

4.13 TRANSPORTATION AND TRAFFIC

This section describes transportation and traffic conditions in the planning area and analyzes the changes that would occur as a result of implementation of the 2012 General Plan. Information presented in the discussion and subsequent analysis was drawn from technical analyses performed by AECOM (AECOM 2012) and provided in Appendix F of this EIR.

4.13.1 Existing Environmental Setting

The topography of La Mesa creates a non-grid, discontinuous circulation system. The local roadway network and transit lines define most of the City's circulation network. The street system is composed primarily of local streets and local collector streets (137.7 miles together), with a few arterials (17.0 miles) and major collector streets (6.1 miles). Approximately 7.7 miles of freeways also serve La Mesa.

Existing Roadway System

The City's transportation system consists of highways, streets, pedestrian paths, transit routes, and bikeways. The existing roadway network of the planning area is shown in Figure 4.13-1. The circulation network is connected to a larger regional system. The planning area is served by three freeways: I-8, SR-94, and SR-125. Surface streets connect La Mesa to the cities of San Diego, Lemon Grove, and El Cajon, and unincorporated areas of San Diego County.

Roadway Classification Standards

The planning area roadway system includes a range of facilities serving both regional and local connectivity. The current street classification in the planning area roadway system includes state and interstate freeways, arterials and parkway arterials, major and local collectors, local access streets, and alleys. Two major functions of a roadway are to serve through-traffic and to provide access to adjacent properties, and roadways prioritize these two functions differently. Arterials, which mostly consist of the bigger roadways, generally prioritize the movement of traffic over access to individual adjacent properties. Local streets, which mostly consist of smaller roadways, prioritize access to private properties over through-traffic.

Roadways are also intended to provide bicycle and pedestrian access and circulation, and are the backbone of the bicycle and pedestrian network. Figure 4.13-1 illustrates the major routes and street typologies of the La Mesa roadway system, and displays the functional classification for each of these roadways. The entire current roadway system is categorized below.

Regional System

Freeways are intended to serve inter-regional travel, carry traffic efficiently from one end of the City to the other, and/or provide connections from the City to other cities and counties. Freeways are access-controlled, with two or more lanes in each direction. The major freeways that provide direct access to and from the City are I-8, SR-94, and SR-125. These freeways serve as the foundation of the City's regional transportation network.

I-8, the Kumeyaay Highway, runs between Ocean Beach in the west and I-10 in Casa Grande to the east. I-8 connects to SR-125 within the planning area and with I-15, located 5 miles west of the planning area. I-8 has four general-purpose lanes in each direction. Within the planning area, I-8 has on- and off-ramps at 70th Street/Lake Murray, Fletcher Parkway, Spring Street, Jackson Drive/Grossmont Boulevard, and Severin Drive/Fuerte Drive. I-8 has an annual ADT count of approximately 175,000 to 190,000 vehicles, and a peak-hour count of 15,000 vehicles (in both directions).

SR-94, the Martin Luther King, Jr. Freeway, is another east/west facility that extends from the city of San Diego to the unincorporated areas of Spring Valley and Rancho San Diego. SR-94 connects to SR-125 in the planning area and I-805 located 5 miles southwest of the planning area. The majority of vehicles transition from SR-94 to SR-125 since, east of Avocado Boulevard in Spring Valley, SR-94 becomes Campo Road, a two-lane roadway. SR-94 has four general-purpose lanes in each direction. Within the planning area, SR-94 has on- and off-ramps at Massachusetts Avenue, Lemon Grove Avenue, and Spring Street. SR-94 has an annual ADT count of approximately 130,000 vehicles, and a peak-hour count of 12,000 vehicles west of SR-125. East of SR-125, SR-94 has an annual ADT count of approximately 43,000 vehicles and a peak-hour count of 3,700 vehicles (in both directions).

SR-125, the South Bay Expressway, is a regional north/south facility that extends from Santee to Otay Mesa. SR-125 connects to I-8 and SR-94 within the planning area. SR-125 also connects to SR-52 approximately 3 miles to the north, SR-54 approximately 5 miles to the south, and I-905 approximately 14 miles to the south of the planning area. SR-125 has three to five general-purpose lanes in each direction. Within the planning area, SR-125 has on- and off-ramps at Fletcher Parkway, a connection to I-8, Grossmont Boulevard, Spring Street, SR-94, Lemon Avenue, Grossmont Boulevard, and Fuerte Drive. SR-125 has an annual ADT count ranging from 92,000 to 164,000 vehicles, and a peak-hour count of 7,600 to 13,300 vehicles.



Legend

- Street Designator**
- Freeway
 - Parkway Arterial
 - Arterial
 - Major Collector
 - Local Collector
 - Local Collector (Planned)
 - Local Street
- Light Rail
- City of La Mesa
- Lakes
- Study Segment

Source: City of La Mesa



Figure 4.13-1
Study Roadway Segments

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Arterials

Arterials are designed to move large volumes of traffic and provide a high level of mobility between major residential, employment, and activity centers. They are also intended to move traffic between freeways and local/collector roads. They are intended not just for motor vehicle circulation, but also for transit, bicycle, and pedestrian circulation.

The 2012 General Plan provides general guidance for the form and function of arterial roadways, and divides arterial roadways into two sub-categories: arterials and parkway arterials. The arterials and parkway arterials, together with the freeways, form a network carrying relatively long-distance, high-speed traffic. Arterials and parkway arterials provide for at least two travel lanes and a raised or painted median. Parkway arterials have a capacity of up to 45,000 vehicles daily, and larger arterials have a capacity of up to 35,000 vehicles daily. Smaller arterials can be two to four lanes and have a capacity of up to 15,000 vehicles daily. Existing major arterials are discussed below and identified in Figure 4.13-1.

Fletcher Parkway is a parkway arterial of six lanes that begins at I-8 near Baltimore Drive and runs east to Amaya Drive, where it turns northward and continues into the City of El Cajon.

70th Street is a north/south arterial of two to four lanes along of the eastern side of La Mesa that runs north from University Avenue and transitions to **Lake Murray Boulevard**, another arterial, which continues into the San Carlos neighborhood of the City of San Diego. Within the City of La Mesa, it fluctuates between a two-lane facility (north of I-8) and a four-lane facility (south of I-8).

Massachusetts Avenue is a north/south arterial of two lanes that runs north from Lemon Grove to University Heights.

El Cajon Boulevard is an east/west arterial of four lanes that runs east from the City of San Diego to Spring Street in La Mesa.

University Avenue is an east/west arterial of two to four lanes that runs east from the City of San Diego to Baltimore Drive in La Mesa.

Spring Street is a four-lane facility that begins at I-8 in La Mesa and runs southeast to the Spring Valley area of the County of San Diego, where it transitions to Campo Road.

