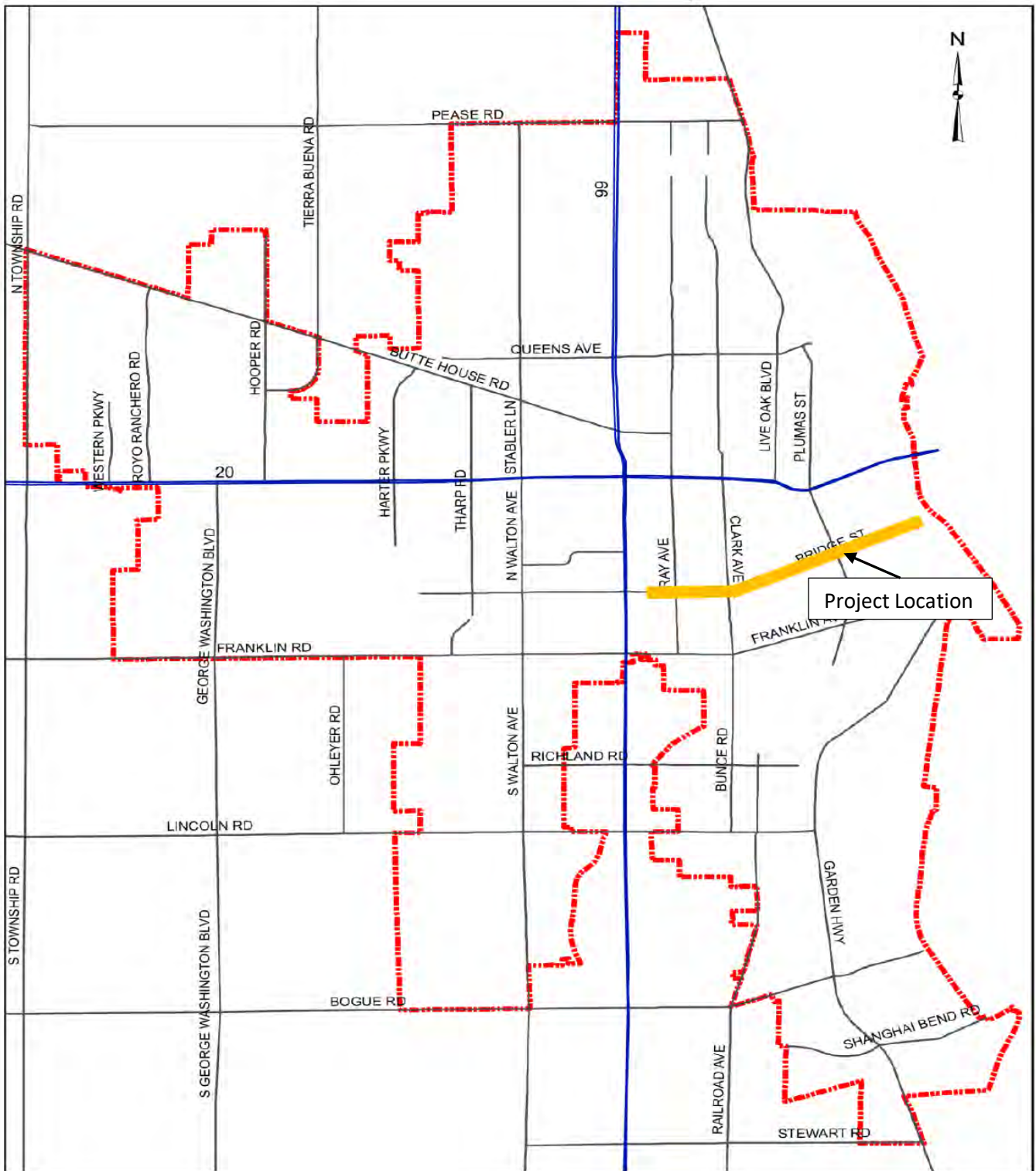


Figure 2 – Project Area

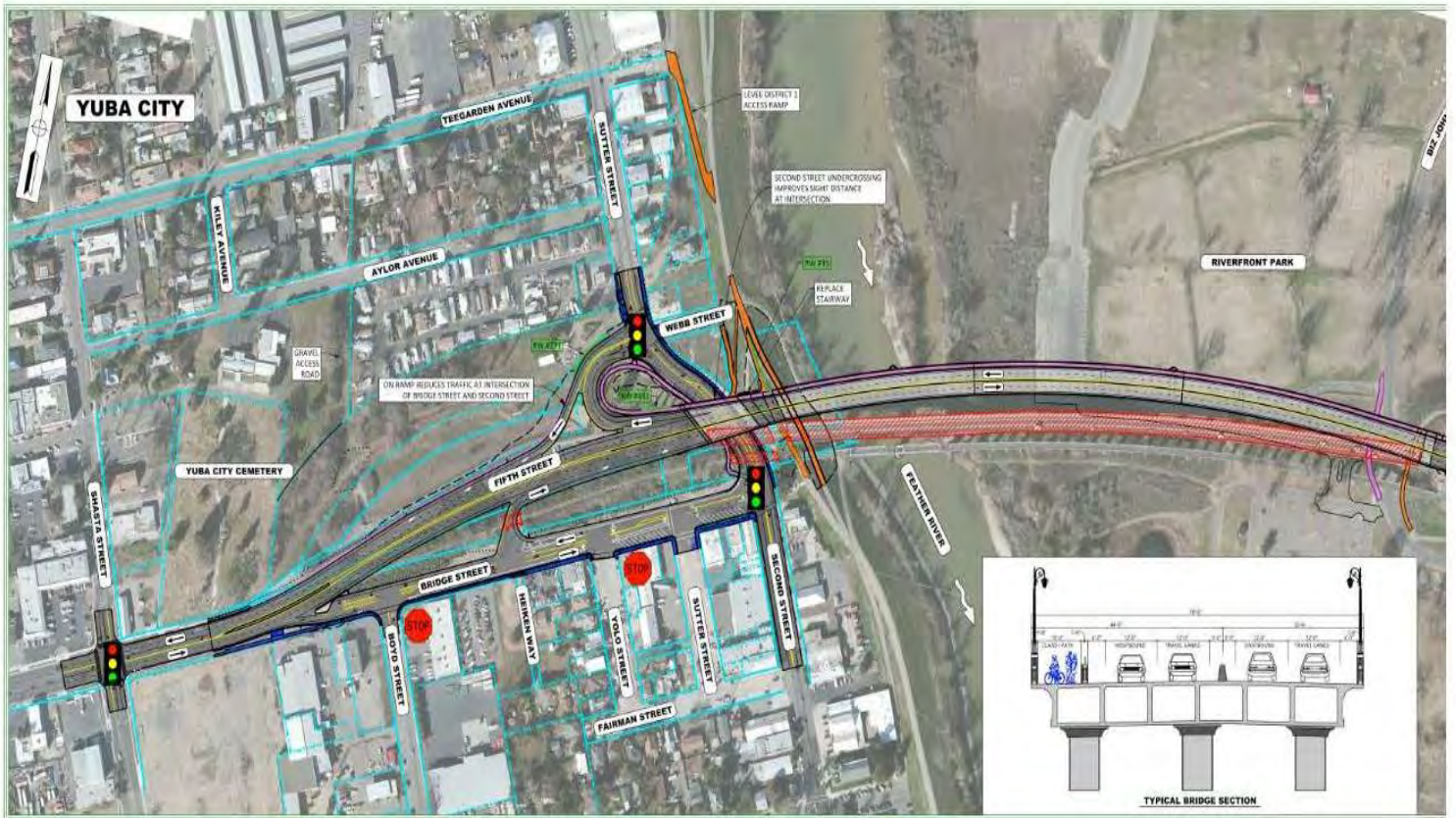


Land Use. The proposed policy amendment does not change any land use designation in the City of Yuba City General Plan, nor is any new development or changes on Bridge Street proposed as part of the policy amendment.

Circulation System Improvements. The Bridge Street corridor was recently improved over the Feather River and other adjacent improvements as part of an overall improvement program.

- The Fifth Street Bridge Replacement Project is nearing construction completion (refer to Figure 3). This project delivers a four-lane structure over the Feather River and improves adjoining intersections in Yuba City.
- The Fifth Street Bridge Replacement Project is part of the overall Bridge Street Corridor Improvement Plan, a four-phase project to deliver a four-lane facility from SR 99 to the Feather River.

Figure 3 – Fifth Street Bridge Replacement Project



3.0 TRAFFIC AND CIRCULATION IMPACT ANALYSIS

3.1.1 EXISTING SETTING

Study Area

This traffic impact study presents analyses of traffic operating conditions at seven (7) intersections within the area that may be affected by the proposed General Plan policy change. The limits of the study area were identified through discussions with Yuba City staff based on their knowledge of the community and the results of previous traffic studies conducted for development in central Yuba City.

Roadways. The following information is a description of area roadways that provide vehicular access to the project site.

- **Bridge Street** is an east-west arterial that extends from an intersection with Tharp Street in western Yuba City, across SR 99, through the policy area, and then becomes Fifth Street as it crosses the Feather River into Marysville, and continues as Fifth Street to SR 70. Today, Bridge Street is primarily a four-lane facility with some turn lanes east of SR 99 easterly through the Shasta Street intersection. The road narrows to two lanes east of Shasta Avenue over the Feather River where the Fifth Street Bridge project is under construction. Bridge Street continues as a two-lane street below the Fifth Street Bridge approach to an intersection on 2nd Street. Bridge Street has separated sidewalks in the study area and on-street parking is prohibited. The posted speed limit on Bridge Street in the study area is 35 mph.
- **State Route 99 (SR 99)** provides regional access to the project site and serves as the primary north-south travel corridor through Yuba City. In the study area, SR 99 is a four-lane highway. The posted speed limit on SR 99 is 45 mph north of Franklin Road and 50 mph south of Franklin Road. The most recent traffic volume information available from the California Department of Transportation indicates that in 2015 SR 99 carries an *Annual Average Daily Traffic (AADT)* volume of 34,000 vehicles per day in the area south of Franklin Road, 34,900 between Franklin Road and Bridge Street, and 34,500 north of Bridge Street, though traffic volumes have increased in recent years. Trucks comprise roughly 10% of the daily traffic volume on SR 99 in this area.
- **Gray Avenue** is a north-south arterial that runs parallel to and about ¼ mile east of SR 99. Gray Avenue extends north for three miles from Franklin Road across SR 20 to its terminus near Pease Road. In the area of the project, Gray Avenue is two-lane road with auxiliary turn lanes. The posted speed limit on Gray Avenue is 25 mph.
- **Clark Avenue** is a north-south arterial that runs parallel to and about ½ mile east of SR 99. Clark Avenue extends north for three miles from Richland Road across SR 20 to its terminus near Pease Road. In the area of the project, Clark Avenue is two-lane road with auxiliary turn lanes. The posted speed limit on Clark Avenue is 25 mph.

- **Plumas Street** is a north-south collector street that originates at an intersection with Morton Street / Percy Street in the south and extends northerly across B Street and Bridge Street through SR 20 to its northern terminus on Queens Avenue. Plumas Street is a two-lane roadway, and the City has implemented major streetscape projects in various locations to improve pedestrian access and to enhance the Downtown core area. Sidewalks exist in most areas. A prima facie 25 mph speed limit is in effect.
- **Shasta Street** is a north-south collector street that extends from B Street north across Bridge Street and SR 20. The route extends to the south as Wilbur Avenue to Garden Highway. In the immediate area of the project, Shasta Street is a two-lane facility with a continuous center Two-Way Left-Turn (TWLT) lane. Sidewalks exist and on-street parking is permitted. The speed limit is posted at 25 mph.
- **Second Street – Sutter Street** are two-lane local streets that run parallel to and adjoining the Feather River. Second Street begins near the Sutter County Airport and continues north to a crossing beneath the Fifth Street Bridge. At that point, the route continues northerly as Sutter Street to an interchange on SR 20 and ultimately to an intersection on Market Street. It has a posted speed limit of 25 mph.

Bicycle and Pedestrian Facilities, Transit

Sidewalks are provided in nearly all areas of Bridge Street west of the Shasta Street intersection and are included in the Fifth Street Bridge Replacement Project. Crosswalks are marked at signalized and all-way stop controlled intersections, and button pedestrian activation is provided at each of the signalized study intersections.

Bicycle facilities are limited along Bridge Street. Bike lane facilities will be included with construction between SR 99 and Cooper, and on the bridge crossing. Bike lanes are included in the Fifth Street Bridge project.

Yuba-Sutter Transit provides fixed route bus service in the study area. As shown in the system map, https://www.yubasuttertransit.com/files/5f0e5ecf9/YST_Ride+Guide_07-01-2019+Searchable.pdf Route 2 (Yuba City Loop) provides service on thirty-minute headways in both directions along Plumas Street with stops at the Bridge Street intersection. Route 2 also returns to Bridge Street at Gray Avenue and follows Bridge Street across SR 99. Route 2 has timed transfers to Routes 1 and 5 at the Walton terminal. Route 5 (north Yuba City to south Yuba City) travels through the Bridge Street / SR 99 intersection. Today, Route 1 crosses the Feather River via the 10th Street Bridge. Completion of the Fifth Street Bridge Replacement Project would allow Yuba Sutter Transit to consider route changes that take advantage of the new capacity and reduced travel times along this route.

3.1.2 TRAFFIC EVALUATION METHODOLOGIES

The following text is a description of the methods used in this impact study to analyze intersection operations. Operating Level of Service and turn lane queueing are the two key issues typically addressed by the City.

Level of Service Analysis Procedures. Level of Service (LOS) analysis provides a basis for describing existing traffic conditions and for evaluating the significance of project-related traffic impacts. Level of Service measures the quality of traffic flow and is represented by letter designations from A to F, with a grade of A referring to the best conditions, and F representing the worst conditions. The characteristics associated with the various LOS for intersections are presented in Table 1 and further discussed below.

Signalized intersections have been analyzed using methods presented in the *Highway Capacity Manual (6th Edition)*. The analysis of existing conditions utilizes observed cycle-length timing at the signalized study intersections. These cycle-length parameters have also been held constant for analysis of Existing plus Project conditions. The calculations utilize a 2% heavy vehicle percentage and observed peak hour factors (PHF).