Jackson Drive is a north/south facility of four lanes that runs south from Lake Murray Boulevard in the San Carlos neighborhood of the City of San Diego to the trolley line, where it runs east/west until reaching I-8. South of I-8, Jackson Drive returns to a north/south direction. South of La Mesa Boulevard, it transitions into a major collector.

La Mesa Boulevard is an east/west facility of two to four lanes that runs east from University Avenue to I-8, where it transitions to Grossmont Center Drive.

Grossmont Center Drive is a four-lane facility that runs southeast from Fletcher Parkway until it transitions to La Mesa Boulevard.

Collectors

Collectors are intended to “collect” traffic from local roadways and carry it to roadways higher in the street classification hierarchy. These roadways serve as intermediaries between arterials and local roads, and provide direct access to parcels in residential and nonresidential areas. Major collectors typically have two lanes of traffic in each direction and can carry a maximum of up to 25,000 vehicles daily. Local collectors have two to four lanes in each direction and can carry a maximum of 15,000 vehicles daily.

Local Access Streets

Local access streets are intended to serve adjacent properties and should enhance community livability. These roadways provide direct access to properties and connect to collectors and arterials. They carry limited through-traffic. Speed limits on local roadways normally do not exceed 25 miles per hour. These roadways typically carry less than 1,000 vehicles per day, and through-traffic is discouraged.

Performance Criteria – Level of Service Standards

The performance criteria used in La Mesa are based on two primary measures. The first is “capacity,” which establishes the vehicle-carrying ability of a roadway, and the second is “volume.” The volume measure is either a traffic count (in the case of existing volumes) or a forecast for a future point in time. The ratio between the volume and the capacity give a volume-to-capacity (V/C) ratio. Based on that V/C ratio, a corresponding LOS is determined. An LOS scale is used to evaluate roadway performance based on V/C ratios. The LOS levels range from “A” to “F,” with LOS A representing free-flow conditions and LOS F representing severe traffic congestion. LOS descriptions are described below in terms of driver experience:

- LOS A represents free-flow travel for vehicles. Individual users are virtually unaffected by others in the traffic stream.
- LOS B represents stable flow, but the presence of other users in the traffic stream begins to be noticeable.
- LOS C represents a range in which the influence of traffic density on operations becomes noticeable. The ability to maneuver within the traffic stream and to select an operating speed is now clearly affected by the presence of other vehicles.
- LOS D borders on unstable flow. Speeds and ability to maneuver are severely restricted because of traffic congestion.
- LOS E represents unstable operating conditions at or near the capacity level where maneuverability is severely limited. LOS E represents “at capacity” operations.
- LOS F is used to define forced or a breakdown in traffic flow where unsignalized and signalized intersections exceed 50 and 80 seconds of delay, respectively.

Overall, the City maintains that a traffic and circulation analysis is warranted for any changes to land use in the City resulting from new development proposals.

The City’s Circulation Element has several policies addressing transportation and mobility. Under Policy CE-1.1.8, a threshold has been established to determine whether a change in the V/C ratio on a roadway segment is significant:

When a traffic analysis indicates that the Level of Service (LOS) for a street reaches “E” or below, the City will determine what improvements or changes in operations are needed to maintain or improve the Level of Service. The City will prioritize improvement projects and identify potential funding sources, including developer contributions and the Capital Improvements Program.

Various LOS standards have been established to evaluate observed traffic conditions, future development plans, and street network modifications. The SANDAG Congestion Management Program (CMP) for the San Diego region provides guidance in preparing traffic impact reports, which are prepared in reference to the San Diego Traffic Engineers Council’s (SANTEC) and Institute of Transportation Engineers’ (ITE) Guidelines for Traffic Impact Studies (TIS). The City has opted out of the CMP regional network and, therefore, is required to prepare an environmental assessment based on local standards and determinations. The City uses a modified version of SANTEC/ITE’s guidelines to determine potential significant impacts.

SANTEC/ITE’s TIS guidelines provide a threshold to determine when a potential impact may be considered significant. In general, the region-wide goal for an acceptable LOS on all freeways, roadway segments, and intersections is LOS D. As such, for the purpose of this analysis, LOS A through LOS D are considered acceptable, and LOS E and LOS F are considered unacceptable operating conditions. Table 4.13-1 provides the measure of significance for project traffic impacts.

**Table 4.13-1
City of La Mesa Measure of Significant Project Traffic Impacts**

Level of Service (LOS) with Project	Allowable Change from Project Impact					
	Freeways		Roadway Segments		Intersections	Ramp Metering
E and F (or ramp meter delays of more than 15 minutes)**	V/C*	Speed (mph)	V/C*	Speed (mph)	Delay (sec)†	Delay (min)†
	0.01	1	0.02	1	2	2

*V/C = volume-to-capacity ratio; mph = miles per hour

†Delay: average stopped delay per vehicle measure in seconds (sec) for intersections or minutes (min) for ramp meters

** SANTEC also provides a significance threshold for LOS D locations

Source: City of La Mesa, SANTEC/ITE Guidelines for Traffic Impact Studies in the San Diego Region (Table 1)

As specified in Table 4.13-1, a significant impact would occur when traffic demand on a roadway segment increases by 2 percent of capacity (change in V/C greater than or equal to 0.02) when the roadway segment operates at LOS E or LOS F. If a project causes the allowable change in V/C ratio to be exceeded, the impacts are determined to be significant.

Table 4.13-2 lists the various roadway types identified in the 2012 General Plan Circulation Element and the maximum daily traffic volumes that type of roadway can accommodate per SANTEC/ITE’s TIS guidelines. Not all roadways are built to 2012 General Plan designations. In such cases, the capacity and V/C ratios are based on the existing number of lanes rather than the roadway classification.

**Table 4.13-2
Daily Roadway Segment Capacity**

La Mesa Roadway Classification	SANTEC Roadway Classification	Typical Lane Configuration	Level of Service Standards (ADT)				
			A	B	C	D	E
Parkway Arterial	Major Arterial	6	20,000	28,000	40,000	45,000	50,000
Arterial	Major Arterial	4	15,000	21,000	30,000	35,000	40,000
Arterial	Major Arterial*	2	7,875	11,025	15,750	18,375	21,000
Major Collector	Secondary Arterial/ Collector (4 lanes)	4	10,000	14,000	20,000	25,000	30,000
Local Collector	Collector (no center lane, continuous left-turn lane)	4	5,000	7,000	10,000	13,000	15,000
Local Collector	Collector (commercial industrial fronting)	2	2,500	3,500	5,000	6,500	7,500
Local Streets	Collector (multi-family)	2	2,500	3,500	5,000	6,500	7,500

*La Mesa has arterials with two lanes and continuous left-turn lanes. Capacity of these roadways is, therefore, half of a four-lane arterial with an additional capacity adjustment to account for the continuous left-turn lanes.

Note: V/C ratios for roadway segments are estimated on an ADT/24-hour traffic volumes basis. The acceptable LOS for freeways, roadways, and intersections is generally LOS D.

Source: SANTEC/TIE Guidelines for Traffic Impact Studies in the San Diego Region (Table 2)

Existing Traffic Conditions

Existing ADT volumes are based on 24-hour counts conducted in 2011 and 2012 under the direction of City staff for typical weekday conditions. An LOS analysis was conducted to evaluate existing traffic conditions of the planning area's roadway segments. The results of the roadway capacity analysis are summarized in Table 4.13-3 and illustrated in Figure 4.13-2.

Per Table 4.13-3, all planning area roadway segments are operating at LOS D or better, except for the following segment, which is bolded within the table:

- #21 -- Massachusetts Avenue south of Pearson Avenue (LOS E)

Public Transit System

The City is served by a light rail system and several bus lines provided by MTS. MTS is the regional transit service provider in the southern half of San Diego County, connecting La Mesa to the greater San Diego metropolitan area. The most recent MTS ridership data is from fiscal year 2008/2009. As MTS ridership levels have remained fairly constant over the last few years, these values would also be consistent under existing conditions.

**Table 4.13-3
Existing Conditions Roadway ADT Volumes and Levels of Service**

Reference Number	Roadway	Location	Roadway Classification	Total Lanes	Capacity	ADT	V/C*	LOS
1	Baltimore Dr	North of Lake Murray Blvd	Arterial	4	35,000	12,484	0.36	A
2	Baltimore Dr	North of Fletcher Pkwy	Arterial	4	35,000	12,671	0.36	A
3	Baltimore Dr	North of El Cajon Blvd	Arterial	4	35,000	22,365	0.64	C
4	Lake Murray Blvd	North of Aztec Dr	Arterial	4	35,000	13,363	0.38	A
5	Lake Murray Blvd	East of Baltimore Dr	Arterial	4	35,000	14,451	0.41	A
6	Jackson Dr	North of Fletcher Pkwy	Arterial	4	35,000	11,828	0.34	A
7	Jackson Dr	North of La Mesa Blvd	Arterial	4	35,000	6,867	0.20	A
8	Grossmont Center Dr	North of Murray Dr	Major Collector	4	25,000	23,093	0.92	D
9	Fletcher Pkwy	West of Jackson Dr	Parkway Arterial	6	45,000	24,244	0.54	B
10	Fletcher Pkwy	West of Grossmont Center Dr	Parkway Arterial	6	45,000	16,499	0.37	A
11	Fletcher Pkwy	South of Amaya Dr	Parkway Arterial	6	45,000	20,230	0.45	B
12	Fletcher Pkwy	South of Dallas St	Parkway Arterial	6	45,000	17,527	0.39	A
13	Murray Dr	West of Grossmont Center Dr	Major Collector	4	25,000	13,232	0.53	B
14	Murray Dr	West of Briar Rd	Major Collector	4	25,000	8,210	0.33	A
15	La Mesa Blvd	South of Hawley Ave	Arterial	4	35,000	21,395	0.61	C
16	Grossmont Blvd	East of La Mesa Blvd	Major Collector	4	25,000	9954	0.78	A
17	70th St	South of Alvarado Rd	Arterial	4	35,000	30,352	0.87	D
18	70th St	South of Stanford Ave	Arterial	2	18,375	17,114	0.93	D
19	El Cajon Blvd	West of Maple Ave	Arterial	4	35,000	18,891	0.54	B
20	University Ave	West of Parks Ave	Arterial	4	35,000	16,281	0.47	B
21	University Ave	West of Massachusetts Ave	Arterial	4	35,000	21,179	0.61	C
22	Massachusetts Ave	South of Pearson Ave	Arterial	2	18,375	19,626	1.07	E
23	University Ave	West of Palm Ave	Arterial	2	18,375	6,682	0.36	A
24	La Mesa Blvd	West of Roschedge Dr	Arterial	4	35,000	9,754	0.28	A
25	La Mesa Blvd	West of Hayes St	Arterial	4	35,000	8,030	0.23	A
26	Spring St	South of Pasadena Ave	Arterial	4	35,000	16,862	0.48	B

*Volume-to-capacity ratio; **Bold** values indicate LOS E or LOS F.