Non-signalized intersections with side-street stop-sign control would also be evaluated using *Highway Capacity Manual* procedures. At side-street stop-sign-controlled intersections, the LOS would be presented for turning movements experiencing the most delay. This is typically a left turn made from the minor street stop-sign-controlled approach onto the major street.

Standards of Significance / Level of Service Thresholds. In this traffic impact study, the significance of the proposed GPA's impact on traffic operating conditions is based on a determination of whether implementing the GPA results in an intersection operating with conditions that fall below acceptable standards, as defined by the governing agency. A project's impact on traffic conditions is considered significant if implementation of the project would result in LOS changing from levels considered acceptable to levels considered unacceptable, or if the project would significantly worsen an already unacceptable LOS without the project. Relevant policies for the study area consist of the following:

Yuba City General Plan (Adopted April 2004)

Implementing Policy 5.2-1-12 (*Traffic Level of Service*) of the General Plan's Transportation section states the following:

- Develop and manage the roadway system to obtain LOS D or better for all major roadways and intersections in the City. This policy does not extend to residential streets (i.e., streets with direct driveway access to homes) or bridges across the Feather River nor does the policy apply to state highways and their intersections, where Caltrans policies apply. Exceptions to LOS D policy may be allowed by the City Council in areas, such as downtown, where allowing a lower LOS would result in clear public benefits.
- No new development will be approved unless it can be shown that the required level of service can be maintained on the affected roadways.

TABLE 1		
LEVEL OF SERVICE DEFINITIONS		
Level of Service	Signalized Intersections	Unsignalized Intersection
"A"	Uncongested operations, all queues clear in a single-signal cycle. Delay ≤ 10.0 sec	Little or no delay. Delay ≤ 10 sec/veh
"B"	Uncongested operations, all queues clear in a single cycle. Delay > 10.0 sec and ≤ 20.0 sec	Short traffic delays. Delay > 10 sec/veh and ≤ 15 sec/veh
"C"	Light congestion, occasional backups on critical approaches. Delay > 20.0 sec and ≤ 35.0 sec	Average traffic delays. Delay > 15 sec/veh and ≤ 25 sec/veh
"D"	Significant congestions of critical approaches but intersection functional. Cars required to wait through more than one cycle during short peaks. No long queues formed. Delay > 35.0 sec and ≤ 55.0 sec	Long traffic delays. Delay > 25 sec/veh and ≤ 35 sec/veh
"E"	Severe congestion with some long-standing queues on critical approaches. Blockage of intersection may occur if traffic signal does not provide for protected turning movements. Traffic queue may block nearby intersection(s) upstream of critical approach(es). Delay > 55.0 sec and ≤ 80.0 sec	Very long traffic delays, failure, extreme congestion. Delay > 35 sec/veh and ≤ 50 sec/veh
"F"	Total breakdown, stop-and-go operation. Delay > 80.0 sec	Intersection blocked by external causes. Delay > 50 sec/veh
Source: <i>Highway Capacity Manual (6th Edition)</i>		

Based upon the above, the following standards and significance criteria have been used for this analysis to identify a significant impact under current policies.

- Cause Level of Service at a study intersection to degrade from LOS D or better to LOS E or F.

- Exacerbate the no-project Level of Service at a study intersection operating at LOS E or F. Based upon direction provided by City staff for past studies in this area, exacerbation of unacceptable operations at a City signalized intersection is considered an impact if:
 - The proposed project causes an increase in the average vehicle delay of 5 seconds or more, or
 - The proposed project adds ten or more peak hour trips to an intersection.

Queueing. Poor traffic conditions can result in traffic delays which in turn can lead to queues of waiting vehicles. While not a General Plan policy issue, the City considers the effects of peak period queueing to determine whether waiting vehicles will extend beyond the limits of turn lanes and cause a safety issue for through traffic. The same HCM techniques employed to evaluate Levels of Service also identify the queue lengths within a statistical probability. Traffic engineers commonly employ the 95th percentile queue length (i.e., queue length exceeded only 5% of the time) for this evaluation and consider lengths in excess of available storage to be a potential safety issue.

3.1.3 EXISTING TRAFFIC CONDITIONS

The following is a description of existing traffic operating conditions in the study area.

Existing Traffic Volumes. The traffic volume data used for this report makes use of the best available data, recognizing that ongoing Fifth Street Bridge construction detours have a varying effect on traffic conditions at the eastern end of the study area. This data is included in Figure 3. Traffic counts were conducted at six of the seven intersections in 2019 for the City of Yuba City. Because local schools were not in session as the analysis was being prepared and the Fifth Street Bridge project detours cause unusual traffic conditions, traffic counts conducted for the City's Fifth Street Bridge Replacement Project¹ were employed at the Sutter Street / WB Ramps intersection. In each case, data was collected in 15-minute increments from 7:00 – 9:00 a.m. and 4:00 – 6:00 p.m. The contiguous one-hour periods with the highest volumes within the two-hour data collection period were used in this traffic impact study as the a.m. and p.m. peak hour. Figure 3 presents the existing lane configurations and existing peak hour traffic volumes at the seven study intersections.

Existing Intersection Levels of Service. Table 2 and Figure 4, below, present a summary of existing peak hour LOS at the seven (7) study intersections. Level of Service calculations are provided in the Appendix. As shown in Table 2, with one exception, all study intersections currently operate satisfactorily within the general minimum LOS D standard for Level of Service established by the City of Yuba City. The ***Sutter Street / WB Fifth Street ramps intersection*** operates at LOS E. While current City General Plan policy allows LOS F at this location, conditions at this location will be altered with the completion of the City's pending Fifth Street Bridge Replacement Project.

¹ Final Traffic Report for Fifth Street Bridge Replacement Project Study Report / Project Report, Fehr & Peers, September 15, 2011

Intersection Queue Lengths. At signalized intersections, the relationship between peak-period traffic queues and the available turn-lane storage is a factor in evaluating the quality of traffic flow. While not a significant criterion under current General Plan policy, understanding queue length is a safety consideration, queue lengths can increase as Level of Service deteriorate.