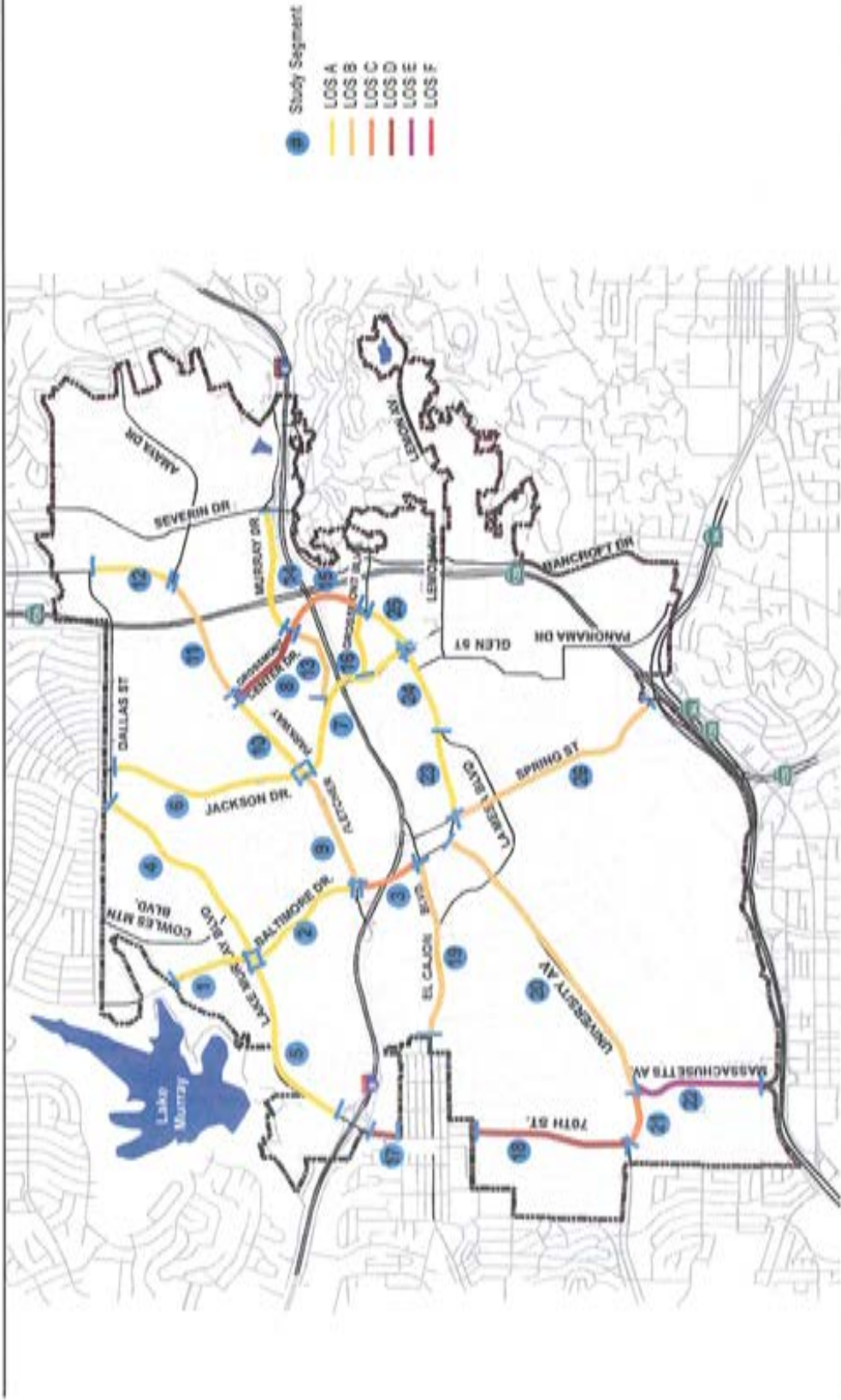


Figure 4.13-2
Existing Conditions

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La Mesa General Plan EIR

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Light Rail Lines

Light rail currently servicing the City is as follows:

- **Orange Line Trolley** operates between downtown San Diego and Santee (approximately 20.7 miles one-way). Four stations on this line are within La Mesa: Spring Street, La Mesa Boulevard (downtown), Grossmont Center, and Amaya Drive. The downtown location of the La Mesa Boulevard station intersects major bus routes and provides transit access to the Civic Center, village commercial, and surrounding residential areas. The Grossmont Center station is a transfer station between the Orange and Green Lines. The Orange Line generally provides 15-minute service during weekdays and 30-minute service on the weekends (except Saturday midday with 15-minute service). The Orange Line operates 18 trains during non-peak periods and 28 trains during peak periods. In fiscal year 2008, the Orange Line transported 8.35 million passengers. In SANDAG's 2050 RTP, planned improvements to the Orange Line include increased 7.5-minute peak and 15-minute off-peak frequencies by 2030, a potential grade-separation at Allison Avenue/University Avenue/La Mesa Boulevard, and an extension to the Airport Intermodal Transit Center by 2035.
- **Green Line Trolley** operates between Old Town Station and Santee (approximately 19.3 miles one-way). Three stations on this line are within La Mesa: Amaya Drive, Grossmont Center, and 70th Street. The Green Line generally provides 15-minute service during the weekdays and 30-minute service on the weekends (except Saturday midday and evening, with 15-minute service). The Green Line operates 14 trains during non-peak and peak periods. In fiscal year 2008, the Green Line transported 8.16 million passengers. In SANDAG's 2050 RTP, planned improvements to the Green Line include an extension to downtown Bayside by 2018.

Bus Routes

The MTS bus routes currently serving La Mesa include the following:

- **Route 1** operates between Grossmont Transit Center and 5th Avenue and Evans Place in Hillcrest (approximately 12.7 miles one-way). Within La Mesa, the route runs from Grossmont Transit Center through the La Mesa Boulevard and 70th Street Trolley Station to Hillcrest. Route 1 generally provides 30-minute service during the weekdays and weekends (with the exception of no service to the 70th Street trolley station on the weekend). Route 1 west of 70th Street operates with higher service frequencies (15- to 20-minute service). Route 1 operates eight buses during non-peak periods and 10 buses

during peak periods. In fiscal year 2009, Route 1 transported approximately 1.5 million passengers.

- **Route 7** operates between La Mesa and downtown San Diego (approximately 11.3 miles one-way). Within La Mesa, the route runs along University Avenue and serves the La Mesa Boulevard trolley station. Route 7 generally provides 24- to 30-minute service during the weekdays and weekends. West of the La Mesa Boulevard trolley station, Route 7 operates with higher service frequencies (15-minute service). Route 7 operates 13 buses during non-peak periods and 19 buses during peak periods. In fiscal year 2009, Route 7 transported approximately 3.8 million passengers.
- **Route 14** operates between Baltimore Drive/Lake Murray Boulevard and the Grantville trolley station (approximately 11.4 miles one-way). Within La Mesa, the route runs along Lake Murray Boulevard to El Cajon Boulevard and provides connections to the 70th Street trolley station, San Diego State University, and Kaiser Permanente Hospital. Route 14 generally provides 60-minute service during weekdays. It does not provide weekend service. Route 14 operates two buses during non-peak and peak periods. In fiscal year 2009, Route 14 transported approximately 260,000 passengers.
- **Route 851** operates between the Spring Street trolley station and Spring Valley Shopping Center (approximately 7.1 miles one-way). Within La Mesa, the route runs southeast/south from Spring Street and provides connections to Spring Valley. Route 851 generally provides 60-minute service during the weekdays. It does not provide weekend service. Route 851 operates one bus during non-peak periods and two buses during peak periods. In fiscal year 2009, Route 851 transported approximately 101,000 passengers.
- **Route 854** operates between Grossmont Transit Center and Grossmont College (approximately 5.9 miles one-way). Within La Mesa, the route runs along SR-125 and Fletcher Parkway to Baltimore Drive. Route 854 generally provides 30-minute service during the weekday peak periods and 60-minute service during non-peak periods/evenings. It also operates during Saturdays with 60-minute service. Route 854 operates two buses during peak and non-peak periods. In fiscal year 2009, Route 854 transported 167,000 passengers.
- **Route 855** operates between the Spring Street trolley station and Jamacha Boulevard and Doubletree Road/Calavo Drive (approximately 4.7 miles one-way). Within La Mesa, the route runs southeast from Spring Street to Campo Road and provides connections to Casa de Oro and Rancho San Diego. Route 855 generally provides 30-minute service during the weekdays and 60-minute service during the weekends. Route 855 operates one bus during non-peak periods and two buses during peak periods. In fiscal year 2009, Route 855 transported approximately 287,000 passengers.

Table 4.13-4 provides a summary of existing transit routes in La Mesa. Figure 2-8 presents an illustration of these routes.

In 2010, approximately 6.5 percent of commuters during peak-period work trips in the San Diego region used transit.

**Table 4.13-4
Existing Transit Services in La Mesa**

Transit Line	General Route Description	Weekday Service*	Weekday Average Headways	Saturday Service*	Saturday Average Headways	Sunday Service*	Sunday Average Headways
Orange Line Trolley	Downtown San Diego and Santee	4:30 AM to 1:00 AM	15 min	5:30 AM to 1:30 AM	15 to 30 min	5:00 AM to 11:30 PM	30 min
Green Line Trolley	Old Town Station and Santee	4:30 AM to 11:30 PM	15 min	5:00 AM to 11:00 PM	15 to 30 min	5:00 AM to 11:00 PM	30 min
Route 1	Grossmont Transit Center and 5th Avenue and Evans Place in Hillcrest	6:00 AM to 12:00 AM	30 min	6:00 AM to 12:00 AM	30 min	7:00 AM to 8:00 PM	30 min
Route 7	La Mesa to Downtown San Diego	5:30 AM to 11:00 PM	24 to 30 min	6:30 AM to 9:00 PM	24 to 30 min	6:00 AM to 8:30 PM	24 to 30 min
Route 14	Baltimore Drive/Lake Murray Boulevard to Grantville Trolley Station	6:30 AM to 8:30 PM	60 min	N/A	N/A	N/A	N/A
Route 851	Spring Street Trolley Station and Spring Valley Shopping Center	5:30 AM to 7:00 PM	30 min	N/A	N/A	N/A	N/A
Route 854	Grossmont Transit Center to Grossmont College	5:30 AM to 10:30 PM	30 to 60 min	8:00 AM to 9:30 PM	60 min	N/A	N/A
Route 855	Spring Street Trolley Station and Jamacha Boulevard and Doubletree Road/Calavo Drive	5:30 AM to 10:30 PM	30 min	6:30 AM to 9:00 PM	60 min	7:30 AM to 5:30 PM	60 min

*Based on service provided at transit stations within La Mesa. Service times are approximated.

Source: MTS Website (2012) <http://www.sdmts.com>.

Bicycle and Pedestrian Facilities

Existing and Planned Bicycle Facilities

La Mesa currently has 12 segments of Class II bicycle lanes and one segment of Class III bicycle routes. These facilities are described in Table 4.13-5 and shown in Figure 2-7.

**Table 4.13-5
City of La Mesa Existing Class II and III Facilities**

Road Segment	Miles	Limits	Notes
Existing Class II Bike Lanes*			
70th Street	0.86	University Avenue and City limits	Connects to Rolando Elementary School
Amaya Drive	0.62	Fletcher Parkway and Lakeview Drive	Bike lane gap between Severin Drive and Howell Drive
Baltimore Drive	1.71	I-8 and northern City limit	Short segment travels through City of San Diego; bike lane gap on southbound lanes between Tanglerod Lane and Lake Park Way
Fletcher Parkway	2.28	Baltimore Drive and City limits	Wide intersections at major streets
Grossmont Boulevard	0.25	Jackson Drive and Wilson Street	Bike lane gap between the shopping center and La Mesa Boulevard
Jackson Drive	1.44	Murray Drive and La Mesa Boulevard	Northbound/westbound bike lanes only between I-8 and Hayes Street; bike lane gap between I-8 on-ramp and Fletcher Parkway
Lake Murray Boulevard	1.99	Wisconsin Avenue and City limits	Bike lane gap over I-8
Massachusetts Avenue	0.67	University Avenue and Waite Drive	Short steep section southbound between Boulevard Drive and Hoffman Avenue
Murray Hill Road	0.29	Orien Avenue and Waite Drive	Road changes to Yale Avenue where there is a bike lane gap between Orien Avenue and University Avenue
Severin Drive	0.37	Campina Drive and Murray Drive	Southbound bike lane ends short of the intersection; bike lane gap over I-8 and between Amaya Drive and City limits
University Avenue	0.48	Baltimore Drive and La Mesa Boulevard	Bike lane gap between Baltimore Drive and Spring Street
Water Street	0.24	Milden Street and City limits	Connects to Grossmont High School; bike lane gap between Milden Street and Amaya Drive
Total Mileage	11.2		
Existing Class III Bike Routes*			
El Paso Street	0.92	Baltimore Drive and Dallas Street	Only one bike route sign at Baltimore Drive
Total Mileage	0.92		

*Facilities that meet Caltrans Chapter 1000 requirements.
Source: City of La Mesa 2012 (Table 2)

The 2012 Bicycle Facilities and Alternative Transportation Plan (City of La Mesa 2012) lists several recommendations to improve La Mesa's bicycle network. Future improvements to Class II bike facilities are planned along the following roadways:

- University Ave (City limits and Spring Street)
- La Mesa Boulevard (Grossmont Boulevard and Grossmont Center Drive)
- Grossmont Boulevard (Lake Murray Boulevard and Bancroft Drive)

- Spring Street (Fresno Avenue and SR-94, Center Street to I-8)
- La Mesa Boulevard (University Avenue and Grossmont Boulevard)
- El Cajon Boulevard (City limits and Baltimore Drive)
- Lake Murray Boulevard/70th Street (Alvarado Road and Parkway Drive)
- Severin Drive (Murray Drive and Bancroft Drive)
- Center Drive (Grossmont Center Drive and Jackson)
- Baltimore Drive (El Cajon Boulevard and University Avenue)
- High Street (Riviera Drive and Valley View Circle)
- Bancroft Drive (Grossmont Drive and Severin Drive)
- Baltimore Drive (Lake Murray Boulevard and Fletcher Parkway)
- Alvarado Road (70th Street and Guava Avenue)
- Grossmont Center Drive (La Mesa Boulevard and I-8 off-ramp)
- Murray Drive (Severin Drive/I-8 and Grossmont Center Drive/Water Drive; Grossmont Center Drive and Jackson Drive)
- Center Drive (Case Street and Jackson Drive)
- Jackson Drive (Parkway Drive and Murray Drive)
- Dexter Drive/Riviera Drive (High Street and Gateside Road)

The plan also provides general recommendations for existing bike lanes and improvements for Class III bicycle routes within La Mesa.

Pedestrian Facilities

In February 2006, the La Mesa, California Walkability Plan was finalized. This community-based plan addressed the General Plan's vision of having nonmotorized options for its residents. The plan developed walkability visions, goals, and strategies for La Mesa; categorized existing street conditions for pedestrians; and developed specific recommendations to be implemented as part of the City's capital improvement program.

The Walkability Plan describes various hilly and non-hilly residential, collector, and arterial streets. The older commercial core around the downtown village is typical of a traditional walkable town center with a well-connected grid of streets and alleys, sidewalks, and street-facing retail. Older commercial corridors along University Avenue, El Cajon Boulevard, La Mesa Boulevard, Baltimore Parkway, and Spring Street are more typical suburban street patterns and street designs with large intersections, auto-oriented uses, numerous curb cuts, attached sidewalks, parking lots next to the sidewalk, and buildings set back from the street. Newer commercial corridors along Fletcher Parkway and the Grossmont Center area have similar but improved landscaping and access control.