Figure 4 – Study Intersections – Traffic Volumes

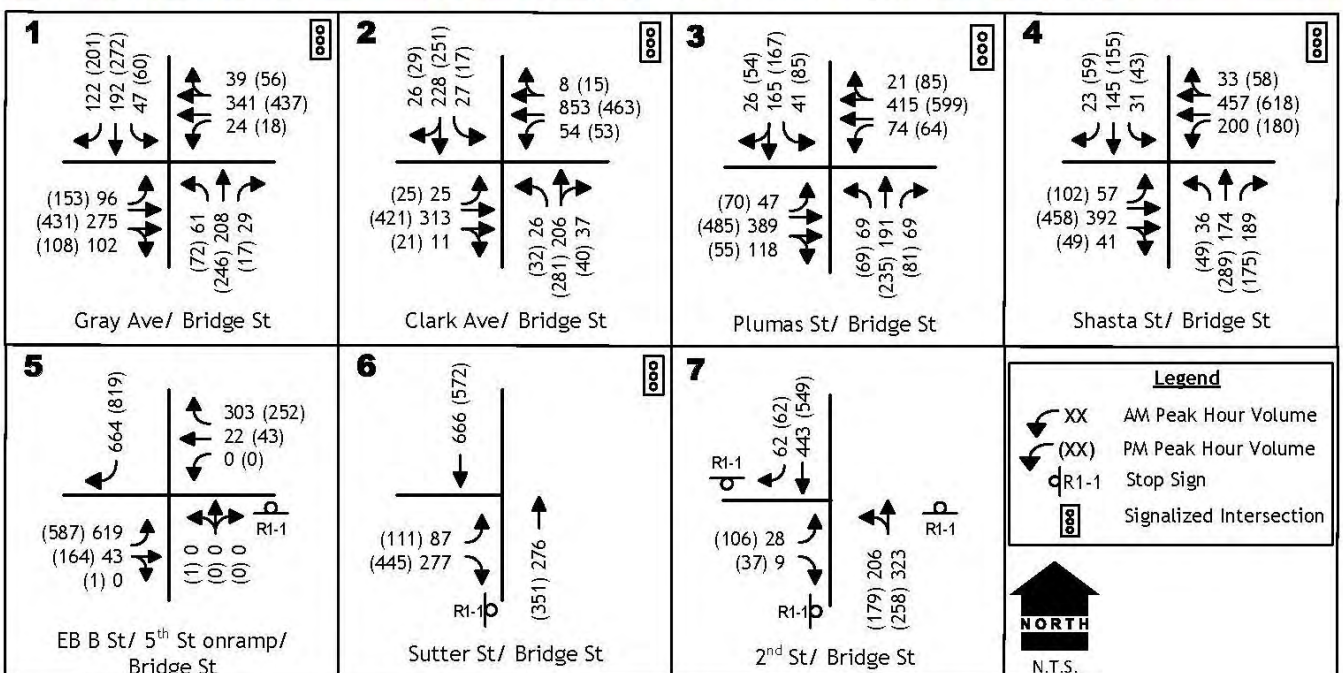
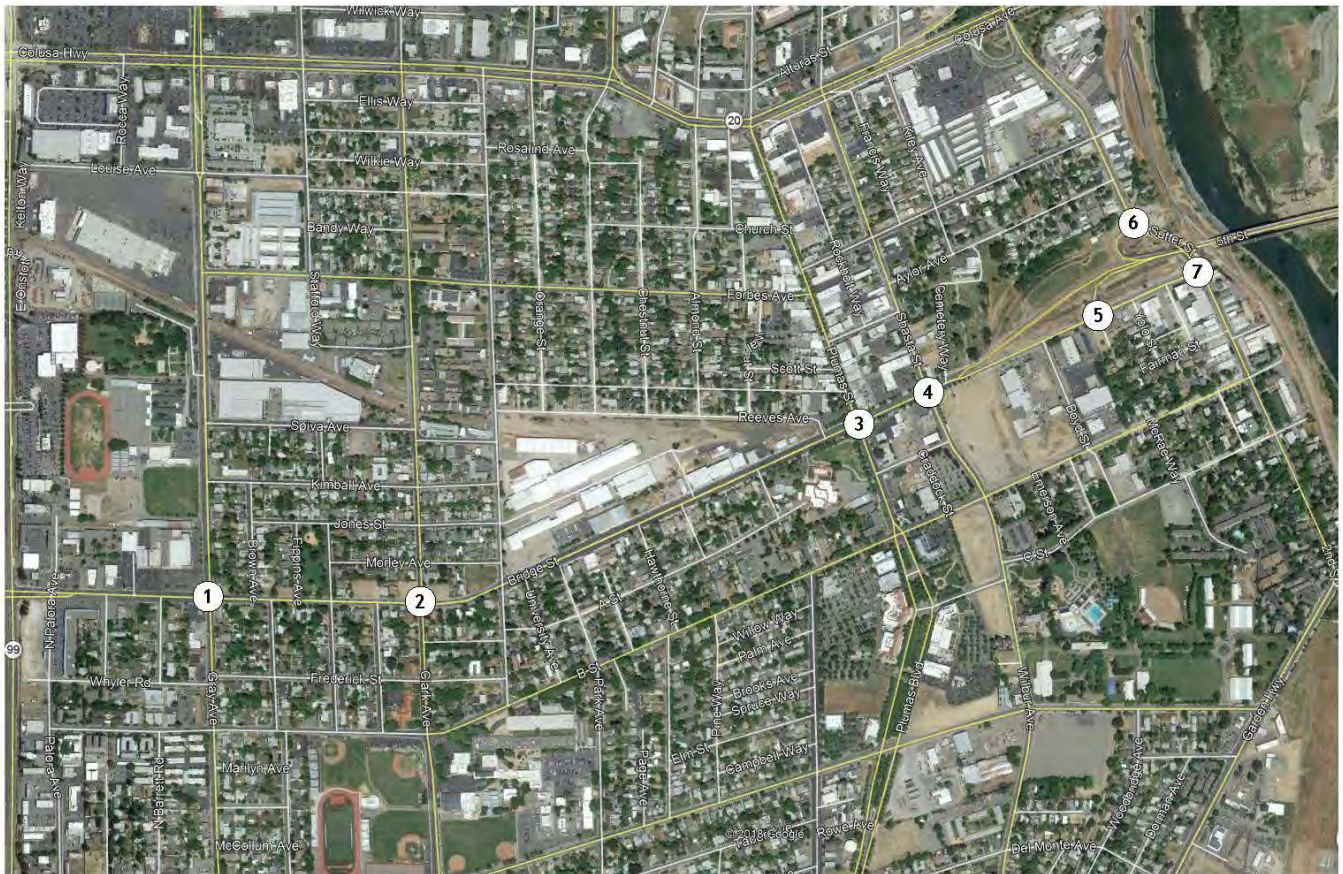


TABLE 2 EXISTING CONDITIONS - INTERSECTION LEVELS OF SERVICE						
Intersection	Control	Existing				Traffic Signal Warrants Satisfied?
		AM Peak Hour		PM Peak Hour		
		LOS	Average Delay (veh/sec)	LOS	Average Delay (veh/sec)	
Bridge Street / Gray Avenue	Signal	B	18.2	B	19.1	n.a.
Bridge Street / Clark Avenue	Signal	B	18.2	B	19.5	n.a.
Bridge Street / Plumas Street	Signal	B	17.9	C	20.7	n.a.
Bridge Street / Shasta Street	Signal	B	19.3	C	22.8	n.a.
Bridge Street / EB Fifth St Ramps ¹	Signal	C	27.9	D	39.4	n.a.
Sutter Street / WB Ramps ¹ EB off ramp	Stop	E	36.0	E	43.7	Yes ²
Bridge Street / Second Street	Signal	C	28.9	C	30.6	n.a.

BOLD values exceed the minimum LOS D standard.

¹ LOS F accepted under current City policy

² traffic signal included in Fifth Street Bridge Project

Projected peak period queue lengths are estimated as a byproduct of Level of Service analysis, and current peak period queues are noted below in Table 3. The projected 95th percentile queue length exceeds available storage at the two locations noted. At other locations, the peak queue reaches beyond the striped left turn lane but is not necessarily an issue due to the presence of an adjoining TWLT lane.