Recommended improvements include a list of 13 sections grouped by geography or type of neighborhood/community. Sections 1 through 8 address future growth and retrofit opportunities, with areas of high priority for pedestrians, including hillside and non-hillside neighborhoods, downtown, University Avenue, El Cajon Boulevard, Fletcher Parkway, Hospital/Grossmont Center, and Industrial Center. Sections 9 through 12 are areas that need more generic recommendations common to La Mesa's topography and features, such as similar treatments for schools, midblock crossings, and transit stations.

Figure 2-6 presents existing and proposed sidewalk facilities as part of the La Mesa, California Walkability Plan.

4.13.2 Regulatory Setting

The following provides a general description of the applicable regulatory requirements for the planning area, including federal, state, regional, and local guidelines.

Federal

Department of Transportation Act of 1966

Section 4(f) of the Department of Transportation Act of 1966 specifies that a transportation project requiring the use of publicly owned parks, recreation areas, historic sites (including those owned privately), wildlife and waterfowl refuges, and many other types of resources can be approved only if there is no feasible and prudent alternate to using that land and if the project is planned to minimize harm to the property.

General procedures are as follows:

A specific finding is required. Section 4(f) lands may be used for federal aid highways only if:

1. There is no prudent and feasible alternative to using that land; and
2. The program or project includes all possible planning to minimize harm to the park, recreation area, wildlife and waterfowl refuge, or historic site resulting from the use.

Each project proposal must include a Section 4(f) avoidance alternative.

Surface Transportation Assistance Act

In 1982, the federal government passed the Surface Transportation Assistance Act. This act requires states to allow larger trucks on the “National Network,” which is compared to the Interstate System plus the non-Interstate Federal-Aid Primary System. “Larger trucks” includes (1) doubles with 28.5-foot-long trailers, (2) singles with 48-foot-long semi-trailers and unlimited kingpin-to-rear-axle distance, (3) unlimited length for both vehicle combinations, and (4) widths up to 102 inches. I-8 in the planning area is defined as a Surface Transportation Assistance Act route.

State

California Department of Transportation

Caltrans is the primary state agency responsible for transportation issues. One of its duties is the construction and maintenance of the state highway system. Caltrans has established standards for roadway traffic flow and has developed procedures to determine if intersections require improvement. For projects that may physically affect facilities under its administration, Caltrans requires encroachment permits before any construction work can be undertaken. For projects that would not physically affect facilities but that may influence traffic flow and LOS at such facilities, Caltrans may recommend measures to mitigate the traffic impacts.

California Transportation Commission

The California Transportation Commission consists of nine members appointed by the governor. The commission is responsible for programming and allocating funds for construction of highway, passenger rail, and transit improvements throughout the state. The California Transportation Commission is responsible for adopting the State Transportation Improvement Program and the State Highway Operation and Protection Program.

Assembly Bill 32

With AB 32, the Global Warming Solutions Act of 2006, California committed itself to reducing GHG emissions to 1990 levels by 2020. ARB is coordinating the response to comply with AB 32.

In 2007, ARB adopted a list of early action programs that could be put in place by January 1, 2010. In 2008, ARB defined its 1990 baseline level of emissions, and in 2011 it completed its major rule-making for reducing GHG emissions. Rules on emissions, as well as market-based

mechanisms like the proposed cap and trade program, took effect January 1, 2012. On December 11, 2008, ARB adopted its Proposed Scoping Plan for AB 32. This Scoping Plan included the approval of SB 375 as the means for achieving regional transportation-related GHG targets. SB 375 provides guidance on how curbing emissions from cars and light trucks can help the state comply with AB 32.

Senate Bill 375

SB 375 has four key components. First, SB 375 requires regional GHG emissions targets. ARB's Regional Targets Advisory Committee guides the adoption of targets to be met by 2020 and 2035 for each MPO in the state. For La Mesa, the MPO is SANDAG (see below). These targets are updated every 8 years in conjunction with the revision schedule for housing and transportation elements.

Second, MPOs are required to create an SCS that provides a plan for meeting regional targets. The SCS and the RTP must be consistent with each other, including action items and financing decisions. If the SCS does not meet the regional target, the MPO must produce an Alternative Planning Strategy that details an alternative plan to meet the target.

Third, SB 375 requires that regional housing elements and transportation plans (also prepared by SANDAG as the MPO for the San Diego region [La Mesa is a member agency]) be synchronized on 8-year schedules. In addition, Regional Housing Needs Assessment allocation numbers must conform to the SCS. If local jurisdictions are required to rezone land as a result of changes in the housing element, rezoning must take place within 3 years.

Finally, MPOs must use transportation and air emissions modeling techniques consistent with guidelines prepared by the California Transportation Commission. Regional transportation planning agencies (such as SANDAG) are encouraged, but not required, to use travel demand models consistent with the California Transportation Commission guidelines.

The SANDAG region was the first region in the state to adopt an SCS and RTP update under SB 375. The 2050 RTP/SCS was approved by the SANDAG board of directors on October 28, 2011.

Assembly Bill 1358 - California Complete Streets Act of 2008

Supporting some of the previously referenced regulations/requirements, the California Complete Streets Act of 2008 (AB 1358) requires circulation elements as of January 1, 2011, to accommodate the transportation system from a multi-modal perspective, including public transit,

walking, and biking, which have traditionally been marginalized in comparison to autos in contemporary American urban planning.

Local

SANDAG Regional Transportation Plan and Sustainable Communities Strategy

SANDAG is the regional transportation planning agency in San Diego County. As such, SANDAG is responsible for planning and funding transportation projects throughout the region. SANDAG adopted its 2050 RTP on October 28, 2011. The following projects have been identified in the City to improve mobility:

- Rapid bus service from La Mesa to Ocean Beach
- Express light rail and increased frequencies along the Orange Line
- High-frequency local bus routes within the City
- Operational improvements along I-8
- Managed lanes on SR-94
- General purpose lanes on SR-125
- Enhanced freeway connectivity between SR-94 and SR-125

Congestion Management Program

The 2008 CMP for San Diego County was developed to meet the requirements of Section 65089 of the California Government Code. Since that time, the local agencies within San Diego County decided to opt out of the CMP requirements, as allowed by the Government Code. As such, there are no CMP-specific requirements associated with the 2012 General Plan.

The City of La Mesa Bicycle Facilities and Alternative Transportation Plan

The 2012 Bicycle Facilities and Alternative Transportation Plan provides a framework for the future development of the City's bicycle network, and also makes the City eligible for local, state, and federal funding for bicycle and pedestrian projects. This plan is a comprehensive report documenting local and regional bicycle policies and goals, evaluating existing bicycle facilities, and developing planned/programmed bicycle improvements. The plan includes proposed sidewalk facility projects as part of the 2006 La Mesa Walkability Plan. Several bicycle facilities were assessed in this plan, including Class I (Bike Paths), Class II (Bike Lane Facilities), and Class III (Bike Route Facilities), throughout La Mesa.

City of La Mesa Municipal Code

Municipal Code Title 12 contains the general provisions and regulations relating to traffic control, streets, enforcement, trains, and parking.

4.13.3 Thresholds for Determining Significance

Consistent with the procedures provided in Appendix G of the CEQA Guidelines, the significance thresholds used by the City states that a significant impact related to transportation/traffic would occur if implementation of the 2012 General Plan would:

- Result in a V/C change equal to or greater than 0.02 when the roadway segment operates at LOS E or F with the project.

The above threshold analyzes impacts related to traffic congestion and LOS, which were identified as potentially significant issues in the Initial Study (see Appendix A). The language of the threshold included in this EIR differs slightly from the thresholds listed in the Initial Study, which are based on Appendix G of the CEQA Guidelines. Under the thresholds listed in the Initial Study, a significant impact related to transportation and traffic would occur if implementation of the 2012 General Plan would result in a substantial increase in the V/C ratio on roads or exceed an LOS standard established by the county congestion management agency for designated roads or highways.

As explained in Section 4.13.1, the City opted out of the SANDAG CMP (the county congestion management agency plan), and must prepare an environmental assessment based on local standards and determinations. Therefore, the LOS and V/C ratio standard used in the threshold included in this EIR is not based on the standards established by the SANDAG CMP, but is based on the City's direction to generally follow SANTEC/ITE's guidelines to determine potential significant impacts.

Impacts related to change in air traffic patterns, emergency access, and conflicts with policies and plans supporting alternative transportation were determined to be less than significant in the Initial Study, and will not be discussed further in this EIR. Refer to the Initial Study in Appendix A for a discussion of these issue areas.

4.13.4 Analysis of Environmental Impacts

Roadway LOS Change and V/C Ratio Increase

Future Circulation Network

Future 2035 conditions include cumulative land use assumptions as described in the 2012 General Plan. These land use assumptions, as well as the 2035 circulation network, are consistent with land uses, regional roadways, and interchange improvements that are included in SANDAG's 2050 RTP.

Within the planning area, the following planned improvements are expected to be in place by 2035:

- SR-94/SR-125 new west-to-north and south-to-east freeway connectors
- SR-125 from SR-94 to I-8, expansion from eight lanes to 10 lanes, plus two Value Pricing lanes

No local transportation improvements are specifically described in the 2012 General Plan. However, the City adopted the Bicycle Facilities and Alternative Transportation Plan in February 2012 and a Sidewalk Master Plan in January 2008. These plans describe pedestrian and bicycle facility improvements¹ within the City. In addition, it is assumed that signal modifications by the City would occur as necessary under future conditions.

Development of Future Traffic Volumes

The travel demand forecasting model used for the traffic impact analysis was derived from SANDAG's regional transportation model, which provided data for 2008 and 2035. The 2035 network from SANDAG's 2050 RTP was used for the 2035 scenario. The network includes regional transportation improvements that are "reasonably expected," as defined in the RTP and the Final Series 12, 2050 Regional Growth Forecast completed in October 2011.

The travel demand model for the General Plan's traffic impact analysis was developed by comparing the percentage growth from the 2008 model year to the 2035 model year on individual daily link volumes in the RTP. An annual growth rate was then derived from each roadway and applied to the existing 2011/2012 conditions. This model resulted in a cumulative forecasted volume under future 2035 conditions. The model output produced negative growth for

¹ Specific project details be included as part of the La Mesa Bicycle and Walkability Plan Negative Declaration.

a few roadway segments based on factors that may affect traffic in the future (e.g., transit, gasoline, and economic assumptions). To have consistent results with other future projections, zero growth was assumed for those segments where the model output showed negative growth.

Table 4.13-6 summarizes the year 2035 ADT volumes for the 25 traffic study area roadway segments within La Mesa.

Year 2035 Conditions

An LOS analysis using the previously described methodologies was conducted to evaluate year 2035 traffic conditions in the traffic study area roadway segments. The results of the roadway capacity analysis are summarized in Table 4.13-6 and illustrated in Figure 4.13-3.

Although Segment #22 – Massachusetts Avenue south of Pearson Avenue operates at LOS E under 2035 conditions, the V/C ratio would not change in the future (this location was projected to have zero growth) and, therefore, would not be significantly impacted by the 2012 General Plan.

Based on the City's threshold of significance, no segments are projected to be significantly impacted under future 2035 conditions. Therefore, the 2012 General Plan would result in **less-than-significant** impacts.

Per the Circulation Element of the 2012 General Plan, ongoing roadway maintenance and construction of future improvements represent a significant commitment of resources from the City's capital improvement program. The City's fiscal year 2012 capital improvement program lists \$9.2 million in transportation projects, including traffic signal upgrades, Proposition 42 street improvements, transit stops, and other improvements. Improvements to traffic flow and safety will be made through techniques such as changes to traffic signal timing at key intersections and improvements to transit services.