TABLE 3							
EXISTING CONDITIONS							
INTERSECTION QUEUE LENGTHS							
Intersection	Lane	Storage (feet)	Existing				Storage Exceeded?
			AM Peak Hour		PM Peak Hour		
			Volume	95 th % Queue (feet)	Volume	95 th % Queue	
Bridge Street / Gray Avenue	NB left	90 ¹	61	65	72	70	No
	SB left	100 ¹	47	50	17	25	No
	EB left	110	96	110	153	145	Yes
	WB left	70 ¹	24	35	18	25	No
Bridge Street / Clark Avenue	NB left	40	26	35	32	40	No
	SB left	50	27	35	17	25	No
	EB left	50 ¹	25	35	25	35	No
	WB left	50 ¹	54	60	53	55	No
Bridge Street / Plumas Street	NB left	100	69	65	69	85	No
	SB left	140	41	45	85	95	No
	EB left	100 ¹	47	50	70	85	No
	WB left	100 ¹	74	70	64	65	No
Bridge Street / Shasta Street	NB left	100	36	45	49	55	No
	SB left	100	31	40	43	50	No
	EB left	100 ¹	57	60	102	120	No ¹
	WB left	100	200	195	180	205	Yes
Bridge Street / Second Street	NB approach	n.a.	529	375	437	295	No
	EB left	50	28	30	106	75	Yes

¹lane continues a TWLT lane

At **HIGHLIGHTED** location queue is at least 25 feet longer than available storage

Overall Analysis Approach

This traffic impact study presents an analysis of traffic operations under the following five (5) scenarios:

- Existing a.m. and p.m. peak hour conditions under current General Plan Policies
- Existing conditions with proposed LOS policy
- Year 2035 a.m. and p.m. peak hour conditions with current General Plan Policies
- Year 2035 conditions with proposed LOS policy

Study Area Intersections. The quality of traffic flow is typically governed by the operation of intersections along an arterial street system. To quantitatively evaluate traffic conditions and provide a basis for comparison of operating conditions with and without the proposed policy change, traffic operations at the following seven (7) study area intersections were evaluated:

- Bridge Street / Gray Avenue
- Bridge Street / Clark Avenue
- Bridge Street / Plumas Street
- Bridge Street / Shasta Street
- Bridge Street / EB on-ramp to Fifth Street bridge (LOS F already accepted)
- Bridge Street / Secod Street
- Second Street / WB Fifth Street Bridge ramps (LOS F Already accepted)

3.1.4 REGULATORY SETTING

State of California

Complete Streets. In 2008, the State of California enacted the Complete Streets Act of 2008. The new law requires cities and counties, when updating their general plans, to ensure that local streets and roads meet the needs of all users, including bicyclists, pedestrians, transit riders, children, seniors, persons with disabilities, and motorists. The law took effect in January 2011, when the Governor's OPR issued new general plan update guidelines that reflect Complete Streets planning principles. Ensuring convenient access to jobs, school, entertainment, recreation, and critical services such as banking, medical care, and shopping requires a transportation system of roads, transit, bikeways, and sidewalks to manage our diverse needs.

State Route 99 Transportation Concept Report (SR 99 TCR). While the proposed GPA does not change current City policies regarding Levels of Service on SR 99, Caltrans plans for and policies regarding its facilities are documented in Transportation Concept Reports (TCR). TCR's note the ultimate improvement concept planned for each facility as well as the quality of traffic flow anticipated with those improvements (i.e., Concept Level of Service). The SR 99 TCR notes that the segment of the state highway which includes the Bridge Street intersection has an ultimate concept facility of six-lane conventional highway. Under long term conditions, that facility is expected to deliver a concept Level of Service of LOS F along the corridor.

Senate Bill 743. Conventional approaches to transportation impact analysis use vehicle LOS related to vehicle delay. This focus explains how land use and transportation projects affect driving instead of how those projects change the amount of driving that will occur. While changes to driving conditions that increase travel times are an important consideration for traffic operations and management, these changes do not fully describe environmental effects associated with fuel consumption, emissions, and public health. SB 743 changes the focus of transportation impact analysis in CEQA from measuring impacts to drivers, to measuring the impact of driving. The change is being made by replacing LOS and delay to drivers with Vehicle Miles of Travel (VMT) and by providing streamlined review of land use and transportation projects that will theoretically help reduce future VMT growth. This shift in transportation impact focus is expected to better align transportation impact analysis and mitigation outcomes with the State's goals to reduce greenhouse gas (GHG) emissions, encourage infill development, and improve public health through more active transportation.

In January 2019, the Natural Resources Agency finalized updates to the CEQA Guidelines, including the incorporation of SB 743 modifications. The Guidelines changes were approved by the Office of Administrative Law and are now in effect. Specific to SB 743, Section 15064.3(c) states, "A lead agency may elect to be governed by the provisions of this section immediately. Beginning on July 1, 2020, the provisions of this section shall apply statewide."

Regional

Metropolitan Transportation Plan/Sustainable Communities Strategy. The Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) for the Sacramento region proactively links land use, air quality, and transportation needs. The MTP/SCS supports the Sacramento Region Blueprint, which implements smart growth principles, including housing choice, compact development, mixed-use development, natural resource conservation, use of existing assets, quality design, and transportation choice. It also provides increased transportation options while reducing congestion, shortening commute times, and improving air quality.

SACOG is designated by the state and federal governments as the Metropolitan Planning Organization (MPO) for the region and is responsible for developing a regional transportation plan (MTP) in coordination with Sacramento, Yolo, Yuba, Sutter, El Dorado, and Placer counties and the 22 cities within those counties (excluding the Tahoe Basin). The plan incorporates countywide transportation planning developed by the Placer County Transportation Planning Agency and the El Dorado County Transportation Commission, under memoranda of understanding (MOUs) between those agencies and SACOG. The law further requires the long-range MTP to cover at least a 20-year planning horizon and be updated at least every four years.

Local

Yuba City General Plan. The Transportation Element is intended to provide guidance and specific actions to ensure the continued safe and efficient operation of Yuba City's circulation system. The Element is based on a fundamental philosophy that traffic conditions in the City can be managed through a comprehensive program of transportation planning, land use planning, and growth management strategies. This Element includes provisions for roadway, transit, airport, pedestrian, and bicycle transportation modes, as well as parking.

The Transportation Element responds directly to the Government Code, which requires "a circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan." State law recognizes that circulation and land use are closely related and requires that policies in this Element and the Land Use Element be tied together. Careful integration of the City's traffic and circulation policies with its land use policies will ensure that there is sufficient roadway capacity to accommodate traffic generated by planned future development. The City is committed to designing a system of regional routes, local roads, public transit, and bicycle and pedestrian pathways that will enhance the community and protect the environment.

Relevant "Guiding Policies" and "Implementing Policies" from the Transportation Element of the General Plan are provided below:

GENERAL PLAN GUIDING POLICIES

Circulation and Street System

- 5.2-G-1 Promote safe and efficient vehicle circulation.
- 5.2-G-2 Make efficient use of existing transportation facilities, and, through the arrangement of land uses, improved alternate transportation modes, and provision of more direct routes for pedestrians and bicyclists, strive to reduce the total vehicle-miles traveled per household.
- 5.2-G-3 Provide fair and equitable means for paying for future street improvements.
- 5.2-G-4 Coordinate local actions with state and County agencies to ensure consistency.

Traffic Level of Service

- 5.2-G-5 Maintain acceptable levels of service and ensure that future development and the circulation system are in balance.

Arterial Roadways

- 5.2-G-6 Design arterial roadways to carry high-volume, higher-speed traffic, thereby minimizing through traffic residential streets. Develop a system of arterial roadways in the form of a grid of four-lane arterials that will distribute traffic evenly and will avoid excessive concentrations of traffic in any given area.
- 5.2-G-7 Maximize the carrying capacity of arterial roadways by controlling the number of intersections and driveways, prohibiting residential access, and requiring sufficient off-street parking to meet the needs of each project.
- 5.2-G-8 Provide center turn lanes in areas with existing "front-on" development. Planted medians are preferred in areas without existing front-on development.

Parkways

- 5.2-G-9 Design parkways to provide attractive, higher-speed, tree-lined roadways with limited access between residential and commercial areas.

Collector and Local Roadways

- 5.2-G-10 Design and reconfigure collector and local roadways to improve circulation and to connect residential and commercial areas of the City.

IMPLEMENTING POLICIES

Circulation and Street System

- 5.2-I-1 Locate arterials and collectors according to the general alignments shown in Figure 5-1. Minor variations from the depicted alignments will not require a General Plan amendment.
- 5.2-I-2 Establish precise alignments and cross-sections based on the General Plan Diagram and Figure 5-1 in order to identify future right-of-way needs. *This can be done by adjusting an “official map” that delineates future right-of-way lines.*
- 5.2-I-3 Adopt street standards that provide flexibility in design, especially in residential neighborhoods. Revise right of way and pavement standards to reflect adjacent land use and/or anticipated traffic, and permit reduced right of way dimensions where necessary to maintain neighborhood character.
- 5.2-I-4 Require all new developments to provide right-of-way and improvements consistent with street designations on Figure 5-1 and City street section standards.
- 5.2-I-5 Continue to require that new development pays a fair share of the costs of street and other traffic and transportation improvements based on traffic generated and impacts on service levels.
- 5.2-I-6 Require city-wide traffic impact fees on all new development to ensure that transportation improvements keep pace with new development. The objective of this policy is to establish a secure funding source to enable timely construction of traffic improvements. Citywide impact fees have been an extremely successful way of accomplishing infrastructure improvements throughout California. The City intends to ensure that no additional development is approved without a concurrent commitment by the City and/or the developer to construct commensurate transportation improvements, as needed, or to pay appropriate fees in lieu of, to serve the development and maintain acceptable levels of service on roadways and intersections
- 5.2-I-7 When constructing or modifying roadways, plan for usage of the roadway space by all users, including motor vehicles, transit vehicles, bicyclists, and pedestrians.

- 5.2-I-8 Continue to work with Caltrans to achieve timely construction of programmed freeway and interchange improvements and state highway improvements.
- 5.2-I-9 Work with Caltrans and regional authorities to develop a minimum of four additional traffic lanes of cross-river capacity by the end of the General Plan period. *This would be accomplished by a 3rd bridge.*
- 5.2-I-10 Work with SACOG to ensure that General Plan amendments are incorporated in the regional traffic model and incorporated into analysis required for Metropolitan Transportation Improvement Plan updates.
- 5.2-I-11 Maintain the street network through a regular maintenance program, repave streets on a regular basis, and require that any pavement that has been damaged or dug up be returned to its original condition, with no bumps or ruts. *Street maintenance and repaving programs should be based on current technology and accepted practices to maximize available revenues and improvements.*

Traffic Level of Service

5.2-I-12 (Subject of the General Plan Amendment)

Develop and manage the roadway system to obtain LOS D or better for all major roadways and intersections in the City. This policy does not extend to residential streets (i.e., streets with direct driveway access to homes) or bridges across the Feather River nor does the policy apply to state highways and their intersections, where Caltrans policies apply. Exceptions to LOS D policy may be allowed by the City Council in areas, such as downtown, where allowing a lower LOS would result in clear public benefits. Specific exceptions granted by the Council shall be added to the list of exceptions below:

- *SR 20 (SR 99 to Feather River Bridge) – LOS F is acceptable;*
- *SR 20 (Feather River Bridge) – LOS F is acceptable;*
- *Bridge Street (Twin Cities Bridge) – LOS F is acceptable;*
- *Lincoln Road (New Bridge across the Feather River) – LOS F is acceptable.*

No new development will be approved unless it can be shown that required level of service can be maintained on the affected roadways.

- 5.2-I-13 Develop and manage residential streets (i.e., streets with direct driveway access to homes) to limit average daily vehicle traffic volumes to 2,500 or less and 85th percentile speeds to 25 miles per hour or less.
- 5.2-I-14 Require traffic impact studies for all proposed new developments that will generate significant amounts of traffic. Specific thresholds will be based on location and project type, and exceptions may be granted where traffic studies have been completed for adjacent development.

- 5.2-I-15 Improve intersections as needed to maintain LOS standards and safety on major arterials.
- 5.2-I-16 Establish and implement additional programs to maintain adequate levels of service at intersections and along roadway segments as circumstances warrant, including the following actions:
- Collect and analyze traffic volume data on a regular basis and monitor current intersection and roadway segment levels of service on a regular basis. Use this information to update and refine the City's travel forecasting model so that estimates of future conditions are more strongly based upon local travel behavior and trends.
 - Consider, on a case by case basis, how to shift travel demand away from the peak period, especially in those situations where peak traffic problems result from a few major generators (e.g. outlying employment locations), and how major roadway capital investments can be deferred and/or reallocated to more pressing needs.
 - Perform routine, ongoing evaluation of the efficiency of the urban street traffic control system, with emphasis on traffic signal timing, phasing and coordination to optimize traffic flow along arterial corridors. Use traffic control systems to balance arterial street utilization (e.g., timing and phasing for turn movements, peak period and off-peak signal timing plans).
- 5.2-I-17 Monitor regional/arterial street LOS at regular intervals to determine if the LOS standard is being met, and provide information needed to maintain a calibrated citywide traffic model.

Parkways

- 5.2-I-18 Develop two parkways along the alignments shown in Figure 5-1. These parkways should have four travel lanes, a planted median, turn pockets where appropriate, Class I or II bicycle lanes, detached sidewalks, and generous planting strips.
- 5.2-I-19 Prohibit on-street parking along parkways where there is “front-on” development.
- 5.2-I-20 Require a minimum average distance of one quarter mile between parkway intersections, except in commercial areas or other high volume traffic areas. See also Chapter 4: Community Design policies on parkways.

Collectors and Neighborhood Streets

- 5.2-I-21 Implement traffic calming measures to slow traffic on local and collector residential streets and prioritize these measures over congestion management. Include roundabouts, traffic circles, and other traffic calming devices among these measures.
- 5.2-I-22 Provide for greater street connectivity by:

- Incorporating in subdivision regulations requirements for a minimum number of access points to existing local or collector streets for each development (e.g. at least two access points for every 10 acres of development);
- Encouraging circles and roundabouts over signals.
- Requiring the bicycle and pedestrian connections from cul-de-sacs to nearby public areas and main streets.
- Requiring new residential communities undeveloped land planned for urban uses to provide stubs for future connections to the edge of the property line. Where stubs exist on adjacent properties, new streets within the development should connect to these stubs.