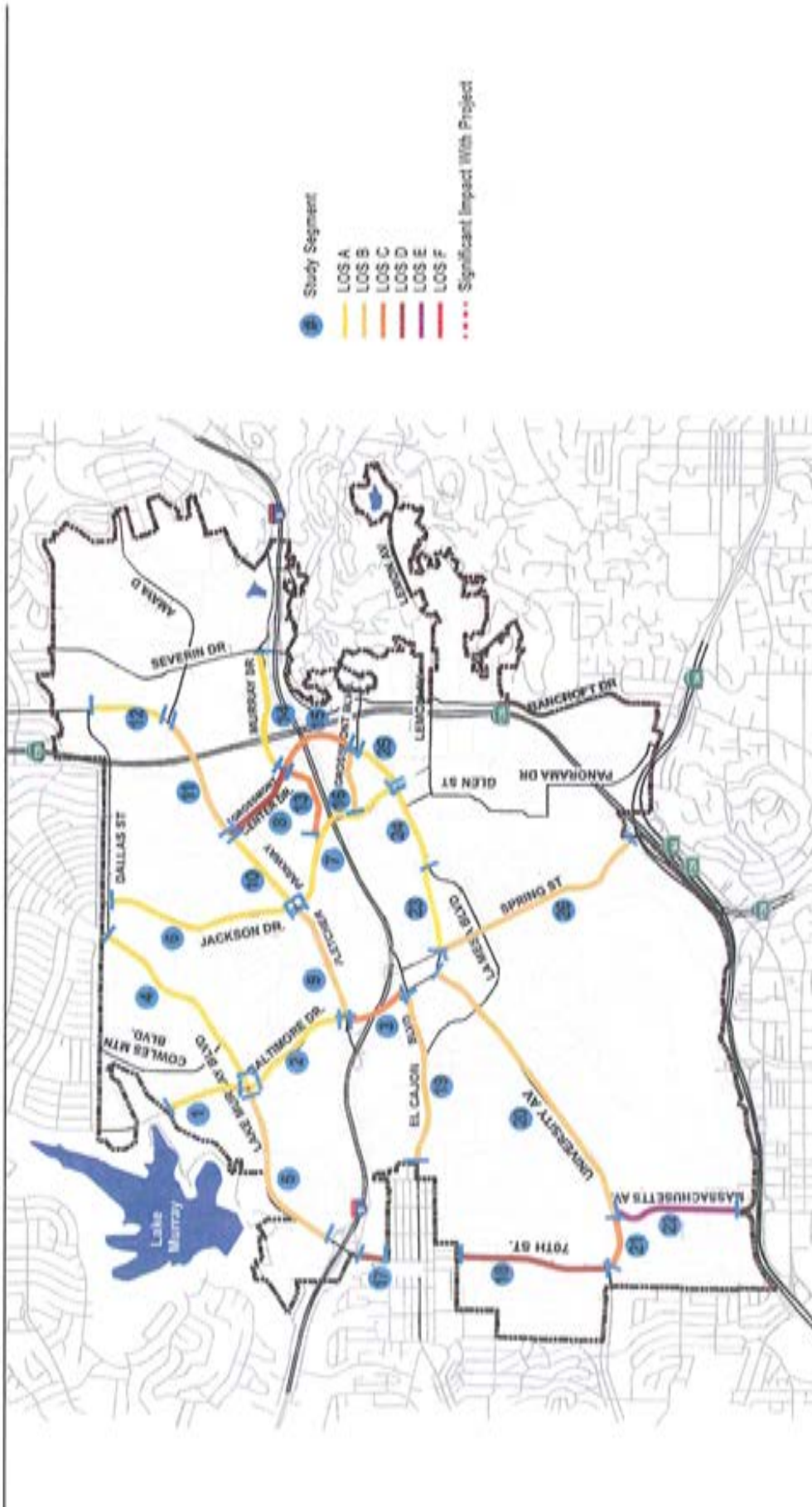


Figure 4.13-3
Future 2055 Conditions

February 2013



Le Mars General Plan EIR

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**Table 4.13-6
Future 2035 Conditions Roadway ADT Volumes and Levels of Service**

Reference Number	Roadway	Location	Roadway Classification	Total Lanes	Capacity	Future ADT	Future V/C*	Future LOS	Change in V/C Ratio ¹
1	Baltimore Dr	North of Lake Murray Blvd	Arterial	4	35,000	12,484	0.36	A	0.00
2	Baltimore Dr	North of Fletcher Pkwy	Arterial	4	35,000	13,255	0.38	A	0.02
3	Baltimore Dr	North of El Cajon Blvd	Arterial	4	35,000	23,069	0.66	C	0.02
4	Lake Murray Blvd	North of Aztec Dr	Arterial	4	35,000	13,363	0.38	A	0.00
5	Lake Murray Blvd	East of Baltimore Dr	Arterial	4	35,000	15,259	0.44	B	0.02
6	Jackson Dr	North of Fletcher Pkwy	Arterial	4	35,000	12,021	0.34	A	0.01
7	Jackson Dr	North of La Mesa Blvd	Arterial	4	35,000	6,867	0.20	A	0.00
8	Grossmont Center Dr	North of Murray Dr	Major Collector	4	25,000	23,093	0.92	D	0.00
9	Fletcher Pkwy	West of Jackson Dr	Parkway Arterial	6	45,000	25,402	0.56	B	0.03
10	Fletcher Pkwy	West of Grossmont Center Dr	Parkway Arterial	6	45,000	18,567	0.41	A	0.05
11	Fletcher Pkwy	South of Amaya Dr	Parkway Arterial	6	45,000	23,100	0.51	B	0.06
12	Fletcher Pkwy	South of Dallas St	Parkway Arterial	6	45,000	19,077	0.42	A	0.03
13	Murray Dr	West of Grossmont Center Dr	Major Collector	4	25,000	14,044	0.56	C	0.03
14	Murray Dr	West of Briar Rd	Major Collector	4	25,000	9,126	0.37	A	0.04
15	La Mesa Blvd	South of Hawley Ave	Arterial	4	35,000	23,677	0.68	C	0.07
16	Grossmont Blvd	East of La Mesa Blvd	Major Collector	4	25,000	12,190	0.49	B	0.09
17	70th St	South of Alvarado Rd	Arterial	4	35,000	31,012	0.89	D	0.02
18	70th St	South of Stanford Ave	Arterial	2	18,375	17,941	0.98	D	0.04
19	El Cajon Blvd	West of Maple Ave	Arterial	4	35,000	20,041	0.57	B	0.03
20	University Ave	West of Parks Ave	Arterial	4	35,000	16,281	0.47	B	0.00
21	University Ave	West of Massachusetts Ave	Arterial	4	35,000	22,260	0.64	C	0.03
22	Massachusetts Ave	South of Pearson Ave	Arterial	2	18,375	19,626	1.07	E	0.00
23	University Ave	West of Palm Ave	Arterial	2	18,375	6,766	0.37	A	0.00
24	La Mesa Blvd	West of Rosehedge Dr	Arterial	4	35,000	10,899	0.31	A	0.03
25	La Mesa Blvd	West of Hayes St	Arterial	4	35,000	8,841	0.25	A	0.02
26	Spring St	South of Pasadena Ave	Arterial	4	35,000	16,862	0.48	B	0.00

* Volume-to-capacity ratio

¹ Change in V/C ratios from existing conditions to future 2035 conditions

² The actual V/C ratio increase is 0.019 but is presented in this table as 0.02 due to rounding. Appendix B presents detailed calculations.

Bold values indicate LOS E or F. Shaded values indicate a significant impact operating at LOS D or worse with the 2012 General Plan, causing V/C ratios to be exceeded or equal to a 2 percent change (per the City's significance criteria).

Alternative Transportation Modes

Impacts related to alternative transportation modes (transit, bicycle, and pedestrian facilities) were determined to be less than significant in the Initial Study and will not be discussed further in this EIR.

The La Mesa Bicycle Facilities and Alternative Transportation Plan (2012) includes proposed improvements to bicycle and sidewalk facilities within the planning area. The plan was designed to avoid significant environmental impacts.

4.13.5 Mitigation Measures

Implementation of the 2012 General Plan would not result in significant impacts to roadway operations; therefore, no mitigation is required.

4.13.6 Significance after Mitigation

Implementation of the 2012 General Plan would result in **less-than-significant** impacts related to roadway operations.