The Policy to be amended by the project, 5.2-I-12, includes certain exceptions to that minimum LOS and authorizes additional exceptions in those cases where the City Council may determine that “clear public benefits” would result from the use of a lower LOS. In order to facilitate future planned development, including commercial development along the noted segment of Bridge Street, the City is considering a potential General Plan Amendment to ultimately authorize an exception to the minimum LOS D standard for the identified segment of Bridge Street between North Palora Avenue and Second Street.

The issue of provision of “clear public benefits” to be realized through the proposed General Plan Amendment is to be addressed within the project staff report, but will acknowledge public benefits related to:

- Increased economic development potential related to commercial development along this segment of Bridge Street, including commercial and related development and creation of jobs for Yuba City residents.
- Opportunities for this segment of Bridge Street for commercial, office, and related uses as a result of increased commercial development opportunity.
- Implementation of City vision for development of the greater downtown established through the Central City Core Specific Plan and Revitalization Strategy (“Plan”) (amended 1997), including use of the central City area as a catalyst for revitalization and creation of jobs.

There are no other proposed amendments to the General Plan as part of this LOS policy amendment project.

3.1.5 PROJECT TRAFFIC AND CIRCULATION IMPACTS

Traffic Volume / Intersection Level of Service. Implementing the proposed General Plan policy change would not in itself cause additional traffic on study area streets, as no land use entitlement nor new development is involved. As the project itself will not cause additional traffic, implementing the General Plan Amendment will not result in any additional study location operating at a deficient condition based on Level of Service whether under the current policy (i.e., LOS D) or the proposed policy (i.e. LOS F) for the proposed segment of Bridge Street (from North

Palora Avenue to Second Street). Any future development projects may be required to prepare traffic and circulation studies to determine if any project-level design or mitigation measures may be needed to address the specific impacts related to that project.

Alternative Transportation Modes. The amendment does not result in direct impacts to pedestrians, bicyclists, or transit riders, and does not interfere with the implementation for future plans for these transportation modes.

Safety. As it does not change current traffic volumes or create new facilities, the policy change does not create any new safety issues on the corridor or exacerbate current safety issues. As noted above, any future development projects may be required to prepare traffic and circulation studies to determine if any project-level design or mitigation measures may be needed to address the specific impacts related to that project, including any safety concerns.

3.1.6 CUMULATIVE TRAFFIC IMPACTS

The effects of the policy change under long-term cumulative conditions were evaluated in the project traffic study.

Long Term Cumulative Traffic Forecasts

Basis for Long Term Projections. The long-term cumulative analysis compares two conditions:

- Future Year 2035 with General Plan development under current General Plan policy, and
- Future Year with General Plan development and proposed policy change

The travel demand forecasting model originally used for the City of Yuba City General Plan Update EIR and subsequently updated for various traffic studies was the basis for the cumulative impact analysis. An earlier version of this tool was employed in the Fifth Street Bridge Replacement Project Report traffic study to produce future traffic volume forecasts for design of the facility and its environmental review. The current model version was modified to reflect circulation system assumptions (i.e., SR 99 remains a four-lane roadway south of SR 20), and new peak-hour traffic model runs were created. These forecasts represent Year 2035 conditions and were the basis for updated turning movement forecasts for study area intersections.

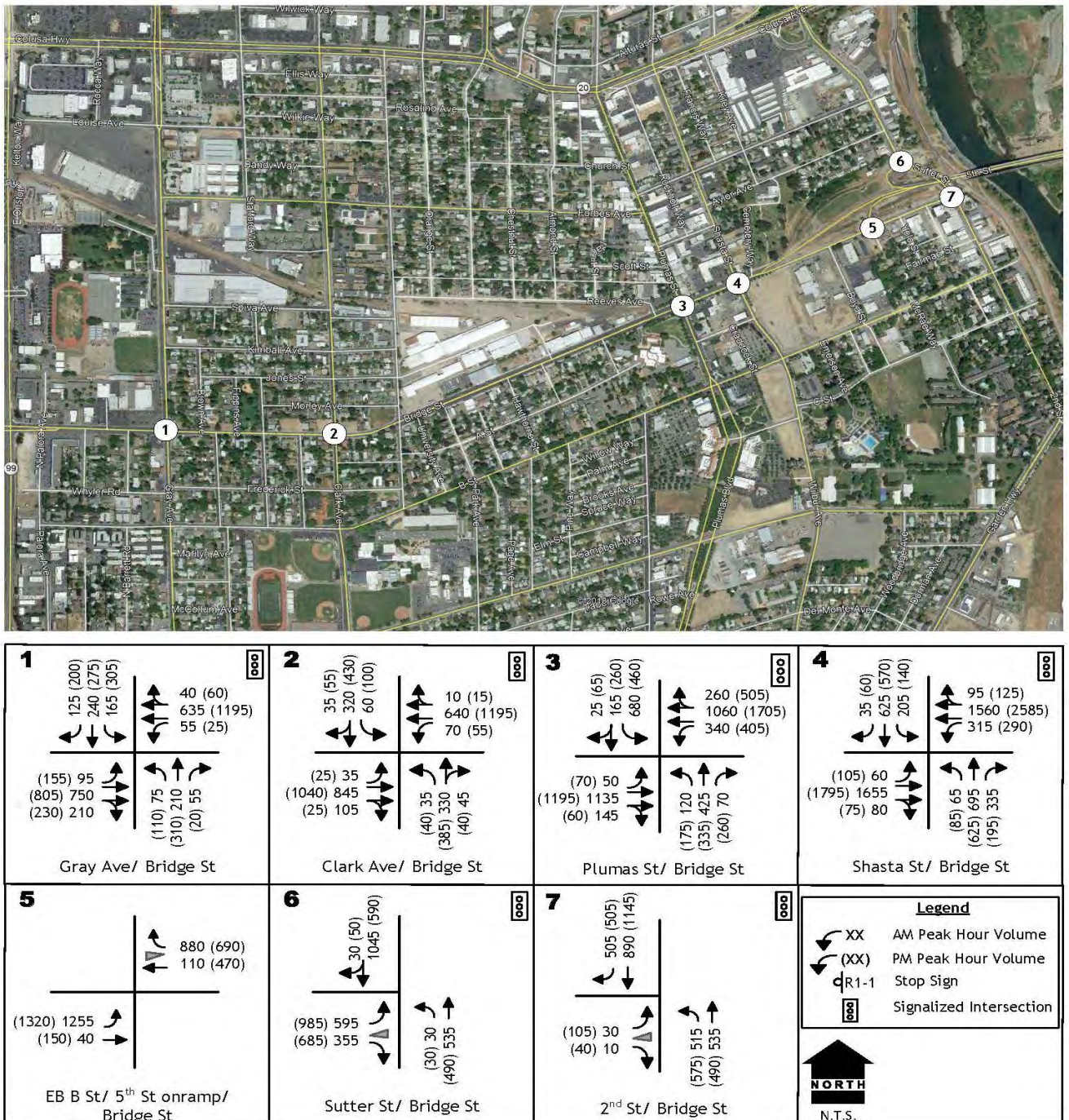
The technical approach employed to use model results to create intersection turning movements for study area intersections mimics the approach used for the GPU EIR. Resulting a.m. and p.m. future turning movement forecasts were compared to the model's Baseline Year forecasts, and the net difference in volume on each turning movement was determined. These net changes were then added or subtracted from the current peak hour volumes observed in 2019 to create the adjusted cumulative volumes.

Circulation System Assumptions. The traffic volume forecasts made for this analysis include those citywide circulation system improvements incorporated into the General Plan traffic model

and Capital Improvement Plan. In addition to the Fifth Street Bridge Replacement Project, these include completion of Lincoln Road as a four-lane facility between SR 99 and Garden Highway.

Traffic Volume Forecasts. Figure 5 identifies cumulative weekday a.m. and p.m. peak hour traffic volumes at study intersections. This figure also notes the intersection geometry that will be available with completion of the Fifth Street Bridge Replacement project and completion of the final phases of the Bridge Street Corridor project.

Figure 5 – 2035 Cumulative Weekday Traffic Volumes



Long-Term Traffic Conditions

Long-Term Cumulative Levels of Service. Table 4 identifies a.m. and p.m. peak-hour Levels of Service under future conditions. As indicated, of the seven intersections addressed in this analysis, two locations are projected to operate at LOS F, and the General Plan's current policy allows the LOF exception as they are ramps associated with the Fifth Street Bridge. However, four additional intersections are projected to operate at LOS F during either the a.m. or p.m. peak hour and under long-term cumulative conditions would be considered unacceptable under current policy. Noted is that these LOS F conditions are expected to occur with or without the proposed Bridge Street segment traffic policy General Plan Amendment.

TABLE 4					
CUMULATIVE CONDITIONS					
INTERSECTION LEVELS OF SERVICE					
Intersection	Control	Cumulative			
		AM Peak Hour		PM Peak Hour	
		LOS	Average Delay (veh/sec)	LOS	Average Delay (veh/sec)
Bridge Street / Gray Avenue	Signal	D	36	F	99
Bridge Street / Clark Avenue	Signal	C	33	D	40
Bridge Street / Plumas Street	Signal	F	543	F	460
Mitigated: create Eastbound Right Turn Lane					
Bridge Street / Shasta Street	Signal	F	351	F	484
Bridge Street / EB Fifth St ramps ¹	none				
EB Left Turn		F	504	F	599
Sutter Street / WB Ramps ¹	Signal	F	113	F	92
Bridge Street / Second Street	Signal	E	55	F	96
BOLD values exceed the minimum LOS D standard					
¹ LOS F accepted by current City policy					

Potential Improvements / Mitigation. The extent to which any additional local or regional circulation improvements might be pursued that would improve conditions on the Bridge Street corridor were considered.

In general, as the area along Bridge Street is for the most part developed, opportunities for further circulation system improvements are limited in the corridor. Developing additional auxiliary lanes at intersections or further widening of Bridge Street from four to six-lanes does not appear feasible and is not consistent with the General Plan Circulation Element. One possible improvement could occur at the Bridge Street / Plumas Street intersection where on-street parking could be eliminated to allow an eastbound right turn lane to be constructed. However, as noted in Table 4, this change would not result in appreciable improved conditions and LOS F would remain. Such improvements would also impact development potential of property at the southwest corner of Bridge Street and Plumas Street.

Regionally, reducing the volume of traffic on Bridge Street would require providing additional capacity over the Feather River. The "Third Bridge" would redistribute traffic from the Fifth Street and 10th Street crossings and theoretically improve Level of Service at Bridge Street intersections. However, it is important to note that the General Plan EIR revealed that LOS F conditions would remain on the Fifth Street and 10th Street crossings even if the "Third Bridge" was available and current General Plan LOS F exceptions for SR 20 and for Lincoln Road reflect the presence of the Third Bridge.

Intersection Queue Lengths. While not a significant criterion under current General Plan policy, queue lengths can increase as Level of Service deteriorates. Projected future peak-period queue lengths are noted in Table 5. These queues are anticipated whether the LOS policy change for the segment of Bridge Street is enacted or not. The projected 95th percentile queue length exceeds available storage at the nine locations noted. At other locations, the peak queue reaches beyond the striped left turn lane but is not necessarily an issue due to the presence of an adjoining TWLT lane. Two of the locations where queue lengths exceed storage occur at intersections where LOS F is already accepted by current GP policy.

TABLE 5 – CUMULATIVE CONDITIONS INTERSECTION QUEUE LENGTHS							
Intersection	Lane	Storage (feet)	Cumulative				Storage Exceeded by more than 25 feet?
			AM Peak Hour		PM Peak Hour		
			Volume (vph)	95 th % Queue (feet)	Volume (vph)	95 th % Queue	
Bridge Street / Gray Avenue	NB left	90 ¹	75	75	110	110	No
	SB left	100 ¹	165	205	305	360	No ¹
	EB left	110	95	110	155	145	Yes
	WB left	70 ¹	55	60	25	35	No
Bridge Street / Clark Avenue	NB left	40	35	45	40	45	No
	SB left	50	60	85	95	125	Yes
	EB left	50 ¹	30	40	25	35	No
	WB left	50 ¹	70	70	55	55	No
Bridge Street / Plumas Street	NB left	100	120	150	175	235	Yes
	SB left	140	680	825	465	575	Yes
	EB left	100 ¹	50	55	70	90	No
	WB left	100 ¹	340	410	350	435	No ¹
Bridge Street / Shasta Street	NB left	100	65	65	85	110	No
	SB left	100	205	255	60	70	No
	EB left	100 ¹	60	65	105	125	No ¹
	WB left	100	315	335	350	415	Yes
Bridge Street / EB 5 th Street ramps	EB left	225	1,225	>1,000	1,320	>1000	Yes ²
Sutter Street / WB 5 th Street ramps	NB left	125	30	60	30	60	No
	EB left	750	595	875	985	>1,000	Yes ²
Bridge Street / Second Street	NB left	300	515	630	575	770	Yes
	EB left	175	30	55	105	220	Yes

¹ Lane continues a TWLT lane

² LOS F accepted by current General Plan policy

4.0 REFERENCES

The following documents and information were used in the preparation of this Supplemental EIR:

City of Yuba City, General Plan (adopted April 2004).

City of Yuba City, General Plan EIR (2004).

Central City Specific Plan and Revitalization Strategy, amended 1997.

Traffic Impact Study for Bridge Street Level of Service Policy GPA, 2019, KD Anderson & Associates, Inc.

5.0 LIST OF PREPARERS

LEAD AGENCY

City of Yuba City
Development Services Department
1201 Civic Center Boulevard
Yuba City, CA 95993

SUPPLEMENTAL ENVIRONMENTAL IMPACT REPORT

Land Logistics, Inc.
216 F Street, #38
Davis, California 95616

Brian Millar
Richard Larrouy

TRAFFIC STUDY PREPARATION

KD Anderson & Associates, Inc.
3583 Taylor Road, Suite G
Loomis, CA 95650